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HOUSE ARMED SERVICES COMMITTEE

STATEMENT BY
ADMIRAL GARY ROUGHEAD
CHIEF OF NAVAL OPERATIONS
BEFORE THE
HOUSE ARMED SERVICES COMMITTEE
ON
THE COOPERATIVE STRATEGY FOR 21ST CENTURY SEAPOWERS
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Admiral Gary Roughead

Adm. Roughead is a 1973 graduate of the United States Naval Academy.

Among his six operational commands, Adm. Roughead was the first officer to command both classes of Aegis ships, having commanded USS *Barry* and USS *Port Royal*.

As a Flag Officer, Adm. Roughead commanded Cruiser Destroyer Group 2, the *George Washington* Battle Group; and U.S. Second Fleet/NATO Striking Fleet Atlantic and Naval Forces North Fleet East.

Ashore, he served as Commandant, United States Naval Academy, the Department of the Navy's Chief of Legislative Affairs, and as Deputy Commander, U.S. Pacific Command.



Adm. Roughead is one of only two officers to have commanded the Fleets in the Pacific and Atlantic, commanding the U.S. Pacific Fleet and Joint Task Force 519, as well as Commander, U.S. Fleet Forces, where he was responsible for ensuring Navy forces were trained, ready, equipped and prepared to operate around the world, where and when needed.

Adm. Roughead's awards include the Defense Distinguished Service Medal, Navy Distinguished Service Medal, Defense Superior Service Medal, Legion of Merit, Meritorious Service Medal, Navy Commendation Medal, Navy Achievement Medal, and various unit and service awards.

Adm. Roughead became the 29th Chief of Naval Operations on 29 September 2007.

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ADMIRAL GARY ROUGHEAD
CHIEF OF NAVAL OPERATIONS

Chairman Skelton, Congressman Hunter, and distinguished Members of the Committee, it is an honor to appear before you today representing the dedicated men and women, Sailors and civilians, of the United States Navy. I appreciate the opportunity to discuss *The Cooperative Strategy for 21st Century Seapower*, our nation's new maritime strategy.

The United States is and has been from its founding, a maritime nation. Preserving the security of our homeland and people, ensuring the free flow of commerce, and sustaining partnerships with other nations are enduring American interests enabled by the ability of our maritime forces – our Navy, Marine Corps, and Coast Guard – to operate over, on, and under the seas. Our citizens rely upon American seapower to protect our way of life – our prosperity and security.

Our connection with the maritime domain is shared globally: nearly three-quarters of the world is water; 80 percent of the world's population lives on or near the coastline; and 90 percent of the world's trade, including two-thirds of the world's petroleum, moves on the oceans to market. Yet, today, the nations are competing for global influence in an era in which there is unlikely to be total war or total peace. The challenge for our maritime Services is to remain a balanced maritime force, and apply seapower in a manner that protects our vital national interests while promoting greater collective security, stability, and trust. Without question, defending our homeland and defeating adversaries in war remain the indisputable ends of seapower; however, we must apply seapower more broadly to secure our national interests.

The Cooperative Strategy for 21st Century Seapower articulates an approach that integrates seapower with other elements of national power in cooperation with our friends and allies. Our desire is to move beyond episodic involvement and execute a strategy that ensures security and prosperity. We want to foster an environment where the United States enables friends and Allies to fulfill their own security requirements. To achieve this end and encourage a peaceful global system, our maritime Service must integrate our capabilities across the full spectrum of military operations.

Recognizing the need for a more global and integrated approach, our strategy addresses changes to the global system that have taken place since the Navy published its last maritime strategy during the Cold War. Our new strategy places renewed emphasis upon the importance of forward presence, expeditionary warfare, peacetime operations, and crisis response missions highlighted in the Navy strategic whitepapers "...From the Sea" (1992) and "Forward...From the Sea" (1994).

Our new strategy represents unprecedented collaboration between our Navy, Marine Corps, and Coast Guard, both in the formulation of the strategy and in its implementation. That all three maritime Service chiefs have signed this strategy and appear before the Committee today is a testament to our commitment to integrating our efforts in protecting our nation's vital interests.

The collaboration to produce this strategy also includes the input of the American public. Through a series of “Conversations with the Country” over the past year, maritime Services leaders spoke with business leaders, the academic community, and the general public who shared what they expect from their maritime Services. These insightful discussions revealed that the American people want their maritime Services to remain strong, to defend the homeland, and to protect American citizens. The conversations indicated that the American people understand that our security and prosperity are linked to the security and prosperity of the world, and that preventing wars is just as important as winning wars. Public input helped frame our thinking as we vetted the drafts of our strategy through modeling and simulation at the Naval War College to evaluate the feasibility and practicality of our strategy under current and potential security scenarios.

Today, the United States is the world’s preeminent maritime power. While we often call attention to the brave actions and audacious victories of our Sailors, Marines, and Coast Guardsmen at sea and on land, we often overlook the daily and steadfast contribution of our maritime Services to our nation’s security and prosperity. Indeed, it is the Navy’s constant presence, the Marine Corps quick response to crises, and the Coast Guard’s watchful patrols that preserve our security and prosperity and enable our way of life in both peace and war.

The maritime strategy recognizes the unique contributions of the maritime Services in each of the six capabilities it describes. The capabilities are:

1. Forward Presence

Maritime forces will be forward deployed, especially in an era of diverse threats to the homeland. Operating forward enables familiarity with the environment, as well as the personalities and behavior patterns of regional actors. Mindful of the sovereignty of other nations, this influence and understanding contributes to effective responses in the event of crisis. Should peacetime operations transition to war, maritime forces will have already developed the environmental and operational understanding and experience to quickly engage in combat operations. Forward presence also allows us to combat terrorism as far from our shores as possible. Where and when applicable, forward deployed maritime forces will isolate, capture, or destroy terrorists, their infrastructure, resources and sanctuaries, preferably in conjunction with coalition partners.

2. Deterrence

Preventing war is preferable to fighting wars. Deterring aggression must be viewed in global, regional, and transnational terms via conventional, unconventional, and nuclear means. Effective Theater Security Cooperation activities are a form of extended deterrence, creating security and removing conditions for conflict. Maritime ballistic missile defense will enhance deterrence by providing an umbrella of protection to forward-deployed forces and friends and allies, while contributing to the larger architecture planned for defense of the United States. Our advantage in space—upon which much of our ability to operate in a networked, dispersed fashion depends—must be protected and extended. We will use forward based and forward deployed forces, space-based assets, sea-based strategic deterrence and other initiatives to deter those who wish us harm.

3. Sea Control

The ability to operate freely at sea is one of the most important enablers of joint, combined, and interagency operations, and sea control requires capabilities in all aspects of the maritime domain, including space and cyberspace. There are many challenges to our ability to exercise sea control, perhaps none as significant as the growing number of nations operating submarines, both advanced diesel-electric and nuclear propelled. We will continue to hone the tactics, training and technologies needed to neutralize this threat. We will not permit conditions under which our maritime forces would be impeded from freedom of maneuver and freedom of access, nor will we permit an adversary to disrupt the global supply chain by attempting to block vital sea-lines of communication and commerce. We will be able to impose local sea control wherever necessary, ideally in concert with friends and allies, but by ourselves if we must.

4. Power Projection

Our ability to overcome challenges to access and to project and sustain power ashore is the basis of our combat credibility. Amphibious operations, strike warfare, information operations, and naval special warfare deliver flexible, scalable, and sustainable offensive capabilities at a time and place of our choosing. Our advantages will be sustained through properly sized forces, innovative technologies, understanding of adversary capabilities, adaptive joint planning processes and the proficiency and ingenuity of our Sailors, Marines, and Coast Guardsmen. We will maintain a robust strategic sealift capability to rapidly concentrate and sustain forces, and to enable joint

and/or combined campaigns. This capability relies on the maintenance of a strong U.S. commercial maritime transportation industry and its critical intermodal assets. Power Projection will continue to be a critical and unique maritime Service contribution to our national security.

5. Maritime Security

The creation and maintenance of security at sea is essential to mitigating threats short of war, including piracy, terrorism, weapons proliferation, drug trafficking, and other illicit activities. Countering these irregular and transnational threats protects our homeland, enhances global stability, and secures freedom of navigation for the benefit of all nations. Key to maritime security is the awareness of everything moving above, on, and under the ocean, or maritime domain awareness. Our maritime forces enforce domestic and international law at sea through established protocols such as the *Maritime Operational Threat Response Plan* (MOTR). We also join navies and coast guards around the world to police the global commons and suppress common threats.

Maritime security is demonstrated in varying forms. Recently the USS JAMES E. WILLIAMS interceded during an act of piracy against a North Korean merchant near Somalia. We participated in Malabar 2007, a Theater Security Cooperation (TSC) engagement where our maritime Services engaged India and other nations through training exercises focused on promoting security. We continue to collaborate with Canadian authorities using the Vessel Traffic Service (VTS) that enables an accurate

account of shipping transiting in and around the Strait of Juan de Fuca between Washington state and British Columbia.

6. Humanitarian Assistance and Disaster Response (HA/DR)

Building on relationships forged in times of calm. These relationships establish cooperation, common operating procedures, and trust. While we have consistently proven that we can surge materiel and people anywhere in the world in times of crisis, the one thing we cannot surge is trust. We will continue to mitigate human suffering as the vanguard of interagency and multinational efforts, both in a deliberate, proactive fashion and in response to crises. Human suffering moves us to act, and the expeditionary character of maritime forces uniquely positions them to provide assistance. Our ability to conduct rapid and sustained non-combatant evacuation operations is critical to relieving the plight of our citizens and others when their safety is in jeopardy.

Our response to the devastation of the Southeast Asia tsunami in December 2004, Hurricane Katrina in August 2005, and the cyclone in Bangladesh just last month have allowed our nation to provide desperately needed relief in a time of need. We do this, because it is the right thing to do. Our actions send a message to the world that United States seapower promotes security and stability in cooperative ways that do not necessarily resemble conventional applications of seapower. In addition to direct support and compassion for our friends and allies around the world, there is a by-product that engenders trust and invites further cooperation in addressing our collective security interests.

Resourcing and sustaining a powerful fleet of ships, submarines, and aircraft as well as the people and infrastructure that operate and support them are critical to our ability to implement our new strategy. Implementing the strategy will be my focus over the next four years as CNO.

Implementing the Strategy

Implementing the maritime strategy poses unique challenges to each maritime Service. The Marine Corps is actively involved in sustained operations ashore, yet it faces increasing pressure to develop its force for the future. The Coast Guard is the first to board ships while overseas, yet they patrol our coastlines daily, saving lives and preventing harm to the homeland and our precious environment. I applaud my counterparts for their vision and determination to make this strategy work.

For the Navy, the new strategy is the capstone document within a family of strategic guidance. It provides the basis for the Naval Operations Concept (NOC) and the Navy Strategic Plan (NSP). The NOC describes how, when and where the Navy-Marine Corps team will fight and operate to meet the security challenges of the 21st century. The NSP translates strategy into guidance for the development of the Program Objective Memorandum (POM). The NSP guides the application of resources in order to optimize the current and future force while addressing the very real constraints of people, time, and money that we face now and in the years to come. The NSP for POM-10 will align the FY2010 budget submission to our new strategy.

VISION

My vision for the Navy is as follows:

“The United States Navy will remain the preeminent maritime power, providing our country a global naval expeditionary force committed to global security and prosperity. We will defend our homeland and our Nation's vital interests around the world. We will prevent war, dominate any threat, and decisively defeat any adversary. The Navy will remain a powerful component of Joint warfare by exploiting cutting edge technology and cooperating closely with the other Services, the interagency community, allies, and international partners. We will remain a superbly trained and led team of diverse Sailors and civilians, who are grounded in our warrior ethos, core values, and commitment to mission readiness and accomplishment.”

My vision aligns with our new strategy in that it recognizes the need to remain a credible combat force while providing the forward presence, maritime security, and crisis response capabilities that contribute to global security and prosperity. My vision also recognizes the importance of our Sailors and Navy civilians, the Joint force, and technology, which underpin our success.

FOCUS AREAS

To achieve my vision and implement our new strategy, I will balance the Navy's efforts among the three focus areas that I identified at my confirmation hearing: to build the future force; to maintain warfighting readiness; and to develop and support our Sailors and Navy civilians.

A resource constrained environment complicates that balance. While the FY2009 budget will reflect the commitment to my focus areas, we are already analyzing the required force structure and budgetary changes that will be necessary in the FY2010 budget to optimize our force. Your assistance will be critical as we move forward with integrating the core capabilities identified in our new strategy with our existing budget to improve the capability and capacity of our own military forces, as well as that of our partners.

Future Force

The 30 year ship building plan was designed to field the force structure to meet the requirements of the national security strategy and the Quadrennial Defense Review meeting the FY2020 threat. The 313 ship force represents the maximum acceptable risk in meeting the security demands of the 21st century. That is why in the context of our new strategy, I view 313 ships and the commensurate people, aircraft and infrastructure as a floor. Based on our new strategy, we will reexamine our previous force structure analysis to validate the minimum force structure and determine the optimum force size and mix across the capability areas. This

opportunity will allow us to align our ship and aircraft requirements with the new strategy, and produce a program that provides maximum stability for the industrial base.

In developing our optimum force size and mix, we must consider the quantity and balance of ships and aircraft required to fulfill the strategy. It is no longer feasible or affordable to purchase the most capable, multi-mission platform to predominantly execute tailored missions. The challenge for the Navy is to remain preeminent in traditional core naval capabilities while simultaneously enhancing our capability to conduct expanded core capabilities to ensure that naval power and influence can be applied on and from the sea, across the littorals, and ashore. Our new strategy addresses all required capabilities equally, but some capabilities require immediate attention, in particular our littoral capabilities.

My recent experiences as a Fleet Commander and the nature of operations in the foreseeable future place a greater emphasis on the littorals. Our ability to address the littoral threat is the Littoral Combat Ship (LCS). The mission modules provide the LCS with the ability to conduct anti-submarine warfare (ASW), mine warfare (MIW), and anti-surface warfare (SUW). LCS provides the flexibility that is required to meet the demand by providing forward presence, deterrence, sea control, power projection, maritime security, and HA/DR. We have learned several lessons from LCS and will apply these lessons in future ship development.

Cutting edge technology is part of the Navy's culture and identity, yet the technology environment has challenged our edge. The technology gap is closing; however, the costs associated are increasing. I intend to wisely invest in our research and development in order to

maximize the return on investment. Unmanned systems, cyberwarfare, ballistic missile defense, anti-submarine warfare and decision superiority are specific areas that could provide significant advances in the future.

Warfighting Readiness

The Fleet Response Plan (FRP) has enabled the Navy to increase operational availability and generate more forward presence on short notice than was possible in the past. It allows the Navy to respond to global events more robustly with a disciplined, deliberate process to ensure continuous availability of trained, ready Navy forces. The FRP allows the Navy to identify clearly the surge forces ready to conduct the previously mentioned six capabilities.

The FRP has and will continue to allow us to operate and protect our vital national interests in the Western Pacific, the Arabian Gulf, and the Indian Ocean. It allows us to broaden our engagement in South America and Africa and to deploy in new and creative ways to promote good will and trust. This allows us to conduct the full range of capabilities outlined in our new strategy.

Our readiness to win our nation's wars whenever and wherever they occur will remain the standard for preparedness. American and global stability and prosperity also requires readiness across the entire spectrum of military operations. The ability to rapidly transition from one mission to another, such as the non-combatant evacuation of Lebanon, can not be taken for granted.

The capabilities of our new strategy highlight that we will continue to be the dominant and most influential maritime force, globally and across all maritime mission areas. Our forces are forward deployed, maintaining sea control, deterring our enemies, and projecting power ashore. We continue to train in our traditional warfare areas; and, we will expand and refine our training to include additional skills while honing our ability to command operational level campaigns.

This summer's humanitarian assistance deployment of the USS PELILEU was an excellent example of how the FRP has allowed us to implement expanded capabilities under our new strategy, deploying outside its normal expeditionary strike group rotation. Previous readiness standards would have precluded this mission, but the FRP enabled PELILEU to provide unique regional capabilities beyond the traditional application of seapower. Its humanitarian assistance mission, along with the magnificent efforts of the hospital ships MERCY and COMFORT have demonstrated our commitment to support and compassion. Collectively they have a positive impact on the image of the United States and help build trust and confidence around the globe.

Another example of our expanded capabilities is the Global Fleet Station (GFS). GFS provides a visible, reassuring, and persistent sea base from which to interact with global maritime communities, thus supporting the regional engagement objectives of combatant commanders. The High Speed Vessel SWIFT recently completed the first GFS pilot in the Caribbean and South America with outstanding results. The USS FORT MCHENRY is

conducting a follow on GFS deployment in West Africa in the Gulf of Guinea region. These missions included joint, interagency, allied, and NGO personnel. Their contributions highlight the ability to unite to provide training and assistance to increase regional capabilities and capacities.

The wide range of operations at sea requires that we maximize every opportunity to gain and maintain proficiency at the ship/unit level, and integrate units in complex scenarios. Within our modern and sophisticated training ranges off the coasts of the continental United States and Hawaii, we conduct numerous U.S. exercises and training events with our friends and Allies, focusing on skills such as ASW, coordinated operations, and air operations. Through these exercises our Carrier and Expeditionary Strike Groups deploy ready and certified in all warfare areas. Recent public and legal debate have questioned our operations in many of these ranges and facilities citing environmental concerns. Our policies and procedures establish a needed level of safety, while allowing realistic training. We are committed to remaining good stewards of the environment; maintaining an open dialogue, and continuing to advance our scientific understanding of the impacts of our operations on the environment.

Our Sailors and Civilians

If we are to pace the security challenges of this century and execute our strategy, our Manpower, Personnel, Training and Education Enterprise must continue to evolve. We must recruit and retain high quality young men and women to lead the Fleet tomorrow. This will be a

more specialized, technically capable, better educated, more culturally diverse, and culturally aware Navy than today.

Globalization and the information revolution have changed the way we operate. Generational shifts have altered personal and professional expectations. It is critical that we stay ahead of these changes. Old models of recruiting, assigning, and compensating Sailors and Navy civilians are no longer sufficient. Today, increased competition for talent and changing employment expectations demand our Navy be an employer of choice for our citizens.

We must establish Sailor and civilian career paths that accommodate the greater breadth of learning and the depth of experience our strategy requires. We must adjust our personnel strategies to account for the dynamic nature of the demands on our people while providing required current and future capabilities. Creating the proper life work balance for our Sailors and Navy civilians will be crucial to retaining the talent we need to operate a capable Fleet. We are exploring expanded options that include opportunities for “on ramps” and “off ramps” toward a career long continuum of naval service. Success in delivering the kind of career options necessary to attract the Sailors of tomorrow will require your help to modernize outdated compensation and force management constructs to afford leadership the flexibility needed to lead emerging requirements and competitive employment markets. Your assistance will help us create career opportunities that deliver the force necessary to effectively and efficiently implement the Maritime Strategy.

In addition to personnel management, we are implementing our strategy by instilling in our workforce a focus on mission and individual readiness that is underpinned by a warrior ethos. We recognize that Sailors or Navy civilians experiencing personal challenges or confronting problems at home can become understandably distracted from the assigned mission. This is why we place an emphasis on Sailor readiness and family preparedness, including access to quality medical and dental care; pre- and post-deployment briefs for families with deploying Sailors; and robust family support services and organizations.

Force structure and the global security environment influence our ability to balance time at sea and time at home for our Sailors. We must continue to develop our people, Sailors and Navy civilians, with the correct mix of skill sets to conduct the full spectrum of naval operations is critical to the success of our strategy. Today's environment and the cooperative strategy require people have regional understanding and cultural understanding. We are taking steps to grow our cadre of Foreign Area Officers who specialize in specific regions, but we must do more. In our global Navy, every Sailor is an ambassador. Their interactions with foreign populations will shape perceptions of our Navy and the United States. Our efforts to increase cultural awareness skills equip our Sailors with the perspective necessary to operate effectively in the diverse global environment.

Conclusion

Our Navy has and will continue to give our nation global reach and persistent presence. This strategy reaffirms the use of seapower to influence actions and activities at sea and ashore.

The expeditionary character and versatility of maritime forces provide the United States the advantage of scaling its military presence in areas where access might be denied. The sea is a vast maneuver space, where the presence of maritime forces can be adjusted as conditions dictate to enable flexible approaches to escalation, de-escalation and deterrence of conflicts. United States seapower is a force for good, protecting our nation's vital interests even as it joins with others to promote global security and prosperity. The oceans and waterways of the world are and will increasingly become the domain for building a better tomorrow.

On behalf of all of our Sailors and civilians, I thank you for your continued support and commitment to our Navy. I look forward to working closely with you to make our maritime Services and nation more secure and prosperous.