

Stenographic Transcript  
Before the

COMMITTEE ON  
ARMED SERVICES

**UNITED STATES SENATE**

HEARING TO RECEIVE TESTIMONY ON THE POSTURE OF  
THE DEPARTMENT OF THE ARMY IN REVIEW OF THE  
DEFENSE AUTHORIZATION REQUEST FOR FISCAL YEAR  
2017 AND THE FUTURE YEARS DEFENSE PROGRAM

Thursday, April 7, 2016

Washington, D.C.

ALDERSON COURT REPORTING  
1155 CONNECTICUT AVENUE, N.W.  
SUITE 200  
WASHINGTON, D.C. 20036  
(202) 289-2260  
[www.aldersonreporting.com](http://www.aldersonreporting.com)

1 HEARING TO RECEIVE TESTIMONY ON THE POSTURE OF THE  
2 DEPARTMENT OF THE ARMY IN REVIEW OF THE DEFENSE  
3 AUTHORIZATION REQUEST FOR FISCAL YEAR 2017 AND THE FUTURE  
4 YEARS DEFENSE PROGRAM

5  
6 Thursday, April 7, 2016

7  
8 U.S. Senate  
9 Committee on Armed Services  
10 Washington, D.C.  
11

12 The committee met, pursuant to notice, at 9:30 a.m. in  
13 Room SD-G50, Dirksen Senate Office Building, Hon. John  
14 McCain, chairman of the committee, presiding.

15 Committee Members Present: Senators McCain  
16 [presiding], Inhofe, Wicker, Ayotte, Fischer, Cotton,  
17 Rounds, Ernst, Tillis, Sullivan, Lee, Graham, Reed,  
18 McCaskill, Manchin, Shaheen, Gillibrand, Blumenthal,  
19 Donnelly, Hirono, Kaine, King, and Heinrich.  
20  
21  
22  
23  
24  
25

1           OPENING STATEMENT OF HON. JOHN McCAIN, U.S. SENATOR  
2 FROM ARIZONA

3           Chairman McCain: Well, good morning.

4           The Senate Armed Services Committee meets this morning  
5 to receive testimony on the posture of the United States  
6 Army in review of the defense authorization request for  
7 fiscal year 2017 and the future years defense program.

8           I am pleased to welcome Acting Secretary, much too  
9 young, Patrick Murphy, and Army Chief of Staff, General Mark  
10 Milley. I thank you both for your years of distinguished  
11 service and your continued leadership of our Army.

12           15 years of war have tested our Army, but time and time  
13 again, our soldiers have met that test and proved their  
14 commitment, courage, and determination. It is the duty of  
15 this committee and this Congress to do our utmost to provide  
16 them the support they need and deserve. That starts by  
17 recognizing that our Army is still at war. At this moment,  
18 186,000 soldiers are deployed in 140 locations around the  
19 globe. They are fighting terrorists and training our  
20 partners in Afghanistan and supporting the fight against  
21 ISIL, all the while defending South Korea and reassuring our  
22 allies in Eastern Europe. The demands on our soldiers only  
23 continue to increase as the threats to our Nation grow more  
24 diverse, more complex, and more severe.

25           But despite the stark and urgent realities of the

1 threats to our Nation and the risk they pose to our  
2 soldiers, the President continues to ask the Army to do more  
3 with less. And he has done so once again with his defense  
4 budget request. The President should have requested a  
5 defense budget that reflects the scale and scope of the  
6 national security threats we face and the growing demands  
7 they impose on our soldiers. Instead, he chose to request  
8 the lowest level of defense spending authorized by last  
9 year's budget agreement and submit a defense budget that is  
10 actually less in real dollars than last year, a budget that  
11 will force our Army to confront growing threats and  
12 increasing operational demands with shrinking and less-ready  
13 forces and aging equipment.

14 By the end of the next fiscal year, the Army will be  
15 cut down to 450,000 active duty soldiers, down from a  
16 wartime peak of 570,000. These budget-driven -- I repeat  
17 budget-driven -- force reductions were decided before the  
18 rise of ISIL or the Russians' invasions of Ukraine.  
19 Ignoring these strategic facts on the ground, the budget  
20 request continues down the path to an Army of 450,000  
21 soldiers, an Army that General H.R. McMaster, an individual  
22 known to all of us as one of the wisest soldiers, testified  
23 earlier this week, quote, the risk of being too small risks  
24 being too small to secure the Nation.

25 We should be very clear that when we minimize our Army,

1 we maximize the risk to our soldiers, the risk that in a  
2 crisis they will be forced to enter a fight too few in  
3 number and without the training and equipment they need to  
4 win. That risk will only grow worse if mindless  
5 sequestration cuts are allowed to return and the Army  
6 shrinks further to 420,000 soldiers.

7 As our Army shrinks, readiness suffers. Just over one-  
8 third of the Army's brigade combat teams are ready for  
9 deployment and decisive operations. Indeed, just two --  
10 just two -- of the Army's 60 brigade combat teams are at  
11 full combat readiness. And the Army has no plan to return  
12 to full spectrum readiness until 2021 at the very earliest.

13 As the National Commission on the Future of the United  
14 States Army made clear in its recently published report,  
15 both the mission and the force are at risk.

16 Meanwhile, the Army is woefully behind on  
17 modernization, and as a result, America's capability  
18 advantage in ground and airborne combat weapon systems is  
19 not nearly as great as it once was. Decades of under-  
20 investment and acquisition malpractice have left us with an  
21 Army that is not in balance, an Army that lacks both the  
22 adequate capacity and the key capabilities to win  
23 decisively.

24 As Vice Chief of Staff of the Army General Daniel Allyn  
25 recently testified, the Army can no longer afford the most

1 modern equipment and we risk falling behind near peers in  
2 critical capabilities. Indeed, the Army currently has no  
3 major ground combat vehicle development program underway and  
4 will continue to rely on the increasingly obsolete Bradley  
5 fighting vehicle and Abrams tanks for most of the rest of  
6 this century.

7 As General McMaster phrased it earlier this week, the  
8 Army is, quote, outranged and outgunned by many potential  
9 adversaries.

10 Confronted with the most diverse and complex national  
11 array of national security threats since the end of World  
12 War II, the Army urgently needs to restore readiness, halt  
13 misguided end strength reductions, and invest in  
14 modernization. Instead, this budget request is another  
15 empty promise to buy readiness today by reducing end  
16 strength and modernization for tomorrow. Mortgaging the  
17 future of our Army places an unnecessary and dangerous  
18 burden on our soldiers, and I believe it is the urgent task  
19 of this committee to do all we can to chart a better course.

20 I look forward to the testimony of our witnesses today  
21 and their recommendations as to how we build the Army the  
22 Nation needs and provide our soldiers with the support they  
23 deserve.

24 I would like now to call on a former Army person for  
25 his remarks.

1           STATEMENT OF HON. JACK REED, U.S. SENATOR FROM RHODE  
2 ISLAND

3           Senator Reed: Thank you very much, Mr. Chairman.  
4 Thank you for calling this important hearing.

5           Let me welcome Secretary Murphy and General Milley.  
6 Thank you for your distinguished service to the Nation.

7           And as the chairman indicated, we are reviewing the  
8 Army's proposals for the fiscal year 2017 budget request,  
9 and they are absolutely critical. We are facing  
10 extraordinary challenges, and the chairman has outlined them  
11 very eloquently and very precisely. We have to rebuild  
12 readiness. We have to modernize the force. And also in  
13 this light, I think another message is, with all respect to  
14 Secretary Murphy, getting not an "acting" Secretary but a  
15 permanent Secretary. And I hope we could move Mr. Fanning's  
16 nomination as quickly as possible.

17           The President's fiscal year 2017 budget submission for  
18 the Department of the Army includes \$148.1 billion in total  
19 funding, of which \$125.1 billion is the base budget and \$23  
20 billion for overseas operations in the OCO account.

21           While the budget request complies with the funding  
22 levels included in the Bipartisan Budget Act of 2015, the  
23 Army's top line is essentially flat as compared to the  
24 fiscal year 2016 enacted levels. As the committee considers  
25 the Army's funding request, we must always be mindful of the

1 risks facing our country and our national security  
2 challenges. In fact, it is highly unlikely that demand for  
3 Army forces will diminish any time in the near future.  
4 Currently, as the chairman indicated, 190,000 soldiers  
5 across the active and reserve components and active forces  
6 are serving in 140 countries. And while we continue to  
7 field the most capable fighting force in the world, 15 years  
8 of sustained military operations focused almost exclusively  
9 on counterterrorism and counterinsurgency has taken a toll  
10 on the readiness of our soldiers. Today less than one-  
11 quarter of our Nation's Army is ready to perform their core  
12 wartime missions and some critical combat enabling units are  
13 in far worse shape. In addition, the evolving threat facing  
14 our Nation impacts readiness as the Army needs to train and  
15 fight a near peer competitor in a full spectrum environment.

16       Unfortunately, while additional funding is important,  
17 it is not the sole solution to restoring readiness levels.  
18 It will take both time to rebuild strategic depth and relief  
19 from high operational tempo.

20       I applaud the Army for making readiness their number  
21 one priority in this year's budget request. General Milley,  
22 I look forward to your thoughts on the Army's progress in  
23 rebuilding readiness within the timelines the Army has set  
24 and what additional resources may be needed.

25       While readiness is vital, we cannot neglect investments



1 in the modernization of military platforms and equipment.  
2 Building and maintaining readiness levels requires that our  
3 forces have access to equipment that is properly sustained  
4 and upgraded. The Army's fiscal year 2017 budget request --  
5 \$22.6 billion for modernization efforts that includes \$15  
6 billion for procurement and \$7.5 billion for research,  
7 development, test and evaluation -- is a start. I would  
8 like to know if our witnesses feel confident that this  
9 funding for modernization is adequate and will not adversely  
10 impact the future readiness of our aviation units  
11 particularly or add substantial cost.

12 Related to the Army's acquisition processes, this  
13 committee made important changes in acquisition and  
14 procurement policies in the fiscal year 2016 National  
15 Defense Authorization Act, including giving the service  
16 chiefs significant responsibilities. And I would appreciate  
17 the Chief's and the Secretary's comments on how these  
18 procedures are being worked into the system.

19 The men and women in uniform in our military and also  
20 our civilian workforce remain a priority for our committee.  
21 We need to ensure the pay and benefits remain competitive in  
22 order to attract and retain the very best for military and  
23 government service. The committee also understands,  
24 however, that military and civilian personnel costs comprise  
25 nearly one-half of the Department's budget. And again, your

1 insights as to how we can control those costs would be very  
2 much appreciated.

3 Finally, as I have stated and as the chairman  
4 emphatically stated, the Budget Control Act is ineffective  
5 and shortsighted. And I believe, in a bipartisan fashion,  
6 that we have to repeal the BCA, establish a more reasonable  
7 limit on discretionary spending in an equitable manner that  
8 meets our domestic and defense needs, and then move forward.

9 Again, I would like to thank the witnesses and the  
10 chairman.

11 Chairman McCain: Thank you.

12 Secretary Murphy?

13

14

15

16

17

18

19

20

21

22

23

24

25

1           STATEMENT OF HON. PATRICK J. MURPHY, ACTING SECRETARY  
2           OF THE ARMY

3           Mr. Murphy: Thank you, Mr. Chairman. Thank you,  
4           Senator Reed and members of this committee, for allowing me  
5           to be here to talk about your Army.

6           It is my 12th week on the job as Acting Secretary of  
7           the Army. It is truly an honor to be back on the Army team.  
8           I have traveled to see our soldiers, our civilians and their  
9           families in Kentucky, Missouri, Texas, and Kansas and also  
10          to Iraq and Afghanistan. And the selfless service and  
11          dedication of our team should inspire us all. We are tasked  
12          with the solemn responsibility to fight and win our Nation's  
13          wars and to keep our families safe here at home.

14          Our Army must produce ready units today to deter and to  
15          defeat our Nation's enemies, defend the homeland, project  
16          power, and win decisively. And by "ready," we mean units  
17          that are fully manned, trained for combat, fully equipped  
18          according to the designed structure, and led by competent  
19          leaders.

20          We must also be ready for our future fights by  
21          investing in modernization and research and development. We  
22          do not want our soldiers to have a fair fight. They must  
23          have the technical and tactical advantage over our enemies.

24          With our \$125.1 billion base budget request, our Army  
25          will focus its efforts on rebuilding readiness for large-

1 scale, high-end ground combat today. We do so because  
2 ignoring readiness shortfalls puts our Nation at greatest  
3 risk for the following reasons.

4 First, readiness wins wars. Our Army has never been  
5 the largest in the world, and at times we have not been the  
6 best equipped. But since World War II, we have recognized  
7 that ready soldiers properly manned, trained, equipped, and  
8 led can beat larger or more determined forces. Whether  
9 confronting the barbaric acts of ISIS or the desperation of  
10 North Korea, our Army must be prepared to execute and to  
11 win. We train like we fight and our Army must be ready to  
12 fight tonight.

13 Next, readiness deters our most dangerous threats and  
14 assures our allies. We are reminded with alarming frequency  
15 that great power conflicts are not dead. Today they  
16 manifest themselves on a regional basis. Both Russia and  
17 China are challenging America's willingness and ability to  
18 enforce international standards of conduct. A ready Army  
19 provides America the strength to deter such actions and  
20 reassure our partners throughout the world.

21 Readiness also makes future training less costly.  
22 Continuous operations since 2001 have left our force  
23 proficient in stability and counterterrorism operations.  
24 But our future command sergeants major and brigade  
25 commanders have not had the critical combat training

1 experiences as junior leaders trained for high-end ground  
2 combat. Investing in readiness today builds the foundation  
3 necessary for long-term readiness.

4 And finally, readiness prepares our force for potential  
5 future conflicts. We cannot fight the last fight. Our Army  
6 must be prepared to face the high-end and advanced combat  
7 power of an aggressive Russia or, more likely, Russian  
8 aggression employed by surrogate actors.

9 This budget dedicates resources to develop solutions  
10 for this, to allow our force to develop new concepts  
11 informed by the recommendations of the National Commission  
12 on the Future of the Army. Our formations must first be  
13 ready to execute against current and emerging threats.

14 The choice, though, to invest in near-term readiness  
15 does come with risk. Smaller modernization investments risk  
16 our ability to fight and win in the future. We have no new  
17 modernization programs this decade. Smaller investments in  
18 end strength risk our ability to conduct multiple operations  
19 for sustained periods of time. In short, we are mortgaging  
20 our future readiness because we have to ensure in today's  
21 success against emerging threats. That is why initiatives  
22 like BRAC in 2019 are needed to be implemented now. Let us  
23 manage your investment, and this will result in \$500 million  
24 a year in savings and a return on your investment within 5  
25 years.

1           Lastly, while we thank Congress for the Bipartisan  
2 Budget Act of 2015, which does provide short-term relief and  
3 2 years of predictable funding, we request your support for  
4 the enactment of our budget as proposed. We request your  
5 support for continued funding at levels that are calibrated  
6 toward national threats and our interests. And we request  
7 your continued support for our soldiers, civilians, and  
8 their families so that our military and our Army will  
9 continue to be the most capable fighting force in the world  
10 and will win in decisive battles and keep our families safe  
11 here at home.

12           Thank you.

13           [The prepared statement of Mr. Murphy and General  
14 Milley follows:]

15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25

1 Chairman McCain: General Milley?  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
14  
15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25

1           STATEMENT OF GENERAL MARK A. MILLEY, USA, CHIEF OF  
2           STAFF OF THE ARMY

3           General Milley: Thank you, Chairman McCain and Ranking  
4           Member Reed and other distinguished members of the committee  
5           for the opportunity to appear before you today to discuss  
6           our Army. And thank you for your consistent support and  
7           commitment to our soldiers, our civilians, and our families.

8           The United States Army, as I mentioned 6 months ago  
9           when I took this job, must remain the most capable,  
10          versatile, and lethal ground force valued by our friends and  
11          most importantly feared by our enemies.

12          This mission in my view has one common thread, and that  
13          thread is readiness. A ready Army is manned, trained,  
14          equipped, and well led as the foundation of the joint force  
15          in order to conduct missions to deter and if deterrence  
16          fails, to defeat a wide range of state and non-state actors  
17          today, tomorrow, and into the future.

18          As mentioned by the chairman, 15 years of continuous  
19          counterinsurgency operations, combined with recent reduced  
20          and unpredictable budgets, has created a gap in our  
21          proficiency to conduct combined arms operations against  
22          enemy conventional or hybrid forces resulting in an Army  
23          today that is less than ready to fight and win against  
24          emerging threats. America is a global power, and our Army  
25          must be capable of meeting a wide variety of threats under



1 varying conditions anywhere on earth. Our challenge today  
2 is to sustain the counterterrorism/counterinsurgency  
3 capabilities that we have developed to a high degree of  
4 proficiency over the last 15 years while simultaneously  
5 rebuilding the capability to win in ground combat against  
6 higher-end threats such as Russia, China, North Korea, and  
7 Iran. We can wish away these cases, but we would be very  
8 foolish as a Nation to do so.

9 This budget prioritizes readiness because the global  
10 security environment is increasingly uncertain and complex.  
11 Today in the Middle East, South Asia, and Africa, we see  
12 radical terrorism and the malign influence of Iran  
13 threatening the regional order. Destroying ISIS is the top  
14 operational priority of the President of the United States.  
15 And the Army conventional and special operations forces are  
16 both playing a key part in that effort.

17 In Europe, a revanchist Russia has modernized its  
18 military, invaded several sovereign countries since 2008,  
19 and continues to act aggressively towards its neighbors  
20 using multiple means of Russian national power. The Army  
21 will play an increasing role in deterring or, if necessary,  
22 defeating an aggressive Russia.

23 In Asia and the Pacific, there are complex systemic  
24 challenges with a rising China that is increasingly  
25 assertive militarily, especially in the South China Sea, and

1 a very provocative North Korea. Both situations are  
2 creating conditions for potential conflict. Again, the  
3 United States Army is key to assuring our allies in Asia and  
4 deterring conflict or defeating the enemy if conflict  
5 occurs.

6 While none of us in this room or anywhere else can  
7 forecast precisely when and where the next contingency will  
8 arise, it is my professional military view that if any  
9 contingency happens, it will likely require a significant  
10 commitment of Army ground forces because war is ultimately  
11 an act of politics requiring one side to impose its  
12 political will on the other. While wars often start from  
13 the air or the sea, wars ultimately end when political will  
14 is imposed on the ground. If one or more possible  
15 unforeseen contingencies happen, then the United States Army  
16 currently risks not having ready forces available to provide  
17 flexible options to our national leadership, and if  
18 committed, we risk not being able to accomplish the  
19 strategic tasks at hand in an acceptable amount of time.  
20 And most importantly, we risk incurring significantly  
21 increased U.S. casualties.

22 In sum, we risk the ability to conduct ground  
23 operations of sufficient scale and ample duration to achieve  
24 strategic objectives or win decisively at an acceptable cost  
25 against the highly lethal hybrid threat or near peer

1 adversary in the unforgiving environment of ground combat.

2       The Army is currently committed to winning our fight  
3 against radical terrorists and deterring conflict in other  
4 parts of the globe. Right now as we speak, the Army  
5 provides 46 percent of all of the combatant commanders'  
6 demands around the globe and 64 percent of all emerging  
7 combatant commander demand. And as pointed out by both the  
8 ranking member and the chairman, almost 190,000 American  
9 soldiers are currently deployed in over 140 countries  
10 globally.

11       To sustain current operations and to mitigate the risks  
12 of deploying an unready force into the future, the Army will  
13 continue to prioritize and fully fund readiness over end  
14 strength, modernization, and infrastructure. This is not an  
15 easy choice, and we recognize the risk to the future. While  
16 the Army prefers our investment for both current and future  
17 readiness, the security environment of today and the near  
18 future drive investment into current readiness for global  
19 operations and potential contingencies.

20       Specifically, we ask your support to fully man and  
21 equip our combat formations and conduct realistic combined  
22 arms combat training at both home station and our combat  
23 training centers. We ask your support for our modernization  
24 in five key limited areas: aviation, command and control  
25 network, integrated air missile defense, combat vehicles,

1 and the emerging threats programs. And finally, we ask and  
2 appreciate your continued support for our soldiers and their  
3 families to recruit and retain high quality soldiers of  
4 character and competence.

5 We request your support for the fiscal year 2017 budget  
6 and we thank you for the Bipartisan Budget Act of 2015,  
7 which did provide some short-term relief and 2 years of  
8 predictable funding.

9 With your support, we will fund readiness at sufficient  
10 levels to meet our current demand, and we will build  
11 readiness for contingencies for the future.

12 Thank you for your continued support, and I look  
13 forward to your questions.

14 Chairman McCain: Well, thank you, General.

15 I have read yours and Secretary Murphy's written  
16 testimony, which I think is excellent. It is not often that  
17 I quote from it, but in reference to the Budget Control Act,  
18 you state this continued fiscal unpredictability beyond  
19 fiscal year 2017 is one of the Army's single greatest  
20 challenges and inhibits our ability to generate readiness.  
21 I think that is pretty straightforward.

22 And then it goes on to say this will force the Army to  
23 continue to reduce end strength and delay modernization,  
24 decreasing Army capability and capacity, a risk our Nation  
25 should not accept. Those are pretty strong words. And I

1 thank you for them.

2           And I am often a critic of the administration's  
3 policies, but that sentence can be laid at the doorstep of  
4 the Congress of the United States of America and our failure  
5 to stop this mindless meat axe reduction in our capabilities  
6 to defend this Nation. I thank you for the straightforward  
7 comments on that issue. If -- God forbid -- a crisis  
8 arises, part of the responsibility for our inability to act  
9 as efficiently and rapidly as possible will lay at the  
10 doorstep of the Congress of the United States of America  
11 which, by the way, is a majority of my party.

12           General Milley, in your statement, you made it very  
13 clear, but let me just -- are we at high military risk?

14           General Milley: Senator, yes. And I wrote a formal  
15 risk assessment, which you know is classified, through the  
16 Chairman and to the Secretary of Defense. And I  
17 characterized this at this current state at high military  
18 risk.

19           Chairman McCain: High military risk is a very strong  
20 statement, and I am sure you thought long and hard before  
21 you made it.

22           Could we not substantiate that high military risk by  
23 pointing out that two of the brigade combat teams are at  
24 category 1 -- the BCTs -- and approximately -- is it one-  
25 third that category 1 or 2? Is that correct? So two-thirds

1 of our BCTs would require some additional training,  
2 equipment, whatever before they would be ready to fight? Is  
3 that the correct interpretation of that classification?

4 General Milley: Yes, Senator. In short, yes. I would  
5 say even those that are -- the couple that are at the  
6 highest level -- we could deploy them immediately. In fact,  
7 one of them is forward deployed already. The others, even  
8 the ones on the second, third, and all the rest of them --  
9 they are going to require something in terms of training to  
10 get them ready. But roughly speaking, one-third across the  
11 board of our combat formations, our combat support, and our  
12 combat service support are in a readiness status that is  
13 ready to go.

14 Chairman McCain: So it would require, depending on the  
15 unit, some length of time to make them ready to get into  
16 category 1 or 2.

17 General Milley: That is correct.

18 Chairman McCain: So two-thirds are not ready to defend  
19 this Nation immediately in time of crisis.

20 General Milley: That is correct. They would require  
21 some amount of time to bring them up to a satisfactory  
22 readiness status to deploy into combat.

23 Chairman McCain: You pointed out at the beginning --  
24 and so did I -- the 186,000 soldiers in 140 locations around  
25 the globe. Can we maintain that if we continue to reduce

1 the end strength of the Army down to 420,000, taking into  
2 consideration we are an all-volunteer force?

3 General Milley: To my knowledge, 420,000 is only under  
4 sequestration. This budget takes it to 450,000. But even  
5 at 450,000 for the active force -- and some of those forces  
6 deployed overseas are National Guard and Reserve. So a  
7 980,000 total Army is stretched to execute the global  
8 commitments. The real issue is if a contingency arises, and  
9 then some really tough choices are going to have to get  
10 made.

11 Chairman McCain: And any sane observer of what is  
12 going on in the world would surmise, as we incrementally  
13 increase our particularly Army special forces deployments,  
14 that the requirements, at least in the short term or short  
15 and medium term, is going to require more deployments, more  
16 training, more equipment in order to counter the rising  
17 threats that we see that Secretary Murphy outlined in this  
18 opening statement. Is that true?

19 General Milley: I think that is a correct assessment.  
20 Yes, Senator.

21 Chairman McCain: Which is why you have come to the  
22 conclusion that we are at, quote, high military risk.

23 General Milley: That is correct. On the high military  
24 risk, to be clear, we have sufficient capacity and  
25 capability and readiness to fight counterinsurgency and

1 counterterrorism. High military risk refers specifically to  
2 what I see as emerging threats and potential for great power  
3 conflict, and I am specifically talking about the time it  
4 takes to execute the tasks. High risk would say we would  
5 not be able to accomplish all the tasks in the time  
6 necessary and the cost in terms of casualties. And  
7 combined, that equals my risk assessment.

8 Chairman McCain: Well, I thank both you and Secretary  
9 Murphy for your very forthright testimony before the  
10 committee today. I think it is extremely helpful.

11 Senator Manchin?

12 Senator Manchin: Thank you, Mr. Chairman.

13 I thank both of you for your service and appreciate you  
14 being here.

15 In the past few days, General Milley, I have had a  
16 chance to talk with some of your general officers and came  
17 away with two big concerns: the reduction of the size of  
18 our Army and budget predictability -- more so than I have  
19 ever been. I have been shaking my head at sequestration for  
20 years now. It is a foolish way to set budgets. It was a  
21 penalty that we put on ourselves because we never thought we  
22 would ever go there, that we would ever be dysfunctional or  
23 become in political discord the way we are and could not  
24 come together to prevent that from happening. But it did  
25 and we have got to move on.



1           So, General Milley, what I would ask -- could you walk  
2 me through specifically how the sequestration has forced the  
3 Army to reduce its size to the most critical level that I  
4 think we have ever faced right now with all the threats that  
5 we are facing?

6           General Milley: I think there are a couple of points  
7 to be made. One is the unpredictability, the year-to-year  
8 budgeting. And in reality because we go with continuing  
9 resolutions, it really ends up being about a 9-month cycle  
10 vice 12-month. So the unpredictability, the short-term  
11 nature of it does not allow for longer-term planning  
12 projection and some certainty for equipment, for example,  
13 with industry or for training plans for units and so and so.  
14 So that is a big deal, is the uncertainty.

15           The second piece of it is just the magnitude of the  
16 cuts. Since 2008, the Army has had about a 74 percent or 75  
17 percent cut in the modernization account at large and about  
18 a 50 percent cut in R&D at large. You know, less than 10  
19 years. That is a significant cut.

20           So if we think 10 years ahead and look 10 years behind,  
21 if that trend continues, that is not good. What we are  
22 focusing on is today's readiness. So a 20- and 21- and 22-  
23 year-olds, et cetera that are in the Army today -- we are  
24 focusing on them being ready to deploy and to conduct combat  
25 operations because that is necessary. But if you are 10

1 years old today, I am worried about the 10-year-old who is  
2 going to be the soldier 10 years from now. That is a bigger  
3 risk that we are taking, but we are compelled into that risk  
4 based on the top line that we are given.

5 Senator Manchin: We are time-limited right now, but we  
6 are going to 980,000, I guess, troop strength.

7 General Milley: That is correct.

8 Senator Manchin: For everything I heard from all of  
9 your front-line generals basically is there is no way that  
10 we can meet the imminent threat that we have around the  
11 world with 980,000 people.

12 General Milley: It is high risk.

13 Senator Manchin: So if you confirm that at high risk,  
14 what would it take for us not to be at high risk? These are  
15 artificial caps and all this other bull crap that we are  
16 dealing with.

17 General Milley: I have got a series of studies that  
18 are ongoing. If we operate under the current National  
19 Security Strategy, the current Defense Planning Guidance, in  
20 order to reduce to significant risk or moderate risk, it  
21 would take, roughly speaking, about a 1.2 million person --

22 Senator Manchin: So we are over 200,000 troops short.

23 General Milley: Right. And at \$1 billion for every  
24 10,000 soldiers, that money is not there. So we are going  
25 to make the most efficient and effective use of the Army

1 that we have.

2 Senator Manchin: Secretary Murphy, if I may. I have a  
3 lot of concerns regarding the level of contract support. We  
4 have talked about that and I have never gotten a good handle  
5 on it. And I think I have always heard it has been two for  
6 one. For every one soldier we have in uniform, we have two  
7 people backing that person up, roughly.

8 My question to you, are the long-term savings that some  
9 of your bean counters tell us that by having a contractor,  
10 there is long-term savings that provide substantial -- or is  
11 the number of contractors driven by the arbitrary troop  
12 force caps that prevent us from deploying the soldiers to do  
13 these jobs? So are they telling us it is long-term savings  
14 here, and with these caps here, the only way you are getting  
15 around the caps is by having more contractors on the back  
16 end to do jobs that soldiers in uniform should be doing?

17 Mr. Murphy: Senator Manchin, after 9/11, when I  
18 deployed a couple months later, we went from our gate guards  
19 and our security forces at our compound in Tuzla, Bosnia  
20 from our soldiers to private contractors.

21 Senator Manchin: Because of the caps?

22 Mr. Murphy: I am not trying to be disrespectful. They  
23 were not at the level of readiness. But that is what we  
24 have been doing for 15 years, Senator. Again, I am not  
25 saying that is right. I have the numbers. We have cut

1 civilians 46,000, 16 percent civilians and contractors, 16  
2 percent. That is 46,000 of them. So I am looking at this.  
3 The most lethal --

4 Senator Manchin: How many troops have we cut over the  
5 same period of time?

6 Mr. Murphy: Well, we cut 150,000. 13 percent in  
7 soldiers, 16 percent in civilians and contractors. So I am  
8 trying to balance this, Senator. You know, we talked about  
9 the cuts.

10 Senator Manchin: Are you making decisions based on the  
11 caps that we have? Somebody has put caps in there for some  
12 reason because we did not want people in uniform, for  
13 whatever reason, which I cannot understand and cannot  
14 explain to the good people of West Virginia why you do not  
15 want people in uniform who we count on and are trained  
16 properly to do the job.

17 Mr. Murphy: When I was where you were 5 years ago in  
18 Congress on the Armed Services Committee, we did not even  
19 know how many contractors we had. I have my arms around it  
20 now. We are getting after it, and we are making sure that  
21 it makes the most fiscal sense but sense mostly for national  
22 security.

23 Senator Manchin: Very quickly. My time is running  
24 out.

25 If I could say this, if we go to the 1.2 million, if

1     somehow we had the resolve to do what we need to do here to  
2     meet the imminent threats we have, do we have proportionally  
3     contractors -- we have to go up also in contractors. Will  
4     that 1.2 million be able to do some of the jobs that  
5     contractors are doing now?

6             Mr. Murphy: I would say that some of our soldiers will  
7     do more of the jobs, but our soldiers are geared for brigade  
8     combat teams to win.

9             Senator Manchin: Thank you. My time is up.

10            Chairman McCain: Mr. Secretary, we eagerly look  
11     forward to the day when you can tell us how many contractors  
12     are employed in the Department of Defense, and it will be  
13     one of the most wonderful days of my political career.

14            Senator Fischer?

15            Senator Fischer: Thank you, Mr. Chairman.

16            General, this committee has held a number of hearings  
17     about the future of warfare and what new technologies are  
18     going to be required. This is something that the Secretary  
19     and the Deputy Secretary have discussed at length as well.  
20     We have heard some very bold predictions about incorporating  
21     robotic systems on the battlefield as soon as the next 10  
22     years. Do you think we are going to see a real revolution  
23     in the role of unmanned systems on the battlefield in the  
24     next 10 years? And do you think that is a goal that we  
25     should be working towards in the view of other near-term

1 requirements that you are facing?

2 General Milley: Thank you, Senator.

3 I think "revolution" might be too strong a word. But I  
4 do see a very, very significant increased use of robotic,  
5 both manually controlled and autonomous, in ground warfare  
6 over the coming years. I do not see some sort of revolution  
7 like we are going to go from the horse to the tank or the  
8 musket to the rifle. But I do see the introduction at about  
9 the 10-year mark or so of really widespread use of robotics  
10 in ground warfare. We are already seeing it in air  
11 platforms and we are seeing it in naval platforms. The  
12 ground warfare is a much complex environment, dirty  
13 environment, but I do anticipate that we are going to refine  
14 the use of robots significantly and there will be a large  
15 use of them in ground combat by -- call it -- 2030.

16 Senator Fischer: And as service secretary, what role  
17 do you have in the third offset initiative? We have heard  
18 that we will be exploring some new operational concepts and  
19 capabilities for ground combat. And is that something that  
20 the Army is leading on?

21 Mr. Murphy: Senator, I would say with the third  
22 offset, we need to lead from the front. And we are talking  
23 about leap-ahead technologies. So when you look back at the  
24 second offset, we are talking about precision munitions. We  
25 are talking about GPS. When I was in Iraq, we did most of

1 our operations at night because we had night vision goggles.  
2 Again, this is the technology. When I say we do not want a  
3 fair fight, we want our soldiers at a technical and tactical  
4 advantage. When you talk about the leap-ahead technology,  
5 the third offset, I do think it is robotics. I think  
6 robotics, cyber, electronic warfare -- the gains that we  
7 need to make there because, by the way, ma'am, our peer  
8 competitors are investing in those things too, and we cannot  
9 be outmanned and outgunned. We need to make sure that we  
10 have the technical and tactical advantage. So I am  
11 definitely part of that within the Army and within the  
12 Department of Defense.

13 General Milley: May I make a comment, ma'am?

14 Senator Fischer: Yes, certainly.

15 General Milley: I think for the next 5 to 10 years,  
16 for ground warfare you will see evolutions and you will see  
17 acceleration of some of these technologies brought in, but  
18 they will be episodic. I think 10 years and beyond, though,  
19 I do see a very significant transformation of ground  
20 warfare, the character of war, not the nature of war. That  
21 would include robotics, cyber, lasers, railguns, very  
22 advanced information technologies, miniaturization, 3D  
23 printing. All of these technologies that are emerging in  
24 the commercial world I think will end up having military  
25 application just past a decade from now. And I think we,

1 the Army, going back to risking the future, need to invest  
2 in the R&D and the modernization of that or we are going to  
3 find the qualitative overmatch gap between the United States  
4 and adversaries closed. And we are already seeing that gap  
5 closing today.

6 Senator Fischer: When we talk about the third offset,  
7 many times we focus on the stuff. We focus on the new  
8 technologies that are out there, and we hear about the  
9 robotics. We hear about the lasers. I would like to know  
10 how much input both of you would have when it comes to  
11 setting goals and missions and then trying to figure out  
12 what technologies are out there or what needs to be designed  
13 in order to meet those goals instead of reacting to the  
14 technology that is there. How do you view that?

15 General Milley: I mean, it is an iterative,  
16 interactive process, number one. But number two, say 25,  
17 30, 40 years ago, much innovation was done by the Department  
18 of Defense in terms of technology. Today most technological  
19 innovation is actually being done by the commercial world.  
20 So it is important that we have linkages into the commercial  
21 sector, Silicon Valley, 128 up in Boston, the Triangle, and  
22 down in Texas. So it is all these innovative centers. We  
23 need to keep in touch with them closely, and we do have a  
24 lot of input not just personally but also through the  
25 organization of the Army. So we do have a lot of input into



1 it. There is a lot of technological advances out there.

2 There are a couple of challenges. One is what does the  
3 year 2025, 2030, 2040, 2050 look like demographically,  
4 politically, economically, socially, et cetera but also  
5 technologically. Those are some big questions. Once we can  
6 figure that out -- and we are working hard at that -- then  
7 we can drive the ways in which we desire to fight. Once you  
8 figure that out, then you can figure out the equipment, the  
9 organizations, the training plans, et cetera to create that  
10 organization. But we first have to define what exactly is  
11 that world going to look like, at least as best we can. We  
12 will not get it exactly right, but we want to get it more  
13 right than the enemy.

14 Senator Fischer: Thank you, General. I wish you good  
15 luck in trying to figure that out and meet those goals for  
16 the future. Thank you very much.

17 Thank you, Mr. Chairman.

18 Chairman McCain: Senator Reed?

19 Senator Reed: Thank you very much, Mr. Chairman.

20 Gentlemen, thank you for your testimony again.

21 You have put the focus on readiness, which I think is  
22 appropriate. If additional resources could be freed up in  
23 this process, General Milley, where would you focus in terms  
24 of more emphasis on readiness?

25 General Milley: A couple of key places, Senator.

1 Thank you. One would be aviation flight hours. I think  
2 that is important. We dropped aviation flight hours from  
3 about 14, 15, which is really a requirement per month, down  
4 to about 10. We bumped it back up to 12, but we probably  
5 need some more. That would be one area.

6 Secondly and very importantly is home station training.  
7 So we all of the units, all the brigade combat teams to go  
8 either the joint readiness training center, the national  
9 training center, or the training center in Germany. So key  
10 to success at one of those big ticket training centers is  
11 the home station preparatory training prior to going, all  
12 the gunneries, the field training exercise, et cetera. That  
13 has been underfunded over the past years. If we can get  
14 home station training up to a level, then the units will  
15 come out of the CTCs at a much higher level in combined arms  
16 training.

17 So I would put it probably in aviation flight hours and  
18 in the home station training.

19 And lastly, the third to last would be if we did have  
20 additional monies, I would probably put it towards  
21 additional CTC training for the National Guard. The  
22 National Guard is going to be very, very important because  
23 of the capacity issue of the regular Army to deal with the  
24 current day-to-day but also the contingency operation. So  
25 we need to increase -- in short order, we need to increase

1 the readiness of the Army National Guard's combat  
2 formations.

3 Senator Reed: This year, I believe you have two  
4 scheduled rotations to the training centers for National  
5 Guard brigades.

6 General Milley: That is correct, Senator. We are  
7 trying to increase it to four.

8 Senator Reed: A related issue in terms of the emphasis  
9 on flying hours and readiness, et cetera, particularly in  
10 Army aviation, the procurement and the acquisition process  
11 -- are you at a point now where you could jeopardize long-  
12 term aviation programs, or do you still have a little bit of  
13 head space?

14 General Milley: I think we are approaching the margin.  
15 It is very tight right now. So what we have done is we have  
16 had to stretch out aviation modernization in order to reach  
17 some of that for readiness. Aviation is about, roughly  
18 speaking, 20 percent or so -- 25 percent of the operating  
19 budget. So we have stretched out aviation modernization to  
20 take those monies and put it into readiness.

21 Senator Reed: One of the points I think that you have  
22 made in your comments is that the emphasis on training at  
23 home station, which means the units have to be at home  
24 essentially. It is the time element. It is the dwell  
25 element rather than the deploy element.

1           General Milley: That is correct.

2           Senator Reed: So if we were to, not in terms of a  
3 major contingency, but in terms of the current situation,  
4 begin to increase our footprint in places around the world,  
5 the dilemma would be that would rob you of the time and the  
6 available troops to get ready for the next big battle. Is  
7 that a fair statement?

8           General Milley: Sort of, Senator, in that some of  
9 these overseas exercises actually improve your readiness.

10          Senator Reed: I am not talking about exercises. I am  
11 talking about a commitment in terms of a kinetic situation.

12          General Milley: An operational commitment? Yes, that  
13 would consume readiness. That is correct.

14          Senator Reed: And that is the dilemma because we  
15 always have to be prepared to do that, and if it happens,  
16 then we will do it. But we have to understand the cost not  
17 only short term but long term is that we fall further behind  
18 in the readiness.

19          General Milley: That is correct.

20          Senator Reed: The point that has been made very, very  
21 powerfully by the chairman and myself is that sequestration  
22 has to be eliminated because this year might be manageable.  
23 Next year, if sequestration is imposed, it becomes frankly  
24 impossible and you would have to come up here and tell us  
25 that you probably could not perform your mission. Is that

1 fair?

2 General Milley: I think if sequestration were imposed  
3 and went to those levels, that we could not perform the  
4 missions assigned to us under the current strategy. And  
5 most important to me, as a commissioned officer, and I think  
6 important to this committee is we would risk American lives  
7 if we were committed into combat.

8 Senator Reed: Well, again, thank you, sir, for your  
9 service. Thank you, Mr. Secretary, for your service.

10 And thank you, Mr. Chairman, for this hearing.

11 Chairman McCain: Senator Cotton?

12 Senator Cotton: Thank you.

13 Thank you, gentlemen, for appearing before us.

14 General Milley, I would like to return to the  
15 priorities you just laid out for Senator Reed. If I heard  
16 them right, it was more aviation hours and more home station  
17 training for regular Army units and, finally, more CTC  
18 training time for National Guard.

19 General Milley: Those would be three of the areas.  
20 There are other areas, but those would be three. That is  
21 correct.

22 Senator Cotton: Those are the priorities you would  
23 spend if you got the first extra dollar in your budget, or  
24 are those limited just to your priorities for more  
25 readiness?

1           General Milley: Those are readiness dollars.

2           Senator Cotton: You had mentioned earlier about the  
3 soldiers we are sending to fight today and your priority for  
4 readiness, which you have said repeatedly during your tenure  
5 as the Chief. So America's moms and dads, whose soldiers  
6 are serving in your Army, at 25 is an E-5 or a 1st  
7 lieutenant, can be assured that you would never send one of  
8 their sons or daughters into combat unready to fight.

9           General Milley: That is correct.

10          Senator Cotton: But that has a cost in modernization.  
11 So moms and dads around America, whose 15-year-old son and  
12 daughter aspire to be in the Army one day, have to be more  
13 concerned about the qualitative overmatch and capabilities  
14 of the future Army. Is that correct?

15          General Milley: I think that is also correct, Senator.

16          Senator Cotton: There is some discussion within the  
17 Congress about mandating a certain end strength of the Army  
18 at a higher level than 450,000. I think that would be a  
19 good idea. I would like to see it much higher than that.  
20 Could you talk about the consequences if this Congress does,  
21 in fact, mandate a certain end strength without increasing  
22 your budget numbers?

23          General Milley: I think if we were mandated to go to a  
24 higher size, more soldiers, bigger end strength, and we did  
25 not have the dollars, I personally think that would be

1     disastrous for both the Nation and the Army in that we would  
2     have to, at the end of the day, mortgage more modernization  
3     of the future. We would have to take down installations,  
4     quality of life programs. There are all kinds of things  
5     that would have to happen. And at the end of the day, I  
6     think we would risk literally having a hollow Army. We do  
7     not have a hollow Army today, but many on this committee  
8     remember the days when we did and when people did not train  
9     and units were not filled up at appropriate levels of  
10    manning strength and there were no spare parts. All of  
11    those things would start happening if we increased the size  
12    of the force without the appropriate amount of money to  
13    maintain its readiness.

14           Senator Cotton: Because a mandatory end strength  
15    without a budget to match would mean they do not have the  
16    money to train, to be equipped, go to CTCs, and so forth.  
17    However, you also mentioned the greater risk for  
18    modernization. I assume that is because if the Army  
19    mandated a certain end strength because of your bedrock  
20    commitment to send our sons and daughters overseas fully  
21    equipped, fully trained, fully manned, you would take even  
22    more money out of modernization.

23           General Milley: That is exactly right. The three  
24    levels are end strength, readiness, and modernization  
25    accounts. So we would have to take down -- if end strength

1 went up, then the first one out the door is modernization,  
2 and I certainly do not recommend that. So if there were a  
3 mandated increase in the size of the Army, for whatever  
4 reason, then I would strongly urge that that happen with the  
5 money appropriate for the pay and compensation, for the  
6 readiness, et cetera. Absent that, I think it would be a  
7 big mistake.

8       Senator Cotton: Thank you. I certainly support a much  
9 higher end strength than we are on the path to have. I also  
10 think it would be deeply inadvisable not to match that with  
11 a concomitant budget increase.

12       Turning to modernization, because of the risk we are  
13 facing there, you were speaking with Senator Fischer about  
14 some of the commercial technology that we have seen. Could  
15 you talk a little bit about your new acquisition authorities  
16 and your desire to use more commercial, off-the-shelf  
17 technology. You famously said in the Army's handgun  
18 program, that if you had -- was it \$34 million -- you could  
19 go to Cabela's and buy 17,000 handguns for the Army or  
20 something like that? You see it across other domains as  
21 well with the global response force desire for enhanced  
22 mobility or DCGS versus commercial technology.

23       General Milley: I think the proposals that are out  
24 there now on the acquisition reform are absolutely moving in  
25 the right direction. I welcome that. I embrace it. I do



1 not claim that I know everything there is to know about  
2 acquisition by a long shot. But I think empowering the  
3 chiefs to really take greater responsibility and with that,  
4 of course, comes accountability -- and I welcome that as  
5 well. We should get into it. Roll our sleeves up, get  
6 after it and get the right equipment to the warfighters in a  
7 faster amount of time at a reasonable cost to the taxpayer.  
8 The pistol was just one example, but I am bumping into these  
9 things all over the place in a wide variety of programs.

10 So there have been an awful lot of sessions going on in  
11 the Army over the last, I guess, 6-8 weeks now. I am  
12 probably not on a lot of people's Christmas card list, but  
13 that is all okay. Our desire is to make sure our soldiers  
14 are taken care of.

15 Senator Cotton: I cannot imagine that. Maybe they  
16 just want to bring you home for Thanksgiving.

17 General Milley: That must be it.

18 Senator Cotton: Well, I imagine you will continue to  
19 bump up against that unlike some of your counterparts who  
20 cannot go to Cabela's and buy a next generation fighter or  
21 bomber or a ballistic missile submarine. There are, of  
22 course, a lot of modernization opportunities in the Army  
23 that use commercial technology, and I know you are committed  
24 to that. Thank you.

25 My time has expired.

1 General Milley: Thank you, Senator.

2 Chairman McCain: Fortunately, members of this  
3 committee are without controversy.

4 Senator Shaheen?

5 Senator Shaheen: Thank you.

6 Thank you both for being here this morning and for your  
7 service.

8 And I want to begin by adding my support to those on  
9 the committee who believe that we need to deal with  
10 sequestration and that it poses an imminent threat to our  
11 national security and to a lot of other things with respect  
12 to our future.

13 But I want to follow up on the conversation you were  
14 having with Senator Fischer, General Milley, talking about  
15 the importance of innovation, technological innovation, to  
16 our future. When we were having hearings on the future of  
17 our military, one of the things we heard is that as you  
18 pointed out, there has been a dramatic decrease in support  
19 for R&D on the part of the Department of Defense, and that  
20 the one program that has consistently provided the kind of  
21 innovation that DOD needs is the Small Business Innovation  
22 Research program. And I wonder if you could just speak to  
23 the importance of that for providing the new technologies  
24 that the Army is looking for.

25 General Milley: I think it is a great program and I

1 fully support it. I think small business -- not in all  
2 cases, but oftentimes small entrepreneurs are the most  
3 innovative partly because of survival techniques, I guess,  
4 in business. But they tend to be very adaptive, agile, and  
5 innovative. So supporting those initiatives in order to  
6 take advantage and leverage emerging technologies is  
7 something that I fully support.

8 Senator Shaheen: Great. Well, hopefully we can get  
9 this reauthorized for next year without the kind of  
10 challenges we had the last time we tried to get it  
11 reauthorized.

12 I had the opportunity recently to meet in Brussels with  
13 officials from Europe and from particularly Eastern Europe  
14 and the Baltics. And they were very pleased to see our  
15 proposal to increase the European Reassurance Initiative  
16 fourfold. You both mentioned in your testimony the threat  
17 from Russia.

18 One concern that they asked me about that I could not  
19 answer was why the decision seems to have been made to  
20 reposition the equipment, to do the rotational more in  
21 Western Europe than in Eastern Europe on the front lines.  
22 And so how do we explain the decision to do that?

23 General Milley: First of all, I would defer an  
24 authoritative, definitive answer to General Breedlove  
25 because he is the one who determines where that equipment

1 goes and so on and so forth.

2 But there are a couple of issues here, not the least of  
3 which are political negotiations with foreign governments as  
4 to where it goes, where you base it, and building the  
5 infrastructure to support it and so on and so forth.

6 What we are going to do is the initial tranche -- the  
7 unit will bring its equipment. So the rotational units will  
8 bring their equipment rather than have it prepositioned  
9 initially. And then you will see in 2017 and 2018 we will  
10 have a prepositioned divisional set of equipment in Europe.

11 There are advantages and disadvantages to  
12 prepositioning and/or bringing it with you. Both are  
13 valued.

14 The advantage of deploying with your equipment is to  
15 exercise the strategic deployment systems of the Navy and  
16 the Air Force, along with the Army, in order to long haul  
17 heavy equipment for heavy brigades. The prepositioned  
18 equipment -- obviously, the big advantage there is the  
19 speed. And so a combination of both actually is what would  
20 be required in time of crisis.

21 But the positioning of that equipment physically inside  
22 Europe, I would like to defer that logic and rationale to  
23 General Breedlove, if that is okay.

24 Senator Shaheen: It is. And I have had the  
25 opportunity to ask him about it. But it sounded to me like

1 you are saying that the locations are based not just on  
2 their military effectiveness but politics have also been  
3 part of those decisions.

4 General Milley: I mean, sure. There are political  
5 negotiations, you know, diplomatic negotiations between  
6 countries that have to occur before we get that locked in.

7 Senator Shaheen: One of the things that, obviously,  
8 our continued readiness depends on is the effectiveness of  
9 our Guard and Reserve. I was pleased to see that this  
10 budget included two military construction projects in New  
11 Hampshire that are very important. Right now, we rank 51st  
12 out of 54 in terms of the condition of our facilities and  
13 armories. So can you -- I do not know. Maybe this is  
14 appropriate for you, Secretary Murphy -- talk about how we  
15 ensure that the National Guard has the resources that it  
16 needs to be ready whenever we expect them to deploy?

17 Mr. Murphy: Yes, Senator. The National Guard -- we  
18 are a total force. So we are not three different forces.  
19 We are one Army, one team.

20 Senator Shaheen: Sorry to interrupt, but sometimes the  
21 resources do not always seem like we are a total force and  
22 one team.

23 Mr. Murphy: Ma'am, all I can tell you is that when you  
24 look at MILCON to the \$1 billion budget, 10 percent went to  
25 -- again, the MILCON, which is part of the budget -- it has

1 been the lowest it has been in 24 years. But when you dive  
2 down in the numbers like I have, you know, Hooksett, \$11  
3 million; Rochester, \$8.9 million because we are one team.  
4 And there is a different leadership because we were asking a  
5 whole heck of a lot like we have the last 15 years and the  
6 next 10 years. So there are not two different teams. We  
7 are one team. So we are getting after it and we are giving  
8 them the resources they need to make sure that they do not  
9 have a fair fight and they have the resources in MILCON.

10 But my other comment, ma'am. I mean, we have mortgaged  
11 modernization. And I know time has run out, but I can  
12 expand on it later if you would like me to.

13 Senator Shaheen: Thank you.

14 Thank you, Mr. Chairman.

15 Chairman McCain: Senator Wicker?

16 Senator Wicker: Thank you, Mr. Chairman.

17 General Milley, earlier this week, Lieutenant General  
18 McMaster testified before the Airland Subcommittee. Our  
19 chairman has already alluded to this in his opening  
20 statement. But his quote is exactly as follows. We are  
21 outranged and outgunned by many potential adversaries. He  
22 also said our Army in the future risks being too small to  
23 secure the Nation.

24 Now, do you agree with his statement in whole or in  
25 part?

1           General Milley: In part. And H.R. is one -- I love  
2 him like a brother.

3           To say "many" is probably an overstatement. But to say  
4 that the gap is closing, the capability gap is closing  
5 between major great power adversaries and the United States  
6 in terms of ground forces, absolutely true. And I think  
7 that was the intent of what he was trying to say.

8           In terms of size of the force, yes, I agree with his  
9 comment on size of the force. But outranged, outgunned on  
10 the ground, I think it is a mixed bag.

11          Senator Wicker: Are we outranged by any potential  
12 adversary at this point?

13          General Milley: Yes.

14          Senator Wicker: And which ones would that be?

15          General Milley: I would have to say the ones in  
16 Europe, Russia on the ground.

17          Senator Wicker: And would you tell the committee what  
18 it means to be outranged by Russia?

19          General Milley: Well, with either direct or indirect  
20 fire systems, the ground-based systems, tanks, artillery,  
21 those sorts of things. I would have to get you the actual  
22 range of all these weapons. So it is not overly dramatic,  
23 but it is the combination of systems. We do not like it.  
24 We do not want it. But, yes, technically outranged,  
25 outgunned on the ground, I think that is factually correct.

1           Senator Wicker: So outranged and outgunned would have  
2 the same definition as far as you are concerned. And we are  
3 outranged and outgunned by Russia to some extent at this  
4 point.

5           General Milley: That is correct.

6           Senator Wicker: Now, what does that mean for our  
7 Nation's security?

8           General Milley: Well, again, it depends on what we  
9 want to do relative to -- in Europe, for example. So the  
10 fundamental task there is to deter, maintain cohesion of the  
11 alliance, assure our allies, and deter further Russian  
12 aggression. If we got into a conflict with Russia, then I  
13 think that it would place U.S. soldiers' lives at  
14 significant risk.

15          Senator Wicker: What specifically should we do? What  
16 steps should this committee and this Congress take to  
17 reverse these trends and maintain the Army's supremacy over  
18 our adversaries?

19          General Milley: I think there are a couple of things.  
20 One, I think in terms of the capability of the force, a  
21 subset and the most important one is what is emphasized in  
22 this budget is readiness. That has to be sustained.

23          So what is readiness? It is manning, making sure that  
24 we have got enough people to man the organizations at  
25 appropriate levels of strength.



1           Senator Wicker: We are okay there.

2           General Milley: It depends on the unit. We have a lot  
3 of non-availables in the force, for example, right now. So  
4 it depends on the given unit. Right now, ideally you would  
5 want a unit to be well above 90 percent before you sent them  
6 off to combat. That is not necessarily the truth. And then  
7 when you get the availability of the force, you start  
8 peeling this back unit by unit, you will find that the  
9 foxhole strength, the number of troops that a given  
10 battalion or brigade that deploy to, say, NTC or JRTC is not  
11 necessarily what you might have expected just from the paper  
12 numbers. So manning is an important piece. That is the end  
13 strength.

14           The equipping piece is critical, things like spare  
15 parts. First of all, do they have the right and most modern  
16 equipment? And secondly, does the equipment work? And that  
17 is a work in progress.

18           More or less, manning and equipping is not too bad.  
19 Training is the long pole in the tent. And then there is  
20 more to it. It is leadership, cohesion, and good order and  
21 discipline and trust of the force. All of those in  
22 combination equal readiness. So I would say that the number  
23 one thing, at least near term, would be readiness.

24           But then in addition to that, because we have to look  
25 past lunchtime here, in addition to readiness, we have got

1 to reinvest in our modernization and R&D over time. And  
2 that is what H.R. was getting at. If we continue to attrit  
3 that, as we have over the last 8 years -- 8 to 10 years or  
4 so -- if we continue to attrit that, then that will result  
5 in a bad outcome 5-10 years from now. And I think those are  
6 the two things I would offer to you, Senator.

7 Senator Wicker: Thank you very much. And perhaps you  
8 can elaborate on that.

9 I do need to ask you about the light utility  
10 helicopter. You recently published an unfunded requirement  
11 for 17 Lakotas in fiscal year 2017. Of course, I was  
12 relieved to hear that. But can you elaborate on how these  
13 17 Lakotas in your EUFR would be utilized and what risk  
14 would occur if you do not receive those 17 Lakotas?

15 General Milley: Yes. Those 17 are specifically tied  
16 to the National Commission's recommendation, which we owe  
17 you a response to their recommendations. They have got 63  
18 recommendations. A lot of them have to do with aviation.

19 So the 17 Lakotas are specifically tied to their  
20 recommendations, and they would be utilized at Fort Rucker  
21 to free up Apaches to go to the Guard. And they would  
22 specifically be utilized to train new helicopter pilots. As  
23 you know, the Lakota is not a combat aircraft. We have  
24 divested it, stopped procuring it. It does have great  
25 utility for things like training areas, using them as op

1 forward to simulate enemy aircraft, using them as a medevac  
2 aircraft, use it to train pilots, and so on and so forth.  
3 But it is a not a combat aircraft. So we have chosen to  
4 divest ourselves of it. But the 17 are in there  
5 specifically to use as training aircraft at Fort Rucker, and  
6 it is linked directly to the National Commission's  
7 recommendations.

8 Senator Wicker: And they will free up combat --

9 General Milley: They will free up combat aircraft that  
10 we could then transfer to the National Guard to execute the  
11 other parts of the commission's recommendation.

12 Senator Wicker: Thank you, sir.

13 Chairman McCain: General, would you add retention to  
14 that list?

15 General Milley: Yes. Retention, recruiting talent. I  
16 mentioned the modernization piece, but the readiness piece  
17 is the most important piece. But absolutely to the list is  
18 retention.

19 Chairman McCain: Senator King?

20 Senator King: Thank you, Mr. Chairman.

21 First, I want to associate myself with your comments in  
22 the opening statement and perhaps put a bit of context. We  
23 had a meeting in the Budget Committee yesterday talking  
24 about overall budget issues. I think what a lot of people  
25 do not realize is that the expenditures for defense and non-

1 defense discretionary as a percentage of GDP have fallen  
2 dramatically in the last 50 years and dramatically in the  
3 last 25 years to the point where defense as a percentage of  
4 GDP is now the lowest it has been in 70 years, 3.3 percent.  
5 In 1965, it was about 9 percent. It has fallen almost by  
6 two-thirds. We always focus on the numbers, which are very  
7 big, but as a percentage of our economy we are, as I say, at  
8 one of the lowest levels since World War II.

9       Secondly, the budget numbers that we are now working  
10 with were established in 2011 before Syria, ISIS, Ukraine,  
11 Russia's militarization of the Arctic, China's race to  
12 military modernization, North Korea's nuclear capacity,  
13 cyber, encryption, and of course, on the domestic side,  
14 something like what we have seen in the last few years in  
15 the heroin epidemic.

16       In other words, we have locked ourselves into a  
17 straightjacket of financing that does not allow us to deal  
18 with current realities. It is absolutely beyond  
19 comprehension that we should do this, particularly given the  
20 sacred responsibility in the preamble to the Constitution to  
21 provide for the common defense. That is the most  
22 fundamental responsibility of any government to keep its  
23 people safe. And we are knowingly just blindly going  
24 through this process of trying to continually meet these new  
25 challenges that were established since these numbers were

1 set up as the limits and fit the response of this country  
2 into a continually shrinking package. It is irresponsible  
3 and we have to start talking about the larger picture.

4 To move beyond budgets, during the break, I spent some  
5 time in Poland and Ukraine. They are talking about a new  
6 kind of war, and I want to ask you, General Milley, about a  
7 new strategy and a new doctrine. They are talking about  
8 hybrid war, what happened in Ukraine, not a frontal attack,  
9 not sending in the Russian army, not sending tanks across  
10 the border, but using some indigenous Russian language  
11 speakers, some troops but not in uniform necessarily, a new  
12 kind of incursion, which clearly is a possibility in the  
13 Baltics, which are NATO allies.

14 General Milley, what is your thinking? We need to have  
15 a new strategy to deal with this. This is probably what the  
16 next conflict might look like.

17 General Milley: Well, it is clear that in the Russian  
18 case, they are using a new doctrine that was developed, I  
19 guess it was, 2005, 2006, 2007, 2008 time frame by General  
20 Gerasimov and others. They have various names for it,  
21 indirect war, hybrid war, et cetera.

22 What they are trying to do, I think, is to advance  
23 their interests at levels below direct armed conflict with  
24 the United States.

25 Senator King: And how do we respond?

1           General Milley:  So I think one thing is the indigenous  
2  peoples of that region, the frontline states, if you will.  
3  The Baltics is an example.  They want to be able to defend  
4  themselves and we should take actions and authorities and  
5  appropriate resources and help them to defend themselves  
6  because they are NATO Article 5 members.  So that is I think  
7  fundamental.

8           Secondly, I think a lot of training exercises.  And I  
9  think what is embedded in the ERI relative to the Army piece  
10 -- this is very, very important.  We need to send a very  
11 strong message to the Russians.  I think we are doing that  
12 by prepositioning equipment, rotating heavy forces, in this  
13 case an armored brigade, and conducting well over 40  
14 exercises in Europe to let our allies know we are there and  
15 to let our enemies know that we are there.

16          Senator King:  I was surprised to learn over there that  
17 one of the ways we are really getting hammered is by a very  
18 effective propaganda and disinformation campaign on behalf  
19 of the Russians.

20          General Milley:  Correct.

21          Senator King:  And it drives me crazy that the country  
22 that invented Hollywood and Facebook is losing the  
23 information war.  We have got to do that better.  They are  
24 laying the groundwork for this kind of hybrid war by a  
25 disinformation and propaganda campaign that is creating the

1 rich soil in which a hybrid war can take place.

2 General Milley: They are using all means of national  
3 power. They are using information. They are using the  
4 cyber domain. They are using space capabilities, as well as  
5 ground special operations, naval, et cetera. So they are  
6 acting very aggressively relative to their neighbors and  
7 they are using all of those techniques, many of which are  
8 not necessarily new. There are new systems to deliver those  
9 techniques.

10 Senator King: But we put the USIA out of business in  
11 1997. We have got to get back into the business of  
12 communications, it seems to me.

13 General Milley: That is right. That is correct,  
14 Senator.

15 Senator King: I am out of time, but I want to commend  
16 you for the comments you made about procurement. We have  
17 got to start talking about 80 percent solutions, not perfect  
18 weapons and commercial, off-the-shelf. I think quite often  
19 -- I mean, the old saying is the best is the enemy of the  
20 good. We need more timely and more affordable development  
21 of systems that use commercial, already available, already  
22 developed, already R&D'd equipment to the maximum extent  
23 feasible. We cannot keep going for these very perfect  
24 weapon systems that everybody has a piece of. And I think  
25 your role as a chief in this process is very important.

1 Thank you very much, Mr. Chairman.

2 General Milley: Thank you, Senator.

3 Chairman McCain: Senator Sullivan?

4 Senator Sullivan: Thank you, Mr. Chairman.

5 And I want to thank both you gentlemen for a couple  
6 things. As the chairman mentioned, General Milley, your  
7 forthright testimony -- it is very much appreciated on these  
8 what are clearly difficult issues.

9 And Secretary Murphy and General Milley, you know, the  
10 commitments you had made earlier about coming up, taking a  
11 look at some of the issues in Alaska, and kept you word on  
12 that, made an independent judgment after a very thorough  
13 review -- I appreciate that as well.

14 And I also want to let you know that I think it is safe  
15 to say on this committee we are working -- not that you are  
16 not doing a great job there, Secretary Murphy, but we are  
17 also recognizing the importance and quality of Mr. Fanning  
18 in terms of what he represents for the Army. And I think a  
19 number of us are committed to working on that issue.

20 General Milley, I want to go back to your statement in  
21 your testimony, which I think is a really big deal. It is  
22 kind of a warning bell. But when a service chief of the  
23 most important ground force for the most important military  
24 in the world talks about high military risk, that is a  
25 pretty remarkable statement. And I certainly hope that



1 Members of Congress will recognize what a remarkable  
2 statement it is.

3 At what point does that become unacceptable risk?  
4 There was a subcommittee hearing recently with a number of  
5 the senior members of the military. And whose call is that?  
6 Is that our call as oversight and policymakers? Is that  
7 your call? Is that Secretary Carter's call, the chairman's,  
8 the President's? But, you know, we use "high risk," but at  
9 what point is that unacceptable for where we are? Are we  
10 looking at another Task Force Smith situation that I know  
11 the Army and many other historians look at with a lot of  
12 trepidation.

13 General Milley: Thanks, Senator.

14 My job is to provide my best military estimate of what  
15 the risk is. It is our civilian leadership to determine  
16 whether that risk is acceptable to the Nation or not.

17 Senator Sullivan: Just for the record, I believe when  
18 you are saying high military risk, which not many service  
19 chiefs in my recollection make that statement, it is a  
20 pretty important and significant statement. I certainly  
21 believe it is unacceptable risk for the country and, as you  
22 mentioned, for our troops.

23 General Milley: Again, it is up to this body here, the  
24 United States Congress. It is up to the President. It is  
25 up to my civilian leadership to determine whether it is

1 acceptable to the Nation. I think it is high military risk.

2 Senator Sullivan: Well, thank you again for your  
3 forthright testimony on that. I know that is not an easy  
4 statement to make.

5 I want to go back to Senator Manchin's question, which  
6 I thought was a very good one. He asked you, well, then at  
7 what level forces would we need to actually bring that risk  
8 down to something that is medium or low risk. He talked in  
9 terms of the overall number. I want to actually ask the  
10 question more specifically with regard to the active force.

11 Just so I am clear, the high risk assessment is that  
12 our number of 450,000 active duty soldiers -- is that  
13 correct?

14 General Milley: The high risk assessment is based on  
15 the total Army not just the active. So I based it off the  
16 980,000 because -- and again, it is based on the  
17 contingencies of these higher end threats. So the National  
18 Guard and the United States Army Reserve are going to play a  
19 fundamental role if in fact one of those contingencies were  
20 to happen. So I based my risk on the total Army, not just  
21 the regular Army.

22 Senator Sullivan: Have you looked at the 450,000  
23 number and what will we need to get to a number on the  
24 active force that would bring down that risk? I think again  
25 a number of us on this committee, bipartisan, believe the

1 450,000 number is too small.

2 General Milley: Well, I did. You know, we have got a  
3 variety of studies that we did to determine the size of the  
4 force relative to the National Military Strategy and the  
5 Defense Planning Guidance. So that answers the question of,  
6 you know, for what, what do you need the Army for. Well,  
7 you need it to do these tasks. So we did that. We did the  
8 mission analysis. We did the associated force structure  
9 requirements. And it is my estimate about a 1.2 million-man  
10 total Army would be required. Again, the money is not  
11 there.

12 Senator Sullivan: Do you have that broken down?

13 General Milley: We do. We have broken down with  
14 active, Guard, and Reserve. The active piece of that comes  
15 out at just a little more than 500K or so.

16 But it is not just numbers, of course. And I know you  
17 know this, but it is not just numbers. It is the readiness  
18 of that force. It is the technological capability of that  
19 force. It is how that force plays into the joint force. It  
20 is how we fight. It is the doctrine. It is the sum total  
21 of all of those things.

22 We tend to laser-focus on size. I think that is  
23 critical, capacity, size. I think that is fundamental to  
24 the whole piece. But there are other factors to calculate  
25 beyond just the numbers of troops, and I think it is

1 important to consider that.

2 Senator Sullivan: Thank you.

3 Thank you, Mr. Chairman.

4 Chairman McCain: Senator Heinrich?

5 Senator Heinrich: Secretary Murphy and General Milley,  
6 I think from the hearing today, it is clear that we all  
7 agree you are rightly prioritizing the readiness of our men  
8 and women in uniform. But it is also very clear that  
9 because of the budget box that we have put the Army in, that  
10 we are not modernizing at a level necessary to stay ahead of  
11 our adversaries the way that we have in the past.

12 I am a big believer in directed energy. It is where I  
13 started my career. I have seen not only what is possible  
14 but what is capable today. And I believe it should be a  
15 fundamental piece of the Department's third offset strategy.

16 If we are trying to truly develop a future weapon  
17 system that changes the nature of warfare as we the in the  
18 past, just like, Secretary, you talked about with the  
19 advantages of night vision goggles, GPS, we have to invest  
20 in the technologies that will give us a qualitative  
21 technological advantage to ensure that we have an unfair  
22 fight with the enemy.

23 Unfortunately, this committee was informed that none of  
24 the funding provided last year by Congress for the tech  
25 offset initiative is going towards directed energy despite a

1 clear direction from Congress to do so. I will just give  
2 one example. The Army's high energy laser mobile  
3 demonstrator, LMD, has already proven capable of destroying  
4 90 incoming mortar rounds and UAVs with its 10 kilowatt  
5 laser, and there is a lot more to come.

6 So I want to ask you why there is not more emphasis on  
7 directed energy and what is the Army's plan to deliver an  
8 operational directed energy system in an environment where I  
9 think it is always too easy to invest in more R&D and the  
10 next big, fancy thing that is perfect, like Senator King  
11 mentioned, when we could be developing and fielding programs  
12 today.

13 Mr. Murphy: Senator, part of the acquisition -- and if  
14 I could just make one mention about White Sands real  
15 quickly, if that is okay.

16 Senator Heinrich: Absolutely. That was kind of my  
17 next question.

18 Mr. Murphy: So it is not directed energy because I  
19 just want to make sure. It is on the top of my head.

20 You all have the largest solar field in America in the  
21 Army, and that gives us a savings of \$2 million. But when  
22 you talk about modernization, you talk about directed  
23 energy, et cetera, and modernization programs, when we talk  
24 about science, technology, and modernization, you have to  
25 follow the money. When I left Congress 6 years ago, the

1 budget of the Army was \$243 billion. We have had a 39  
2 percent cut. So we are asking -- including OCO then and  
3 now, what we are asking is the 125 base and 148, including  
4 OCO. But when you talk about modernization, we are asking  
5 for \$25 billion in this budget. It was \$46 billion 6 years  
6 ago, fiscal year 2011. So again, you have to make these --

7 Senator Heinrich: Mr. Secretary, I think we all  
8 recognize the stresses that you are under. I think more  
9 specifically what I am saying is given the money that was  
10 directed by this committee last year to look at third offset  
11 and to utilize those specific funds to look at the future of  
12 warfighting and how we maintain that qualitative edge, why  
13 not more emphasis on directed energy within that  
14 specifically?

15 General Milley: Let me pile on here. Again, hard  
16 choices. So we have chosen to take the R&D type monies and  
17 put them into some other areas. We are putting money into  
18 directed energy, by the way. But I think you are talking  
19 about in terms of scale and proportion that is less than  
20 some of the other areas.

21 One of the reasons is because some of our sister  
22 services -- we operate as a joint force -- are doing a lot  
23 of work on directed energy. So we do not want to duplicate  
24 their work. We want to let them pump their money into it  
25 and see what comes out of directed energy weapon systems.

1 And then we will modify that research for application in  
2 ground warfare. So we can leverage the work of some of our  
3 other services, Senator.

4 Senator Heinrich: I want to thank both of you for your  
5 leadership in strengthening the Army's integrated air  
6 missile defense and certainly in announcing an air defense  
7 detachment at White Sands. We are all very excited about  
8 that. The increasing proliferation of missile systems by  
9 our adversaries means that we have to enhance our training  
10 and our expertise to better protect men and women deployed  
11 around the world, as well as our homeland.

12 Can you just talk a little bit about the sophisticated  
13 missile threats that are emerging, what the Army is facing  
14 today, and what steps are being taken to counter that  
15 threat?

16 General Milley: The countries that I mentioned in my  
17 opening statement, specifically Russia, China, North Korea,  
18 and Iran, all have increasingly -- very sophisticated now  
19 and increasingly more sophisticated tiered integrated air  
20 defense systems that are very complex, very lethal, and very  
21 robust, to the point where U.S. fixed wing air from the U.S.  
22 Air Force or Navy assets or rotary wing air from Army and  
23 Marine helicopters are at risk. And these are terrestrial-  
24 based integrated air defense systems in combination with the  
25 adversaries' fixed wing air defense systems. So it is a

1 growing, increasingly growing capability. You have heard  
2 about, I believe, from the Air Force and Navy many times  
3 about the anti-access/area denial threats. Those are real  
4 and they are in place today, and they are growing in  
5 capability.

6 Senator Heinrich: Thank you, Chairman.

7 Chairman McCain: Senator Lee?

8 Senator Lee: Thank you, Mr. Chairman.

9 Thanks to both of you for being here. Thanks to your  
10 sacrifice and your commitment on behalf of our Nation's  
11 security.

12 The National Commission on the Future of the Army  
13 recommended in its report earlier this year that the Army  
14 maintain four battalions of age 64 Apache helicopters in the  
15 Army National Guard under the aviation restructuring  
16 initiative. I would just like to know from either or both  
17 of you what has been the Army's assessment of this  
18 recommendation and how does the Army plan to react to it,  
19 respond to it?

20 General Milley: Thanks, Senator.

21 Under the direction of the Acting Secretary of the  
22 Army, what we have done is a very rigorous study of the 63  
23 recommendations. Right now, more or less about 50 or so we  
24 think are achievable at relatively little or no cost or we  
25 have already started doing them. There is one that we



1 absolutely disagree with. We recommend no. And then there  
2 are about nine -- I think it is nine others or 10 others --  
3 that do incur some or significant cost in terms of dollars,  
4 and we are analyzing that. The one you mentioned is one of  
5 those. So we are analyzing that.

6       What we promised the Secretary of Defense is we would  
7 give him a written report on our recommendations on which  
8 ones we think are good to do, and of those, how would we pay  
9 for them, how would we execute, implement those  
10 recommendations. The Congress commissioned the  
11 commissioners, and that report will come to you after, of  
12 course, we submit it to the Secretary of Defense. So we  
13 expect to do that to the Secretary of Defense on the 15th of  
14 April. So I guess whatever that is -- next week. And that  
15 report also will be not only signed by the Secretary and I  
16 it will be signed by Frank Grass. It will be signed by Tim  
17 Kadavy and it will be signed by Jeff Talley, the heads of  
18 our National Guard and Reserve. So a lot of meetings with  
19 all the stakeholders involved so we can come to what we  
20 think is our consolidated position.

21       Thanks for that question. It is a really important  
22 priority that we are doing right now, is working through  
23 that commission.

24       Senator Lee: Well, thank you. And I look forward to  
25 reviewing that when we get it hopefully sometime next week.

1           Can you tell me -- if the Army does decide to maintain  
2 Apache capability within the National Guard, can you tell me  
3 how the Army would determine where these units would be  
4 assigned and what metrics might be used to review the  
5 current Apache battalions within the National Guard?

6           General Milley: It would be Tim Kadavy and Frank Grass  
7 would analyze needs of the Guard units, look at how they are  
8 involved in various war plans or operational plans, and  
9 where they stack in the deck of readiness and responsiveness  
10 to the speed at which that unit has to respond, and then  
11 what active unit they might integrated into once mobilized.  
12 All those factors would be at play. Lieutenant General  
13 Kadavy, who is the head of the Guard Bureau -- he would make  
14 that recommendation to the Secretary and I and Frank Grass,  
15 and then we would approve or disapprove or modify that  
16 recommendation.

17           Senator Lee: Thank you.

18           Following the Chattanooga attacks last year, my office  
19 received a lot of calls, emails, letters, and communications  
20 of every sort from constituents having connections to all of  
21 the branches of the military. These constituents were  
22 expressing concerns about force protection at domestic bases  
23 and at international bases, especially for their families at  
24 soft targets outside the bases.

25           Tell me what has the Army done to improve force

1 protection in the United States and at bases in Europe and  
2 the Middle East where they are sort of targets for attacks,  
3 and what other options are being considered, including the  
4 possibility of allowing soldiers to carry personal firearms  
5 on the base in order to protect themselves.

6 General Milley: I will defer to the Secretary on the  
7 policy pieces of that, but I have been involved in that  
8 issue for quite some time.

9 With respect to posts, camps, and stations that are  
10 small, isolated, they are outside/inside communities such as  
11 recruiting stations, such as Chattanooga, the assessments  
12 are done by the local commanders. The Secretary -- actually  
13 it was previous Secretary McHugh authorized the commanders  
14 to go ahead and conduct their assessment and make a  
15 determination whether it was appropriate or not appropriate  
16 to arm them. So he delegated the authority in the  
17 assessment to the commanders, which is appropriate.  
18 Commanders should make those decisions because one size will  
19 not fit all. It will depend on locality, risk, and so on.

20 But some of the constraints on it: people have to be  
21 trained. It must be a government-owned weapon. You cannot  
22 carry privately owned weapons, et cetera. So that is out  
23 there.

24 Secondly is on the larger camps and installations, a  
25 Fort Hood or Fort Bragg or Fort Lewis, for example, in terms

1 of carrying privately owned weapons on military bases,  
2 concealed privately owned weapons, that is not authorized.  
3 That is a DOD policy. I do not recommend that it be  
4 changed. We have adequate law enforcement on those bases to  
5 respond. If you take the Fort Hood incident number two, the  
6 one where I was the commander of 3rd Corps, those police  
7 responded within 8 minutes, and that guy was dead. So that  
8 is pretty quick. And a lot of people died in the process of  
9 that, but that was a very fast evolving event, and I am not  
10 convinced from what I know that carrying privately owned  
11 weapons would have stopped that individual. I have been  
12 around guns all my life. I know how to use them. And  
13 arming our people on our military bases and allowing them to  
14 carry concealed privately owned weapons -- I do not  
15 recommend that as a course of action.

16 Senator Lee: Thank you, General.

17 Thank you, Mr. Chairman.

18 Chairman McCain: Senator Donnelly?

19 Senator Donnelly: Thank you, Mr. Chairman.

20 Secretary Murphy, General Milley, thanks for your  
21 service and for your leadership.

22 I was in Iraq last week to meet with General McFarland,  
23 to visit Al Assad out in Anbar province where we are  
24 training Iraqi security forces. I met with a number of our  
25 soldiers deployed in the fight. And as you well know, they

1 are a tremendous credit to our country and to the Army.

2 I also want to note that it is my understanding that  
3 the Army is the first service to meet the annual mental  
4 health assessment requirement set out by the Jacob Sexton  
5 Act across every component, and we thank you for leading the  
6 way in this effort.

7 Recently there is a report issued by Indiana  
8 University. Researchers at IU have been able to use certain  
9 blood biomarkers, in combination with at-base  
10 questionnaires, to predict suicidal ideation with 82 percent  
11 accuracy and suicide-related hospitalization with 78 percent  
12 accuracy. If you would, I would like you, Mr. Secretary, to  
13 take a look at this report and let me know how we can be  
14 applying research like this to better identify soldiers who  
15 might be at risk. Can you take the time to do that, sir?

16 Mr. Murphy: Yes, Senator. You have my commitment.

17 Senator Donnelly: Thank you very much.

18 And in testimony today, you stated that the Army only  
19 has about 1,800 of the 2,100 behavioral health providers  
20 necessary for adequate care. Two things. I think one is  
21 better education incentives can enable us to fund more care  
22 providers, will help boost recruitment and retention. The  
23 other is utilizing non-physician provider types, nurse  
24 practitioners, physician assistants, licensed mental health  
25 counselors to help fill the gap.

1           Do you support these tools, and do you have any other  
2 plans to address that gap that you have between 1,800 and  
3 2,100?

4           Mr. Murphy: I do, Senator. We appreciate your  
5 leadership on this. And there is no doubt we have to get  
6 after it.

7           I would say -- I did not mention it -- but the embedded  
8 behavioral health teams -- they have been a great success in  
9 that. It is members of their own team in a brigade area  
10 where they are out there. There are 60 teams right now.  
11 But that really has been a game-changer, Senator, when you  
12 talk about getting rid of the stigma of mental health  
13 because it is a readiness issue.

14           But in regards to when you look at other things -- you  
15 know, when I was in Fort Hood, they could not hire certain  
16 folks because they did not have the certain licensing. So  
17 we are looking at that, and there is potential that if they  
18 have their masters degree but not a license that maybe they  
19 can be supplemented to break that because if they do not  
20 have a license, what I found, those same people go to  
21 TRICARE and we farm out to TRICARE and TRICARE can have  
22 those people, but we cannot hire those people.

23           So again, those things, you know, when I travel and I  
24 ask those tough questions to make sure that we could get  
25 these numbers up because, as you know, last year was 301

1 suicides. I write condolence notes every week to fallen  
2 soldiers, including the ones that are committed, and to  
3 their families and to their children. My first week in this  
4 job, 3 months, you know, we had lost 10 folks in my first  
5 week. So it is something that weighs on all of us as  
6 leaders, but I think the Army is really leading the way and  
7 getting after it. But there is much more we can do, and I  
8 look forward to looking at that Indiana University report  
9 and looking at some of the criteria and certifications.

10 Senator Donnelly: This is to both of you, whoever  
11 wants to answer.

12 In my home State of Indiana, Crane Army Ammo -- and  
13 this is in regards to demil technology. They partnered with  
14 researchers at Purdue to try to improve the technology that  
15 is used for demil. As they have done this kind of thing, I  
16 am interested to know if you have ideas on how we can boost  
17 the efficiency of our demil operations. For example, we are  
18 spending a significant sum transporting munitions from  
19 storage to demil locations. Can we take a look at  
20 maximizing proximity of demil operations to demil asset  
21 storage locations? I know that is a little bit technical,  
22 but are those the kind of things that we can be doing to  
23 help look at saving money as we move forward?

24 General Milley: Right now, Senator, we mostly store,  
25 as you know, which comes in at -- I forget what the exact

1 numbers are, but I think it is something like \$2 million  
2 versus \$20 million to demil.

3 From a technical standpoint, I will have to get back  
4 with the team and get some detail and get back to you and I  
5 will provide that to the Secretary so he can get back to  
6 you.

7 Senator Donnelly: Thank you.

8 And I am running out of time. So, General, I just  
9 wanted to ask you, while I was in Iraq, it seems we are  
10 moving ISIS out of town after town at the present time.  
11 Things are moving in the right direction. And the big  
12 action that is going to be taking place, as we look ahead,  
13 is Mosul. I was wondering in your conversations with  
14 General McFarland, with other people in the theater there,  
15 how you think that is shaping up as we look forward.

16 General Milley: I took this job in August. I have  
17 served multiple tours over there. Went over in September,  
18 did an assessment. In September, I thought we were losing.  
19 I was absolutely convinced of it. The enemy had strategic  
20 momentum September of last year.

21 Went back in December, and in between I have read the  
22 reports and have been in frequent contact and meetings and  
23 so on and so forth with the commanders.

24 You are correct. Things are moving in the right  
25 direction. There is progress, but progress is not yet



1 winning. So no one should think that this thing is over.  
2 It is not. There is a lot of work to be done. It is true  
3 the Iraqis have taken Ramadi, and they are currently engaged  
4 in the battle of Hit and conditions are being set for the  
5 assault on Mosul. There are also significant efforts being  
6 done up in the northern areas, and the lines of  
7 communication have been cut between Mosul and Raqqa. And  
8 our basic strategy shifted in October, and we are seeing the  
9 results of that today with significant losses in enemy  
10 personnel, key leaders, increased pressure on their finances  
11 and loss of territory, and they are under a lot of pressure.  
12 And we are doing that intentionally, multiple dilemmas,  
13 multiple problems, all simultaneous, and we are hitting them  
14 in a lot of ways.

15 All that is to the good, but that is not exactly  
16 winning yet. The caliphate has to be destroyed. ISIS has  
17 to be destroyed, and they have also chosen to displace some  
18 of their forces into Libya and elsewhere and they have  
19 counterattacked into Europe. This is a tough fight and it  
20 is by no means over yet, and no one should be dancing in the  
21 end zone yet. There is a long way to go here.

22 Senator Donnelly: I met with a number of the Sunni  
23 tribal leaders, and one of the things they said was if I saw  
24 you, to thank you for the cooperation and the assistance of  
25 the U.S. Army. So thank you, sir.

1 General Milley: Thank you, Senator.

2 Senator Donnelly: Thank you, Mr. Chairman.

3 Chairman McCain: Senator Tillis?

4 Senator Tillis: Thank you, Mr. Chair.

5 General Milley, my colleague here, Senator Sullivan,  
6 and I were talking about how much we appreciate your candor  
7 and giving us the information we need to be instructed in  
8 the job that we have to do.

9 I want to go back to acquisition reform, either for  
10 you, Mr. Secretary, or General Milley. You know, we made  
11 several recommendations in the fiscal year 2016 NDAA that  
12 was focused on improving cost, schedule execution, and  
13 performance.

14 One question I would have is did you agree with or do  
15 you think that some of the things in the NDAA have actually  
16 been helpful, if some have and some have not, and then give  
17 me some specific examples of how it is changing your  
18 execution. And, General Milley, we will start with you.

19 General Milley: Thus far, Senator, I think it has been  
20 helpful. Number one, it changed the tone. That is  
21 important. It changes people's views and attitudes, and I  
22 think that is not unimportant to clearly and unambiguously  
23 insert and pin the rose on someone's chest and hold them  
24 accountable, that being the Chief of Staff of the respective  
25 service. That also alerts a lot of people as to there are

1 some new rules in town sort of thing.

2 Secondly, I think for the Army, we have instituted a  
3 new process, really a revitalized process of the Army  
4 Requirements Oversight Council. So it is unambiguous within  
5 the Army itself that the Vice Chief of the Army Dan Allyn or  
6 myself will be personally approving and are approving the  
7 requirements for every single program that the United States  
8 Army puts money against.

9 In addition to that, we have made that a commander-  
10 centric program because the United States military operates  
11 off commanders. It is not staff-centric. It is commander-  
12 centric, and commanders will be held accountable. So it is  
13 the commanders that are going to generate requirements and  
14 commanders that approve requirements.

15 And then I think one key thing I think that was in the  
16 legislation that is important is the role of the Chief of  
17 Staff in milestone B authorities. I think that was really  
18 good and we appreciate that.

19 We have made some other recommendations in writing. I  
20 would ask you to take those into consideration for  
21 enactment.

22 Thank you.

23 Mr. Murphy: And, Senator, I would say that there is no  
24 doubt that we are getting after it with acquisition reform,  
25 which is critically important. And it is making our system

1 more leaner and more responsive and decreasing the amount of  
2 time it takes to put these weapons or these systems back  
3 into the warfighters' hands. I think the frequency from  
4 when you start from one milestone to the next and the next,  
5 the next has improved about 33 percent, but it needs to  
6 improve much more greatly than that.

7 Senator Tillis: And, General Milley, some of the key  
8 acquisition programs, the joint light tactical vehicle, the  
9 Stryker lethality upgrades, and the distributed common  
10 ground system -- do you consider them to be some of the key  
11 programs that we have to focus on for modernization, and can  
12 you explain why?

13 General Milley: Yes, they are. The JLTV, the joint  
14 light tactical vehicle, mobility piece is very important  
15 because once light forces are on the ground and they have  
16 been moved strategically by air or sea, for example, what we  
17 want to make sure is that they have increased mobility to  
18 move around the tactical battlefield. So that is a key  
19 system for that.

20 And as you know, the HUMVEE fleet has been around for a  
21 while. So our wheeled ground mobility is going to be split  
22 about 50/50, about 50,000 HUMVEEs, about 50,000 JLTVs over  
23 time. So that is an important system.

24 The Stryker lethality. When H.R. McMaster -- and I am  
25 sorry Senator Wicker is not here, but when H.R. McMaster

1 talked about being outgunned and outranged, in direct fire  
2 weapons, for example, the Stryker just cannot match a tank  
3 no matter which way you cut it. It is a good vehicle. It  
4 is a great vehicle, but it is not going to go toe to toe  
5 with any tank. So that is what General Breedlove has. He  
6 has a Stryker regiment over there and a paratroop regiment.  
7 So he has got light infantry, foot infantry, and Strykers  
8 and very little else over there. That is why we are  
9 rotating in an armored brigade. So Stryker lethality is  
10 going to up-gun that particular weapon systems and that is  
11 critical and it is important to deterrence.

12 On the DCGS, I am taking a hard look at DCGS, and I am  
13 keenly aware of all the various controversies. My rough  
14 assessment is that DCGS is performing reasonably well -- the  
15 increment two is going to be online here in a couple years  
16 -- performing reasonably well at kind echelons above  
17 brigade. But when we get into the tactical level, we have  
18 to move it around and jump it from place to place, an ease  
19 of use for young soldiers, that there is a very high density  
20 of training requirement, et cetera.

21 So there may be some other options out there. I am not  
22 sure, but taking a hard look at that whole piece on the  
23 DCGS. And I have got personal experience with it. A very,  
24 very good system. At the strategic level, operational  
25 level, your ability to pull down national intel assets, et

1 cetera. But when it gets down to the tactical level, more  
2 difficult to work with, not quite as fast, and difficult to  
3 jump from location to location on a mobile battlefield. So  
4 we are taking a look at that. But those are important  
5 systems, yes.

6 Senator Tillis: Thank you.

7 Actually just in a final comment, I share Senator  
8 Sullivan's concerns about -- well, first, we appreciate your  
9 being clear on what the risk is and what we need to be  
10 mindful of. What I think we also need to do -- and this  
11 comes from a CODEL that I was on in the Middle East. On the  
12 way back, we met with a group of marines who in an almost  
13 matter-of-fact way said that this capability that we have to  
14 cover threats in the region may be cut in half next year  
15 because of other competing priorities. In a matter-of-fact  
16 way like they had to do it because of the pressures that  
17 they are having on budget and limited resources.

18 I think that we need to understand this particular  
19 case. I am going to follow up in a private setting. We  
20 need to do a better job -- I told them give us that ghost of  
21 Christmas future. Give us a real meaningful idea of what  
22 your risk is going to look like if we are not successful.  
23 And I know the chairman hopes to be successful with ending  
24 sequestration, but we also need to recognize that it is a  
25 high threat that we may have to deal with. And if we do,

1 what does that look like? If we are already concerned with  
2 where we are, where do we go from here?

3 And with the chair's indulgence, Secretary, you can --

4 Mr. Murphy: If I could just real quick, Senator. I  
5 would say we know what the numbers are going to be if  
6 sequestration, which is grave -- we are already testifying  
7 today that this is minimally adequate right now, but if you  
8 would go back to sequestration, if the Congress of the  
9 United States does this, we are down on the active duty side  
10 at 420,000, and that is not acceptable.

11 Chairman McCain: Senator Hirono?

12 Senator Hirono: Thank you, Mr. Chairman.

13 General Milley, as the rebalance to the Asia-Pacific  
14 takes shape, while we do not stop training for the types of  
15 environments that we face in Iraq and Afghanistan, we also  
16 look to enhance our soldiers, sailors, airmen, and marines  
17 to perform in the Asia-Pacific. And one of these  
18 environments that must be -- that we have to be able to  
19 handle is the jungle environment. And our last official  
20 schools to perform jungle training were closed decades ago,  
21 there is an opportunity for our troops and our allies to  
22 learn how to perform in this environment, and this would be  
23 at the jungle operations training course at Schofield  
24 Barracks in Hawaii.

25 Can you talk a bit about the importance of this kind of

1 training for our soldiers' readiness, as well as the ability  
2 to train members of other branches of our armed services as  
3 well as those of our allies?

4 General Milley: Thank you, Senator.

5 Environmental training is very important. As I  
6 mentioned in my opening statement, the United States Army  
7 has to be prepared to deploy anywhere on earth. And there  
8 are many, many places that have jungles or heavily forested  
9 areas.

10 We did close our jungle school years ago, and General  
11 Flynn, Commander of the 25th Division, and General Fuller,  
12 the previous Commander, set up the jungle school out in  
13 Hawaii out in the Kiukas. It is a good school. It is a  
14 great school in fact, but it is mostly locally used right  
15 now. But I think we can expand the usage of that to other  
16 forces so they can get some environmental training.

17 We do winter warfare training in Alaska. We do  
18 urbanized training at the training centers, and we do rural  
19 training at most installations, and we do jungle training in  
20 Hawaii. So it is a critical thing. Environmental training  
21 is important to keep soldiers up to speed so we can operate  
22 in any particular environment.

23 Senator Hirono: So is there any effort or any move to  
24 expand or strengthen the jungle training school's  
25 facilities?



1           General Milley: He is operating the jungle school  
2 right now out of his own budget. I am taking a look at it.  
3 I did ask them -- it is funny you asked because I asked him  
4 about, I guess it was, a month or 2 ago. I said send me the  
5 full POI. I want to see the program of instruction. I want  
6 to see the program of instruction that you are using out  
7 there because I am considering anointing it as an official  
8 Army school as opposed to just a local 25th Division school.  
9 And there are some things that come with that for soldiers,  
10 and you get awarded a little certificate and so on and so  
11 forth. So it is all good.

12           But baseline premise of what you are saying, though, is  
13 absolutely accurate. It is environmental training to be  
14 able to operate in any part of the world, and we support  
15 that. And I am looking actually at expanding that.

16           Senator Hirono: Thank you.

17           Also, General, turning to the utilization of our  
18 National Guard, they are an important aspect of our total  
19 force. And I am pleased to see your confidence in their  
20 abilities and support for the associate units pilot program  
21 happening this summer, of which the 3rd and 2nd Brigades of  
22 the 25th Infantry Division at Schofield Barracks in Hawaii  
23 will be a part.

24           This pilot program will match one Reserve unit with an  
25 active duty counterpart unit which could lead to more formal

1 training, coordination, improved readiness, guidance, and  
2 closer coordination.

3 Can you comment on this pilot program and discuss the  
4 attributes of this kind of coordination and work with the  
5 National Guard?

6 General Milley: Thanks, Senator.

7 The purpose is to increase readiness and increase the  
8 cohesion and the bonding of the total Army. Just saying  
9 "total Army," just saying we are all one team, et cetera is  
10 only so many words unless we walk the walk. So we used to  
11 have a round out program years ago. It is sort of a revised  
12 version of that.

13 The benefits of it are that the Guard is exposed to the  
14 regular Army. Equally important is the regular Army is  
15 exposed to the Guard. And we break down whatever barriers  
16 there may be, internal Army cultural barriers. And then  
17 secondly is that each leverages the other's skills to  
18 improve the readiness of the force. Those are the  
19 fundamental big benefits of doing this.

20 But importantly from a national strategic standpoint,  
21 if that regular Army unit goes and if we succeed in the  
22 pilot program and we get it all wired in the next couple  
23 years, if there is a contingency, then those Guard units --  
24 it would be my intent anyway that those Guard units would be  
25 alerted, marshaled, and mobilized and they would deploy with

1 those active units. So we would in fact have one Army not  
2 only in training but in deployment.

3 Senator Hirono: I commend you for those efforts  
4 because we can talk about one Army and all of that, but you  
5 actually have to provide those opportunities for them to  
6 interact and to work together in the kind of cohesive way  
7 that you are talking about.

8 Thank you, Mr. Chairman.

9 Chairman McCain: Senator Ernst?

10 Senator Ernst: Thank you, Mr. Chair.

11 Secretary Murphy and General Milley, I want to thank  
12 you for being a very active and cohesive team, and you are  
13 really making strides. And I will follow up with what  
14 Senator Hirono said. I appreciate your efforts with the  
15 National Guard, of course, and I think that we have a great  
16 relationship there, one team, one fight. So thank you very  
17 much for that.

18 General Milley, I am going to follow up on some  
19 concerns that Senator Tillis gave about the vehicle program  
20 for our infantry fighters and the rotation that you  
21 mentioned for the armored BCTs through Europe.

22 I am concerned about rotating those units through  
23 Europe instead of permanently standing one up in that  
24 region. I am just not certain that that will show the  
25 commitment that we need to have for our allies in that

1 region, as well as projecting that strength to Russia as  
2 well. So I am just very concerned about that.

3 And as you know, the National Commission on the Future  
4 of the Army included forward-stationing an armored BCT in  
5 Europe. That was one of the recommendations, and I agree  
6 with that recommendation.

7 General Milley, do you believe that rotating an armored  
8 brigade in Europe is the optimum course of action to  
9 reassure our allies and defeat Russian aggression rather  
10 than having one permanently positioned?

11 General Milley: There are advantages and disadvantages  
12 to both, Senator. I personally actually favor rotation, and  
13 here is why.

14 When we permanently station -- first of all, the  
15 infrastructure has been torn down over the years. But it  
16 would be pretty costly to rebuild some of that stuff for  
17 families and PXs and commissaries and schools and all that  
18 stuff to permanently station a forward force.

19 But also important is that when a unit rotates, they  
20 have a sole focus, which is to train and be prepared to  
21 close with and destroy the enemy. There are no families.  
22 Your family is not with you. So you are focused. You are  
23 mission-focused. So I think that in terms of readiness and  
24 your ability to deter, assure, and if necessary defeat, I  
25 actually think rotation is a better way of doing it.

1           And then in terms of strategic effect to deter, the  
2           idea of permanent presence is that the armored brigade would  
3           be permanent. The plan is to go heel to toe. So the effect  
4           of permanency is being achieved without the costs of  
5           permanency. So we are going to deploy an armored brigade  
6           for 9 months, and right on their heel comes the next armored  
7           brigade and then the next armored brigade and then the next  
8           armored brigade. There is never a gap between that armored  
9           brigade in this rotation cycle that we have set up.

10           So the effect of a permanent armored brigade for  
11           General Breedlove will be achieved, and the disadvantages of  
12           forward-stationing, costs, et cetera are not going to be  
13           incurred. And the advantages of rotation, battle focus,  
14           mission focus -- that does get achieved. I personally think  
15           the advantages of rotation outweigh the disadvantages.

16           Senator Ernst: That is a great explanation and I  
17           appreciate that feedback.

18           I am going to go back to something we have discussed  
19           many times over and that is the modular handgun program. I  
20           would love to have you visit a little bit more about this.  
21           It really has turned into quite a boondoggle. And just to  
22           work on this issue has turned into something more than it  
23           really should be. And I do appreciate your high level of  
24           motivation and attention to the issue.

25           We just want to make sure that we are getting the

1 program right and that we are streamlining this so that we  
2 can get a better pistol in the hands of our soldiers. If  
3 that is what is needed, that is what we need to do.

4 Can you give me an update on your efforts and where we  
5 stand in this process right now?

6 General Milley: I think you got a little bit of an  
7 update or some members of the committee got a little update  
8 the other day from General Murray, General Anderson, General  
9 McMaster, et cetera, and they described the various levels  
10 of pain that folks have been going through.

11 But it is all good and we are going to deliver. Then  
12 we are going to make it right for the soldiers and the  
13 taxpayer and make sure that we get a new handgun. I do  
14 believe there is a requirement for a new handgun. I think  
15 the 9 millimeter Beretta has run its course, and it is more  
16 expensive to replace it or to buy new ones or to repair it  
17 than it is actually to purchase a new weapon.

18 I do think the system has been very frustrating in the  
19 sense of lots of paperwork, lots of bureaucracy, ridiculous  
20 amounts of time, 2 years of testing, \$17 million to do a  
21 test and so on and so forth.

22 So we are ripping all that apart. We are just ripping  
23 all that apart, and we are going to make it better. So in  
24 short order here, I think pretty soon, measured in weeks not  
25 years, we will have some decisions. We will be moving

1 forward, and we will be able to provide the joint force, all  
2 the services -- we are the lead for the handgun. We will be  
3 able to provide the joint force with an acceptable quality  
4 handgun that will work and it will do what we need it to do  
5 in combat.

6 Senator Ernst: Thank you. Thank you both very much  
7 for your service and attention. I appreciate your candor,  
8 General Milley. Thank you.

9 Thank you, Mr. Chair.

10 Chairman McCain: Senator Blumenthal?

11 Senator Blumenthal: Thanks, Mr. Chairman.

12 And I want to thank Senator Kaine for yielding to me.

13 Just a couple of questions pursuing the line of inquiry  
14 that Senator Donnelly began on mental health, the 1,700 of  
15 2,000, roughly, that are needed in terms of psychiatric  
16 personnel. Is there a plan to fill those positions, and  
17 what is being done to do so?

18 Mr. Murphy: Senator, we are getting after it on this  
19 issue, and we need to as an Army because it is all about our  
20 people and our soldiers. And it is our soldiers, civilians,  
21 and their families as well. So when I gave you the number,  
22 as I did earlier, that there were 301 suicides, that is the  
23 total force. That is our whole family.

24 And we are looking at things like levels of  
25 certification. Do you really need a masters degree? Could

1 you have different things that otherwise -- because we got  
2 to fill the ranks. And we are not just competing out there  
3 in the market within the Army. It is other sources of  
4 government. It is private industry that are making these  
5 investments as well and trying to get these recruiters. So  
6 we are trying to help make this push that we need these  
7 young Americans to go out there, get their degrees, get  
8 their certifications, get this profession so we could use  
9 them and bring them within our ranks.

10 But as I said earlier, there is no doubt that a game-  
11 changer for the Army has been our embedded behavioral health  
12 teams. We have 60 of these teams where it is breaking down  
13 the stigma that these professional mental health providers  
14 are in the brigade areas.

15 Senator Blumenthal: I understand that and I commend  
16 you on it. As you know, the VA has a very active  
17 recruitment effort using scholarship assistance and loan  
18 repayment incentives. And I wonder whether the Army is  
19 doing the same.

20 Mr. Murphy: We are looking at everything, Senator, and  
21 we will continue to work with you and your office to do just  
22 that.

23 Senator Blumenthal: I think what is necessary is a  
24 plan with specifics, and I understand that great progress  
25 has been made. But I think you would agree that more has to



1 be done. So I would welcome your working with us and thank  
2 you very much.

3 General, have you received complaints about the EOTech  
4 sight? It was a subject of a recent report in the  
5 "Washington Post." I am wondering whether any of the men  
6 and women under your command have raised questions or  
7 concerns about it.

8 General Milley: Senator, I am going to have to dig  
9 into that. Obviously, there is something out there or you  
10 would not be asking. So, no, personally I have not. That  
11 is not ringing a bell, but I will dig into that.

12 Senator Blumenthal: I would appreciate your doing that  
13 and getting back to us.

14 General Milley: And you called that complaints at the  
15 Equal Opportunity --

16 Senator Blumenthal: No. It is a sight used on rifles.

17 General Milley: Oh, rifle sights.

18 Senator Blumenthal: Made by a company named EOTech.

19 General Milley: No, I am not aware of that. I thought  
20 you were talking about something else. I am not aware of  
21 that.

22 Senator Blumenthal: Sorry to confuse you.

23 General Milley: Yes, weapon sights. Now you are  
24 talking guns, so I am good. No, I have not, but I will look  
25 into it and get back to you. I will find out about the

1 EOTech sight. I got it.

2 Senator Blumenthal: I would appreciate it. And you  
3 can look for reference to the "Washington Post" of I believe  
4 this week. There was a story on the front page about the  
5 discrepancies and issues that have arisen with respect to  
6 this.

7 General Milley: I will do that. I just made a note.

8 Senator Blumenthal: Affecting primarily the Army and  
9 the Marine Corps.

10 General Milley: Yes, sir. Got it. We will do that.

11 Senator Blumenthal: Thank you, Mr. Chairman.

12 Chairman McCain: I take it, Secretary Murphy, that you  
13 are taking great effort to implement the Clay Hunt Suicide  
14 Prevention Act.

15 Mr. Murphy: No doubt. Yes, Senator.

16 Chairman McCain: And I hope that is an outline for --  
17 I hope that members of this committee are aware that we  
18 passed unanimously the Suicide Prevention Act, which calls  
19 for most of the things that we are concerned about. It is  
20 not perfect, but I am sure that many of those provisions  
21 agreed to unanimously are being implemented.

22 Mr. Murphy: That is correct, Chairman, and we are  
23 getting after it. We have made great strides in personnel  
24 over doubling these teams.

25 Chairman McCain: Maybe you could tell some of the

1 members of the committee, if questioned, when you get a  
2 chance to talk about giving them a report on the progress  
3 that has been made. Maybe you could just send a letter to  
4 all of us so we can know what measures are being taken.  
5 Thank you.

6 Senator Kaine?

7 Senator Blumenthal: That would be very helpful. Thank  
8 you, Mr. Chairman.

9 Senator Kaine: Thank you, Mr. Chairman.

10 Thank you to the witnesses.

11 I want to also associate myself with the comments of  
12 the chair with respect to the effects of sequestration and  
13 the need for us to find a better solution.

14 A compliment and a question. So the compliment.  
15 Earlier this week, the Army made a decision. There had been  
16 an earlier temporary decision, but earlier this week -- I  
17 actually think it might have been Thursday or Friday of last  
18 -- a decision to allow an Army captain, Paul Singh, who is a  
19 Sikh, to wear both the beard and the turban that is a  
20 foundational part of his religion as he serves. He is a  
21 combat veteran with an Afghanistan tour. This is something  
22 that Senator Gillibrand and I have been writing letters to  
23 DOD about for a couple of years. And I wanted to just  
24 commend you on that.

25 I am very passionate about this issue. Maybe just

1 being Virginia biased, the statute of religious freedom that  
2 Thomas Jefferson authored that became the basis for the  
3 First Amendment that basically says in our country, you can  
4 worship or not and you will not be preferred or punished for  
5 how you worship and you can freely exercise your faith was  
6 one of only two ideas that was unique to the American  
7 Constitution. The rest of it was a great borrowing job, but  
8 freedom of religious exercise and interestingly enough that  
9 war should be started by Congress, not the President were  
10 the only two things that were unique to our Constitution.  
11 And so it is very foundational.

12 And I know that there are issues of how you balance  
13 people's religious practices with you can wear a helmet or a  
14 gas mask, and you want people to be who they are without  
15 proselytizing. Those are all challenging questions. But  
16 particularly in the world we are living in today and in the  
17 war of today, sadly in the future, this is becoming more and  
18 more important.

19 All over the world, we see violence and even war that  
20 is driven by sectarian tensions whether it is Hindus and  
21 Muslims in Myanmar, whether it is ISIL's atrocities against  
22 religious minorities like Yazidis or Christians or other  
23 groups they do not agree with, whether it is -- I said  
24 Buddhists and Muslims in Myanmar -- Hindus and Muslims in  
25 areas of India and elsewhere.

1           You also see, even when there is not war, rifts within  
2 armed services. You know, one of the reasons that the Iraq  
3 military many cited as having been very ineffective against  
4 the initial wave of attacks by ISIL was because of deep  
5 sectarian tensions between Sunnis and Shias within the Iraqi  
6 military that renders it less effective.

7           And one of the virtues that the United States plays  
8 generally and in our military is demonstrating that people  
9 can live and work and go to school together with different  
10 religious faiths and we can make it work.

11           I was on a CODEL that Senator Gillibrand led in early  
12 January in Israel and Turkey. And it was interesting. In  
13 both nations, leaders said to us, wow, what is with the  
14 anti-Muslim rhetoric that we are seeing in your political  
15 space right now. And as we dug into it a little bit, what  
16 they sort of disclosed is, hey, we live in a neighborhood of  
17 the world that has a lot of sectarian tensions, but we do  
18 not always want to be that way. But for us to get better,  
19 we have to have an example. And the U.S. has been our  
20 example of a place where people of different faiths could  
21 freely be who they are, but we could make it work together.

22           And so the decision to allow one Sikh for the first  
23 time in history of the Army to wear a turban and beard might  
24 seem like a small thing, but it is actually about a deeply  
25 critical American value that sadly is really wanting and

1 needed in the world today.

2 And so I certainly would encourage the Army and the DOD  
3 generally to look at this policy. The defense minister of  
4 one of our greatest allies, Canada, is a vet who has been  
5 deployed multiple times in Afghanistan. He is a Sikh who  
6 has been able to wear his beard and turban in the service.  
7 We have got a lot of Sikhs who are in and a lot of Sikhs who  
8 would want to be in the military. And I would hope that we  
9 would recognize that as not only true to our values but also  
10 as something where we could hold up an example in the world  
11 in a way that is really needed right now.

12 The question that I have is about the European  
13 Reassurance Initiative, and it is a little bit about  
14 sequester politics and the readiness issues. The tug of war  
15 is in putting the budget together.

16 We have got all these readiness gaps, and at the same  
17 time, the proposal is to quadruple the investment in the  
18 European Reassurance Initiative and to take it up to \$3.4  
19 billion. I just would be curious as you talk about hard  
20 choices, how do you trade off the need to do this dramatic  
21 increase in the ERI with the fact that we are still short in  
22 some of the readiness investments that we need to make.

23 General Milley: Senator, the ERI is really important,  
24 and it trades off what tradeoffs DOD made to make that  
25 happen in other accounts. You know, those are priorities

1 set by the Secretary of Defense.

2 But I can tell you that the ERI is really important  
3 because the deterrence of Russia from further aggression is  
4 a critical national security priority. They have been  
5 aggressive since 2008. That behavior needs to change. This  
6 is only one of many other initiatives that are being done  
7 and actions that are being done by the U.S. Government  
8 across all domains and by a whole of government approach.  
9 But this is important.

10 Deterrence happens because an aggressor perceives that  
11 the cost of further aggression is going to exceed the  
12 benefit of aggression. By putting a division's worth of  
13 equipment and rotating an armored brigade there, it will be  
14 clear, we think, that cost of further aggression, especially  
15 into NATO allies like the Baltics or Poland, will come with  
16 a very high cost relative to the United States of America.

17 Senator Kaine: Thank you very much.

18 Thanks, Mr. Chair.

19 Senator Reed: On behalf of the chairman, Senator  
20 McCaskill please.

21 Senator McCaskill: Thank you.

22 Secretary Murphy, as you are aware, the Army has been  
23 investigating concerns regarding the Guard recruiting and  
24 assistance program for years. In 2012, a preliminary report  
25 of the Assistant Secretary of the Army for Financial

1 Management found that all expenditures made through the RAP  
2 program, a total of almost \$400 million, violated ADA, the  
3 Anti-Deficiency Act.

4 At the time, the Army anticipated that a final report  
5 on the matter would be released by October 2014.

6 In late December, trying to be patient, I penned a  
7 letter to your predecessor, Secretary McHugh, and asked for  
8 a status update on this report.

9 I need a date, Secretary Murphy. I cannot understand.  
10 There is no way this report is not finished. And I cannot  
11 understand what this stall is about. All it does is just  
12 incredibly irritate me that we are this non-responsive in  
13 how we fix problems if we are not willing to be forthcoming  
14 when we find problems, dealing with the way that our  
15 military has spent almost \$400 million.

16 Mr. Murphy: Senator, I have been straight with you  
17 since the beginning that I will always be honest and  
18 straightforward with you. I will get you an answer within a  
19 week on where it is. I have been here for 12 weeks as  
20 Acting Secretary of the Army. I have said what is going  
21 with that, and it is said it is coming, it is coming. I  
22 will get you an exact date.

23 Senator McCaskill: I do not want you to camp out. But  
24 it is coming, it is coming. It has been since October of  
25 2014 that it was supposed to be here. So I need that report



1 or I need a date when that report is going to be produced.

2 Mr. Murphy: And you will have that date within a week.

3 Senator McCaskill: Thank you.

4 Mr. Murphy: Just for the record, I have also taken  
5 responsibility on the enterprise marketing and that program.  
6 So mistakes like that will never happen again.

7 Senator McCaskill: Thank you.

8 Mr. Murphy: You are welcome.

9 Senator McCaskill: General Milley, I had the pleasure  
10 of a briefing from Colonel Eichoff, the Command for U.S. Air  
11 Defense in Europe, last week. And I believe she is the  
12 first woman to hold that position. And I was very impressed  
13 and proud and just wanted to convey that.

14 I was taken aback when she talked about some of the  
15 European Reassurance components that are in the budget, that  
16 they are all in OCO. You know, there are not very many  
17 members left here, but this is like one of these  
18 embarrassing things that we are doing. Is there any  
19 rational reason why our strength of equipment and troops in  
20 Europe would not belong in the regular budget of the  
21 military? Have we gone past the Rubicon? Is there now  
22 everything we can stick in OCO, we stick in OCO because of  
23 the unwillingness of Congress to step up to its  
24 responsibility as it relates to sequestration?

25 General Milley: Senator, I will not comment. I do not

1 even know the techniques of whether it is right or wrong or  
2 indifferent. What I care about as a member of the Joint  
3 Chiefs of Staff, as the Chief of Staff of the United States  
4 Army and provide best military advice is to deter Russia  
5 from further aggression. Where that money comes from,  
6 whether it is OCO or base budget, is frankly somewhat less  
7 concerning to me.

8 What is important to me is that we get a division's  
9 worth of equipment and other capabilities over there to help  
10 Colonel Eichoff, General Breedlove, General Hodges, to deter  
11 aggression from Russia.

12 Senator McCaskill: You and I could not agree more on  
13 that. And I think most Members of Congress would agree on  
14 that. I just think this artifice we are using, this rouse  
15 that we are performing on the American public that somehow  
16 if we put it in OCO, it does not count as us spending money  
17 is damaging long term for the military. We ought to step  
18 up. You all step up to our responsibility every day. We  
19 ought to step up to our responsibility and fund our military  
20 in a way that is forthright, transparent. That sends an  
21 important message to the world. Us playing this game that  
22 pretending that because it is in this fund, we do not have  
23 to pay for it is I think beneath the honor and respect that  
24 we should show the military. And I just wanted to get that  
25 on the record.

1           General Milley: I would second your motion, Senator.

2           Senator McCaskill: First, I want to thank both of you  
3 before I ask this question about your trips to Fort Leonard  
4 Wood. I know, General Milley, you went, and I know,  
5 Secretary Murphy, you were just recently there. I am sorry  
6 I could not be there at the same time. I do not need to  
7 convince either of you of the importance of that institution  
8 as it relates to the generating force, say nothing of the  
9 other capabilities, engineering capabilities and military  
10 police capabilities and the other joint operations that are  
11 so important at Fort Leonard Wood.

12           But I know as we try to get women into our military in  
13 all roles, women in the generating force are very important  
14 because they are in fact very visible to women that might be  
15 considering a career in the armed services.

16           And so I wanted to ask is there any plan in place to  
17 get the proper leadership at these training facilities as it  
18 relates to gender as we try to encourage more women to say  
19 please take me, I am willing to give my life for my country?

20           General Milley: Yes. We try to encourage that  
21 throughout the force. As you know, we have got -- the  
22 infantry and armor have been recently opened up. So one  
23 principle of that program that we are going to implement,  
24 one of the first principles is to put leaders, female  
25 infantry leaders in those units first.

1           So not specific to Leonard Wood, but we are going to  
2 graduate now coming up in the May-June time frame from both  
3 West Point and ROTC -- I think it is 44 women have  
4 volunteered to be infantry lieutenants. And if they meet  
5 all the appropriate standards, then they will go through the  
6 various infantry schools, BOLIC, the basic officer  
7 leadership course, at Fort Benning. Then they will graduate  
8 in the fall. Then they will do their follow-on training  
9 that is normal for infantry such as Ranger school. And if  
10 they continue to meet all those standards, then they will be  
11 assigned to infantry units sometime about this time next  
12 year. January, February, March, April time frame, you will  
13 start seeing infantry female, infantry in armor, officers,  
14 noncommissioned officers and junior soldiers in those combat  
15 units.

16           So the idea of starting with leaders is a fundamental  
17 first principle, and there is no doubt in my mind that we  
18 want to take advantage of 50 percent of the world's  
19 population or the American population and maximize their  
20 talent to increase our readiness.

21           Senator McCaskill: Thank you so much. Thank you both  
22 for your service and the hard work you are doing. Very  
23 appreciated.

24           Mr. Murphy: Senator, can I just mention real quick?  
25 When I was at the Sapper school graduation, we had three

1 females of the 33 that graduated. Secondly, Army Lieutenant  
2 Colonel Lynn Ray, first battalion commander, combat engineer  
3 commander. So that is -- again, as the Chief mentioned, we  
4 have instructed and initiated a leaders first program at  
5 these units where you have two women per company at the  
6 leadership level before we send the lower ranks.

7 Senator McCaskill: And you all know how tough Sapper  
8 is, and the fact that we have been putting women through  
9 Sapper for a number of years -- we can learn a lot about how  
10 to prepare women for some of the toughest jobs in the  
11 military by what they have done with Sapper. So thank you  
12 for that, Secretary Murphy.

13 Senator Reed: On behalf of the chairman, let me  
14 recognize Senator Gillibrand.

15 Senator Gillibrand: Thank you.

16 I am going to continue with the line of questioning of  
17 Senator McCaskill.

18 Before he retired, then-SOUTHCOM Commander General John  
19 Kelly raised concerns that lowering standards was the only  
20 way to ensure that women became infantry SEALs and Rangers  
21 in real numbers. That position has been vehemently  
22 contested by you and your fellow service chiefs, as well as  
23 the Commander of SOCOM until recently General Votel. Yet,  
24 General Kelly's comments represent prevalent views in combat  
25 units.

1           Do you plan to allow the lowering of standards and how  
2 do you both plan to deal with these views from the  
3 leadership in junior personnel levels?

4           General Milley: Absolutely not. Standards are  
5 standards. And those standards are developed through years  
6 upon years of blood-soaked lessons learned from combat.  
7 They are neither male nor female. They are combat  
8 standards, and they are related to combat. And if you meet  
9 the standard for combat, then you pass go, collect \$200, and  
10 move on your way. If you do not, then you do something else  
11 in life. So those standards are inviolable. They are based  
12 on combat, and we would place unit discipline, cohesion, and  
13 ultimately effectiveness at risk if we compromise those  
14 standards. We must guard against that. All of us, Members  
15 of Congress, members of the executive branch, members of the  
16 uniformed military, et cetera must guard against the  
17 lowering of standards.

18           General Kelly and General Votel, their comments exactly  
19 right in the sense of raising the flag, a warning flag, that  
20 this initiative in the infantry and armored and special  
21 forces has the potential to lower standards. And the rest  
22 of us must be the guardians of those standards. We must not  
23 allow the lowering of standards. Those are related to  
24 combat. If we do that, we are actually putting at risk the  
25 unit and the women that would go into those services and

1 potentially putting at risk the lives of their teammates as  
2 well. So standards are inviolable. They must not and will  
3 not be lowered.

4 Senator Gillibrand: And so how do you deal with the  
5 views of personnel that you are lowering standards, that the  
6 mission of all these women -- clearly you have lowered  
7 standards? How do you reinforce that these women are  
8 properly trained, are ready and have met everything and will  
9 do a great job?

10 General Milley: I think there are a couple of things.  
11 One is, first, do not lower the standard and then ensure  
12 that you educate people that they understand the standards  
13 have never been lowered. You know, Ranger school. I have  
14 heard a lot of comments about Ranger school, you know, the  
15 three women, one of whom was a mother of two, that graduated  
16 Ranger school. The standards were lowered. I said really.  
17 I said why do you not rock up and start walking 12 miles  
18 with 35 pounds on your back? Why do you not climb the hills  
19 of Dahlongega? Why do you not run the swamps of Florida?  
20 Those standards have not changed. Those swamps have not  
21 changed. Those hills have not changed. 12 miles is still  
22 12 miles. It is still a 5-mile and 40-minute run. Those  
23 standards have not been changed. And they met those  
24 standards.

25 So part of it is education and leadership, making sure

1 that we have everyone understand the standards. But the key  
2 principle of do not lower those standards, that is  
3 inviolable. We cannot allow that.

4 Mr. Murphy: Senator, I would just agree that it is a  
5 leadership for our Army, that we could not be more clear  
6 that we -- first of all, women do not want those standards  
7 to be lowered. When they went to Ranger school, they were  
8 not asking for it to be lowered. They know they could meet  
9 the standard. They met the standard, and that is why they  
10 are Rangers. So we are a standards-based Army. We could  
11 not be more clear from the top, and it is emanating  
12 throughout the force.

13 Senator Gillibrand: But I just hope you have their  
14 back when they do pass through these requirements because if  
15 they are getting feedback that they are still not good  
16 enough, that is problematic, especially since you did not  
17 lower the standards. Right?

18 General Milley: I have huge confidence, male or  
19 female, if they meet the standard, they will be mutually  
20 respected by their fellow peers and soldiers. I have no  
21 doubt in my mind.

22 Senator Gillibrand: I do have a doubt in mind that  
23 they will not be respected. So what I am asking you to do  
24 is to be vigilant that these women who do pass and do meet  
25 the standards are then respected for meeting the standards



1 because you did not lower the standards. And I just cannot  
2 tolerate this notion that after these women have been  
3 through hell and proven their mettle, that they are still  
4 discounted when given their mission.

5 General Milley: There will not be.

6 Senator Gillibrand: Okay.

7 General Milley: If they meet the standard, they will  
8 not be discounted.

9 Senator Gillibrand: Good luck. I give you many  
10 blessings on that.

11 I would like to shift to cyber. Last year, the Army  
12 National Guard announced the establishment of 10 cyber  
13 protection teams, including one in New York and New Jersey  
14 National Guards. This was a huge step forward for our  
15 national security, and these teams, each located  
16 deliberately within nine of the country's 10 FEMA regions,  
17 can serve both Federal and State purposes, including  
18 bolstering civilian authorities in case of domestic response  
19 to cyber attack. New York has already experienced the  
20 hacking of a small dam, and we are constantly alerted to the  
21 threats of cyber attacks to America's financial hub.

22 And yet, absolutely no funding in the Army's fiscal  
23 year 2017 budget request was set aside for these new units,  
24 and months after the announcement, we are still left  
25 wondering how they will be supported. I am concerned these

1 teams have not been given a mission by the Army. Unlike the  
2 Air Guard CPTs, they are not designated to the cyber mission  
3 forces. The Army has not funded them, and it is not clear  
4 when they might get trained.

5 General Milley, since becoming Chief of the Army, you  
6 have made it a priority to talk about one Army and to look  
7 for ways to take advantage of the benefits of the different  
8 components. How do you envision we can we use the National  
9 Guard CPTs to address cyber threats, and do you know why  
10 there is no money allocated for these CPTs in the budget?  
11 And can you tell us when we might expect to see Army Guard's  
12 cyber protection teams fully operational?

13 General Milley: There are 41, I think it is -- 21 and  
14 10 -- for the regular Army, split up with offensive and  
15 defensive capabilities, and then there are 10 in the Guard,  
16 as you noted, and I think there are 10 or 11 in the United  
17 States Army Reserve.

18 They are coming online at various paces. By 2018, all  
19 of these teams across the total Army should be trained. I  
20 will not say it is super-long, but there is a process that  
21 we have to go through of vetting or identifying and  
22 selecting and vetting because of the higher-order skills  
23 involved in cyber war. So that goes up front to recruit  
24 them and then organize and train and equip these teams.

25 So I will go back and double check, but I think by 2018

1 all of these teams are online and at least have initial  
2 operating capability. I will get you a better answer with a  
3 definitive date, if you do not mind, but I think it is 2018.

4 [The information follows:]

5 [COMMITTEE INSERT]

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

1 Senator Gillibrand: Thank you both for your service.

2 Chairman McCain: I am afraid that General Sullivan has  
3 another question.

4 Senator Sullivan: Thank you, Mr. Chairman. Just a few  
5 to follow up.

6 Very quickly on lowering the standards, General, just  
7 to be clear, that is a joint responsibility. Right?

8 Senator Gillibrand's questions are about the military  
9 leadership, but you also do not want Congress to mandate  
10 lower standards. Correct?

11 General Milley: I do not want anybody to lower  
12 standards, regardless of where they are.

13 Senator Sullivan: You know, General, you have been  
14 very focused on this issue of the tooth-to-tail ratio in the  
15 Army. This committee has been looking at that. I know you  
16 have been looking at that. Are we there yet? Are we at a  
17 satisfactory point in terms of what you believe is the  
18 proper balance between combat forces and tail forces? And  
19 whose responsibility is that? Is that something that you  
20 can work out through your authorities as the Chief, or is  
21 that something you need additional support from the Congress  
22 on? Because I think it is a critical issue, and I commend  
23 you for focusing on it so much.

24 General Milley: Senator, you are always looking at  
25 tooth-to-tail to make sure you got the right balance in the

1 force structure, et cetera.

2 I think we have some room to improve particularly in  
3 headquarters. I think our headquarters -- they played a  
4 very important function, and today is different than it was,  
5 say, 50 or 60 years ago, advances in technology and  
6 information, et cetera, et cetera. But my own observation  
7 is I think our headquarters remain still a little bit bigger  
8 than what needs to be for combat.

9 For example, if you were to deploy a brigade or a  
10 division, say, the on-the-ground footprint of that  
11 headquarters is very large. In today's environment and in  
12 tomorrow's environment, increasingly in tomorrow's  
13 environment, if you have a large footprint, you are  
14 emanating a variety of electronic signals from radios and  
15 all these computers and everything else that we have. Given  
16 the electronic warfare capabilities, the acquisition and the  
17 capabilities of some of our adversaries -- Russia, for  
18 example -- we have seen in the Ukraine they can acquire the  
19 electronic signal very quickly. They will fly unmanned  
20 aerial vehicles over there, acquire the target, and they  
21 will amass artillery on you. So you will be dead.

22 So what do we have to do? We need to pare down our  
23 headquarters -- this is just one example -- to very small,  
24 nimble, mobile capabilities that can, in fact, survive what  
25 we think is the lethal environment that we would see in the

1 future. That could mean increases in reach-back, for  
2 example, where much of your headquarters footprint and the  
3 processing of intelligence information, the processing of  
4 friendly unit situations is done at home station at a  
5 garrison or at a base here in the United States. Given  
6 today's technologies and the electronic pipes that are out  
7 there today, we can push a lot of that information forward  
8 rather than put an 800- or 1,000-man headquarters on some  
9 tactical battlefield in the future with nothing but a big  
10 target.

11 So we are taking a hard look at that. There is  
12 definitely some streamlining that needs to be done to reduce  
13 the tooth-to-tail because in my professional opinion,  
14 especially in the potential future contingencies we are  
15 looking at, large tails are going to result in significant  
16 amounts of casualties and potentially battlefield losses or  
17 loss of a battle, a campaign, or even a war.

18 Senator Sullivan: Well, I think you have the support  
19 of this committee on your focus on that, and please let us  
20 know if there is statutory authority that you need  
21 additionally to what was in the NDAA last year that the  
22 chairman led on the issue of headquarters.

23 Let me ask one final question. You know, there is a  
24 lot of discussion on the end strength. You know, when the  
25 Chairman and Secretary Carter were testifying, and in your

1 testimony there is this focus on the conventional  
2 challenges, Russia, North Korea, Iran, China, ISIS, other  
3 terrorist groups. I think there is this notion -- and I  
4 would like you to talk about it a little bit -- that a lot  
5 of what we can defend ourselves with, because there are  
6 certainly capable forces, is our special forces. They get a  
7 lot of press. They do a lot. They are all over the world.  
8 They are incredibly capable.

9 But I think it is also very important to recognize that  
10 on certain of these threats, in fact, almost all the ones  
11 that are listed right here, it is the conventional forces  
12 that are what we need the most.

13 Can you talk a little bit about the difference in their  
14 capabilities and how important it is to have airborne  
15 brigade combat teams that can drop out of the sky 5,000  
16 soldiers, in addition to the special forces? Because I  
17 think sometimes there is so much focus on the SF forces,  
18 that we lose the focus on how important our conventional  
19 forces are.

20 General Milley: Senator, I think there are several  
21 myths of war, so to speak, that are prevalent in various  
22 communities. One of those key myths I think is that you can  
23 win wars from afar, from standoff distances, et cetera.  
24 Another key myth is that special forces can do it all. As a  
25 proud member of special forces, special forces cannot do it

1 all.

2           It depends on what you are trying to do. If you are  
3 involved in a war, if you are using the language of war and  
4 you are defining yourself as at war, then you need to apply  
5 all of the synergistic effects of the entire joint force in  
6 time and space to impose your political will. That is a lot  
7 more than special forces. That is everything from all the  
8 domains of space, cyber, naval, air, marines, special  
9 operations forces, and conventional ground forces, all of  
10 that converging in time and space to rip the shreds out of  
11 an enemy if you are at war.

12           You can do lots of other things. You may not define  
13 yourself at war, but you just want to impose cost or you  
14 want to attrit or you want to deter or you want to punish.  
15 Those things can be done in a variety of ways. You can do  
16 that from just standoff weapon systems or perhaps just  
17 special forces.

18           But the idea that special forces can do it all is not  
19 true, and the professionals in special forces will be the  
20 first to tell you.

21           One of the fundamental roles of conventional ground  
22 forces, whether Army or Marine, is to seize and control  
23 territory and deny that same territory to enemy forces.  
24 Special forces does not seize and control territory. They  
25 never were designed to do that. But if you want to impose



1 your will on an enemy, that is one of the key tasks that is  
2 likely going to have to get done if you define yourself in a  
3 state of war.

4 So thanks for the question, but it is a myth out there.  
5 It is very prevalent. Special forces has huge talents, love  
6 it to death, and they can do a lot of things. But winning  
7 wars in and of themselves, not capable.

8 Senator Sullivan: Thank you.

9 Thank you, Mr. Chairman.

10 Chairman McCain: Some of us think that that myth has  
11 been adopted into a Pentagon strategy to defeat ISIS.

12 General, we will be doing more on this tooth-to-tail  
13 issue because it is not only the size of the staffs and  
14 bureaucracies but in many cases, it is absolute duplication  
15 of effort. Different branches of the Defense Department  
16 have staffs that are all doing the same thing, and that is  
17 one of the aspects of reform that we will be acting on in  
18 this year's NDAA.

19 Secretary Murphy, to each member of the committee, if  
20 you would send a letter describing what actions are being  
21 taken on this whole issue of mental health, suicide, I would  
22 appreciate it. Obviously, from what you have heard today,  
23 there is significant interest in the issue, as there is  
24 amongst the American people. We have to work on this  
25 suicide rate not only of active duty personnel, but we also

1 know that 8,000 veterans a year are committing suicide as  
2 well. And that has to be one of our highest priorities.

3 So we thank you for your very forthright testimony. I  
4 think this has been a very beneficial hearing, and I thank  
5 you.

6 Senator Reed?

7 Senator Reed: I just second those comments, Mr.  
8 Chairman, and thank the witnesses for their service and  
9 their testimony. Thank you, Mr. Chairman.

10 Chairman McCain: And you are still too young, Mr.  
11 Murphy.

12 [Laughter.]

13 The Chairman: The committee stands adjourned.

14 [Whereupon, at 11:56 a.m., the hearing was adjourned.]

15

16

17

18

19

20

21

22

23

24

25