

NOT FOR PUBLICATION UNTIL  
RELEASE BY THE HOUSE  
ARMED SERVICES COMMITTEE

**STATEMENT OF**  
**ADMIRAL JONATHAN GREENERT**  
**VICE CHIEF OF NAVAL OPERATIONS**  
**BEFORE THE**  
**HOUSE ARMED SERVICES COMMITTEE**  
**SUBCOMMITTEE ON READINESS**  
**ON**  
**TOTAL FORCE READINESS**  
**JULY 26, 2011**

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Chairman Forbes, Congresswoman Bordallo, and distinguished members of the House Armed Services Readiness Subcommittee, it is an honor for me to be with you representing the over 600,000 Navy men and women – active, reserve, and civilian. As we have done for more than 235 years, today our Navy is forward-deployed around the world protecting our national security and prosperity. Our dedicated Sailors are operating globally at sea, on land, in the air, and in space and cyberspace. I appreciate your continued support for them and their families.

As the demand for our Navy continues to grow, our Maritime Strategy, issued more than three years ago with the Marine Corps and the Coast Guard, continues to guide our Navy's operations and investments. Its core tenets are enduring and our Navy is executing daily the six core capabilities it articulates for our sea Services: forward presence, deterrence, sea control, power projection, maritime security, and humanitarian assistance and disaster response. The Navy is providing ready forces to the Combatant Commanders today, and our current year (FY11) funding, including Overseas Contingency Operations (OCO) funding, is meeting the Fleet's requirements. The first priority in our budget submission for the readiness accounts in FY12 was to continue to provide our front line warfighters with the funding they require to accomplish their missions. We also continue our initiatives to improve the overall readiness of our surface ships, and execute our maintenance accounts within an acceptable level of risk. Although we have taken steps to reduce reliance on OCO for baseline requirements in our operations accounts in the FY12 budget submission, Navy Fleet operations and maintenance remain dependent on OCO. Ashore, we have focused the FY12 request on maintaining critical capabilities in support of the warfighter, but continue to take some risk in recapitalization of our shore infrastructure in order to meet operational requirements.

Our future readiness depends first on maintaining the right balance between our current readiness requirements and the procurement of future platforms and capabilities. To deliver a

ready Navy in the future, we must achieve the expected service life of our current ships and aircraft which will make up a significant portion of the future force. Within our current top line budget, that requires that we limit demand for Navy forces to a level that is sustainable within our planned force structure over the long term.

The following sections address current Navy readiness and trends, our future readiness challenges, and the expected readiness outcomes of the President's Budget for FY12.

### **The Navy Today**

Our Navy continues to meet planned global operational commitments and respond to crises as they emerge. We remain engaged in operations in Afghanistan and in Iraq. Our Navy has more than 12,000 active and reserve Sailors on the ground and another 15,000 at sea in Central Command, including the ongoing support of 4,260 Individual Augmentees to both operations. Our aircraft carrier air wings provide about 30 percent of the close air support for troops on the ground in Afghanistan; our Navy and Marine Corps pilots fly almost 60% of electronic attack missions there.

Because our national interests extend beyond Iraq and Afghanistan, so do the operations of our Navy. Over the last year, more than 50 percent of our Navy has been underway daily; globally present, and persistently engaged. Last year, our Navy provided deterrence against North Korea; conducted counter-piracy operations in the Indian Ocean and North Arabian Sea with a coalition of several nations, and trained local forces in maritime security as part of our Global Maritime Partnership initiatives in Europe, South America, Africa and the Pacific. Our ballistic missile submarines continue to provide the most survivable leg of our strategic deterrence triad; Navy forces in the Sixth Fleet supported NATO operations in Libya; and, our Maritime Ballistic Missile Defense capable ships provided theater BMD in Europe, the Middle East and the Pacific. Navy responded with humanitarian assistance and disaster relief to the

earthquake in Haiti, the flooding in Pakistan, and the earthquake and tsunami in Japan; and, conducted the world's largest maritime exercise, Rim of the Pacific (RIMPAC), which brought together 14 nations and more than 20,000 military personnel, to improve coordination and trust in multi-national operations in the Pacific. Navy sealift continues to deliver the "lion's share" of heavy war and humanitarian equipment in the Central Command and Pacific Command areas of responsibility, while Navy logisticians operate the seaport and airport facilities that ensure this vital materiel arrives on time. Our Sailors remain forward throughout the world, projecting US influence, responding to contingencies, and building international relationships that enable the safe, secure, and free flow of commerce that underpins our economic prosperity.

### **Remaining Ready to Fight**

The CNO's priorities for the Navy remain unchanged: to build tomorrow's Navy, to remain ready to fight today, and to develop and support our Sailors, Navy civilians, and their Families. We continue to advance our Navy in each of these areas thanks to your support.

Our Navy remains the most capable maritime force in the world. However, we are stretching our force to meet Combatant Commander requests. From 2000 to 2008, our Navy's ship-underway days increased by 15 percent, yet, the number of ships in the Fleet decreased by 10 percent. Greater demand for Navy forces has led to longer deployments and shorter dwell, or "turnaround times," which increase stress on our Sailors and force structure, and drive up maintenance requirements for our ships and aircraft. Our Navy is different from other Services in that we "reset in stride"; that is, we rely upon regular, rotationally scheduled maintenance of our ships and aircraft, and training and certification of our crews between deployments, to sustain our force. Our Navy's "continuous reset," when executed properly, translates into decades of service for each ship and aircraft, a significant return on investment.

Our FY12 budget submission achieves the optimal balance among the CNO's priorities. Although it relies on a combination of "base budget" and Overseas Contingency Operations (OCO) funding, it reduces the extent to which we rely on OCO funding for our enduring Combatant Commander missions. Our FY12 request continues the effort we started two years ago to reduce the cost to own and operate our Fleet, particularly the overhead. We leveraged the opportunity presented by Secretary Gates to reduce overhead costs, and applied the savings to warfighting capability and capacity, by executing a deliberate, thoughtful, and integrated approach to finding efficiencies that improve the long-term sustainability of our force. We are taking steps to buy smarter, streamline our organizations and operations, realign manpower, and pursue energy efficiencies. Through these efforts, and with your support, we will improve readiness, improve warfighting capabilities, optimize organizations, and increase the number of ships and aircraft in our procurement plans.

### **Assuring Future Readiness**

Our Navy continues to conduct a high tempo of global operations, which we expect to continue even as forces draw down in Afghanistan. Global trends in economics, demographics, resources, and climate change portend an increased demand for maritime presence, power, and influence. America's prosperity depends on the seas: 90 percent of world trade moves on the world's oceans, and underwater telecommunications cables facilitate about \$3.2 trillion of commerce each year. As new trade patterns emerge, such as those that will result from the expansion of the Panama Canal and the opening of the Arctic, and as disruption and disorder persist in our security environment, maritime activity will evolve and expand. Seapower allows our nation to maintain U.S. presence and influence globally and, when necessary, project power without a costly, sizeable, or permanent footprint ashore. We will continue to maintain a forward-deployed presence around the world to prevent conflict, increase interoperability with

our allies, enhance the maritime security and capacity of our traditional and emerging partners, confront irregular challenges, and respond to crises.

Both current and future readiness must be assessed from the perspective of the Navy as a part of the Joint force. Under the Joint Staff's Global Force Management (GFM) process, the Combatant Commanders' requirements are sourced across all available Joint capabilities. Navy's global presence with credible combat power guarantees our access and freedom of action over, on, and under the sea. We are teaming with the Air Force and Marine Corps to develop the Air Sea Battle concept that will identify the doctrine, organization, training, procedures, and equipment needed for our Navy to counter growing military threats to our freedom of action. This joint effort will inform the conceptual, institutional, and material actions needed to employ integrated forces that support U.S. operations to project power and influence, protect allies and partners, and secure our national objectives in peace and war.

Our FY12 base budget and OCO funding requests balance the need to meet increasing operational requirements, sustain our Sailors' proficiency, and conduct the maintenance required to ensure our ships and aircraft reach their full service lives. Highlights of initiatives that ensure our Navy remains ready to fight today and in the future follow.

### **Afloat Operations**

The Fleet Response Plan (FRP) remains the construct for Navy force generation. It is designed to maintain, train and certify individual units and task groups in defined, progressive levels of readiness and employability to meet both deployed and surge requirements of the Combatant Commanders in accordance with the GFM allocation plan. While Navy is meeting all Joint Staff directed GFM commitments, we continue to experience a tempo of operations higher than anticipated or designed in our Fleet Response Plan. Sustainment of this high tempo remains dependent upon the OCO budget as well as the necessary time to train and maintain the

force. Although our approach to “reset-in-stride” a traditional rotational force has enabled Navy to maintain an acceptable and stable overall readiness posture, the current increased demand (and resulting extended deployments) have compressed or reduced training and compressed the time to execute intermediate level and unit level maintenance. This is reflected in a slight, and consistent, downward trend in some indicators of material readiness since 2007. Ultimately, it will impact the expected service life of our ships and aircraft over the long run unless we also “reset FRP” to a demand signal that is balanced and requisite with our force structure.

### Ship Operations

The FY12 budget (baseline plus OCO) request provides the Ship Operations account with funding for an average of 58 steaming days per quarter (deployed) and 24 steaming days per quarter (non-deployed). This level of ship operations enables the Navy to execute required FRP training/certification requirements. Measures, such as increased use of simulators, concurrent scheduling and execution of multiple training and certification events while underway, and the judicious use of fuel use these resources most efficiently.

### Air Operations (Flying Hour Program)

The Flying Hour Program (FHP) account provides for the operation, maintenance, and training of ten Navy carrier air wings, three Marine Corps air wings, Fleet Air Support (FAS) squadrons, training commands, Reserve forces, and various enabling activities. The FY12 budget (baseline plus OCO) resources the FHP account to achieve required Training-rating (T-rating) levels for Navy and Marine Corps squadrons. With this requested funding, tactical aviation squadrons conduct strike operations, provide flexibility in dealing with a wide range of conventional and irregular threats, and provide long range and near range protection against airborne surface and sub-surface threats. FAS squadrons provide vital Fleet logistics and intelligence. The Chief of Naval Air Training trains entry-level pilots and Naval Flight Officers,

and Fleet Replacement Squadrons provide transition training in our highly capable, advanced Fleet aircraft. Reserve Component aviation provides adversary and logistics air support; makes central contributions to the counter-narcotics efforts; conducts mine warfare; and augments maritime patrol, electronic warfare, and special operations support.

Navy is increasing the use of simulation to reduce non-deployed flying hours and is continuing to invest in new simulators. We are also investing in improvements to existing simulators to enable further reductions in aircraft flying hours while maintaining requisite training levels for deployed operations.

### Navy Expeditionary Forces

Expeditionary Navy forces support the Combatant Commanders by deploying security, construction, logistics and training units. These capabilities are expected to remain in demand supporting OND/OEF missions in CENTCOM, and the global long-term, steady state security posture. The FY12 budget (baseline plus OCO) provides specific expeditionary capabilities, supporting both Joint and Navy requirements, in explosive ordnance disposal, mobile diving and salvage, riverine operations, maritime civil affairs, and intelligence, and meeting the adjudicated GFM requirement.

### **Shore Operations**

Shore infrastructure supports and enables fleet readiness. It is an essential element to the quality of life and quality of work for our Sailors, Navy civilians, and their families. However, continued high operational and fiscal demands have led Navy to balance resources and requirements, and take deliberate risk in certain areas ashore to enable critical warfighting needs. Accordingly, our future shore readiness, particularly the recapitalization of our facilities and infrastructure, remains at risk.

To make judicious use of today's available resources, Navy is targeting our shore investments that have the greatest impact on warfighting readiness and the quality of life of our Sailors and their Families. We are focusing sustainment efforts on bachelor quarters and mission-critical facilities such as shipyards, airfields, hangars, piers and dry docks. Likewise, we are directing investments ashore toward the recapitalization of those same critical assets, and the construction and modernization of new mission and warfighting-related support facilities. Despite today's fiscal challenges, Navy continues to fully support air and port operations and key shore initiatives such as nuclear weapons security, bachelor housing, family services and shore energy improvements.

## **Maintenance Accounts**

### Ship Maintenance

Keeping our ships in acceptable operating condition is vital to their ability to accomplish assigned missions, now and in the future, and reach their expected service life, a key factor in the Navy's 30-Year Shipbuilding Plan. Surface ships, aircraft carriers and submarines currently in commission comprise approximately 70% of the ships that will be in service in 2020. Reaching expected service life requires an integrated engineering approach to research, plan, fund, and execute the right maintenance. Ship depot maintenance is the single biggest account affecting surface ship readiness.

The FY12 budget request (baseline plus OCO) resources the ship maintenance account to 94 percent, representing a \$900M increase since 2008. This funding level represents the best balance between current force readiness and building the future force within available funding. In this request, we continue actions to reverse the negative trend of surface ship readiness by initiatives such as moving 1,129 Sailors from shore billets to our ships to enable maintenance, training, and to meet operational demands. Further, this will enhance pierside shipboard Planned

Maintenance while improving Sailor home tempo. We are improving our ability to research, plan and execute maintenance by increasing manning at our Regional Maintenance Centers (RMCs), by institutionalizing our engineered approach to surface ship maintenance, converting the successes of our Surface Ship Lifecycle Maintenance (SSLCM) initiative, instituted two years ago, into the Surface Maintenance Engineering Planning Program Activity (SURFMEPP), and continuing the work of the Naval Sea Systems Command (Code SEA-21) staff. While there will be some near-term return on investment from these actions, the long-term payoff will be realized through the pride of ownership, high standards, and commitment to quality in the next generation of surface Sailors. Navy will monitor the outcome of these initiatives as they continue over the next several years, adjusting as results dictate to achieve the necessary readiness improvement.

#### Aviation Maintenance

The Aviation Depot Maintenance account provides operational aviation units sufficient Ready for Tasking (RFT) aircraft to accomplish assigned missions. As a result of additional funding provided by Congress, we expect to complete FY11 with no backlog in either airframe or engine maintenance. The FY12 budget request (including OCO) resources the Aviation Depot Maintenance account to 95 percent of modeled requirement, and funds the repair and overhaul of 742 airframes and 2,577 engines. This will result in an acceptable projected backlog of 23 airframes and 162 engines, which is moderate, and below our one year backlog goal of 100 airframes and 340 engines. The Naval Aviation Enterprise (NAE) “AIRSpeed” strategy continues cost-wise readiness initiatives, focusing efforts to reduce the cost of end-to-end resourcing, increase productivity, and improve the operational availability of aircraft. This strategy provides a robust capability to use efficiencies to manage the highest priority requirements.

## **Training Readiness: Connecting us to Our Future Force**

Navy recently received recognition for high quality training and development programs. Most recently, Navy was honored by *Training Magazine* as one of the premiere training organizations in the country, ranking seventh out of 125 evaluated organizations. We remain committed to seeking out best practices and benchmarking our programs against the best.

Education and training are strategic investments, enabling us to develop a highly-skilled force to meet the demands of the Maritime Strategy and the Joint force. Our FY12 education and training budget supports increased investments in curricula, technical training equipment, and instructors for critical mission areas such as integrated air & missile defense including Ballistic Missile Defense, cyber, propulsion engineering and anti-submarine warfare. Simulators continue to present significant opportunities for increasing training capability, capacity, and effectiveness across the Fleet, while controlling operating costs, minimizing stress on equipment and reducing risk to the safety of our Sailors. The FY12 budget request supports continued investments in simulator technologies.

The Fleet Synthetic Training program continues to serve as the backbone of our networked simulation capability to support training and certification from the unit level through Joint and coalition warfare. In FY12, additional capabilities are included for training and certification for the Maritime Ballistic Missile Defense mission. This capability will meet the full training requirement in a virtual environment.

### **Conclusion**

In a speech earlier this year<sup>1</sup>, the CNO captured the role of the Navy in meeting the challenges of global security as he noted: *“I’m not alone in observing that the United States*

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<sup>1</sup> ADM Gary Roughead, USN, Chief of Naval Operations, at the Surface Navy Association Annual Symposium, January 13, 2011

*faces a test to its global leadership today and for the foreseeable future. Yet no nation is better equipped to lead in the international system, and no Service is better suited to present the agile and the right power we will need in the emerging security environment. The United States global presence in defense of free access to the global commons remains invaluable and cannot be replaced.”* Together with the U.S. Marine Corps, and with the Joint force, our Allies, and new partners, Navy remains ready to defend our Nation, and the common interests of the community of nations, from those countries or other actors who would seek to harm us.

In that spirit, for FY12, we have balanced our resources to sustain Navy readiness today within acceptable risk in each of the core capabilities defined in our Maritime Strategy, while building the capacity to sustain the Navy of the future. We look forward to working with the Congress to address our future challenges, and thank you again for your support of the Navy’s mission and particularly for your commitment to the welfare of our Sailors, Navy civilians, and their families. I request the Committee’s continued support of our FY 2012 budget request.