

POSTURE STATEMENT OF  
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BEFORE THE 113<sup>th</sup> CONGRESS  
SENATE ARMED SERVICES COMMITTEE  
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Mr. Chairman and distinguished members of the Committee, thank you for this opportunity to address this committee, the second in my tenure as the 9th commander of United States Special Operations Command (USSOCOM).

USSOCOM is one of nine Unified Combatant Commands, yet it is distinct in that it exercises numerous Service, military department, and defense agency-like responsibilities. Under Title 10 U.S. Code Sections 164 and 167, it is my legal responsibility to organize, train and equip my force; to build a strategy that supports the goals and objectives of the Defense Strategic Guidance; and to provide combat ready forces to the President and the Secretary of Defense to meet the challenges of today's security environment.

**USSOCOM Strategy - SOF 2020**

In January 2012, the Secretary of Defense issued his Defense Strategic Guidance (DSG) and the Chairman followed with his Capstone Concept for Joint Operations (CCJO). The DSG describes the Joint Force of the future as "agile, flexible, ready" and possessing global reach, thereby directing "the joint force to

capitalize on networks and inter-dependency to maximize effectiveness in deterrence and evolving war." Building on this imperative, the CCJO envisions a "globally postured Joint Force... that quickly combine[s] capabilities with itself and mission partners across domains, echelons, geographic boundaries, and organizational affiliations." Special Operations Forces are uniquely suited to implement the guidance outlined in these documents. Specifically, SOF are "rapidly deployable...have operational reach... [are] persistent...and do not constitute an irreversible policy commitment." General Dempsey concluded his Capstone Document with the statement that military success in today's environment is "about building a stronger network to defeat the networks that confront us."

We live in a world in which the threats have become increasingly networked and pose complex and dynamic risks to U.S. interests around the world. These networks are diversifying their activities, resulting in the convergence of threats that were once linear. In today's environment, this convergence can have explosive and destabilizing effects - there is no such thing as a local problem. In the words of former Secretary of State Hillary Clinton, "Extremist networks squeezed in one country migrate to others. Terrorist propaganda from a cell in Yemen can incite attacks as far away as Detroit or Delhi. A flu virus in Macao can become an epidemic in Miami. Technology and

globalization have made our countries and our communities interdependent and interconnected. And today's threats have become so complex, fast-moving, and cross-cutting that no one nation could ever hope to solve them alone."

To address these problems, we must adopt a global perspective. With SOF deployed in over 75 countries on a daily basis, I can provide a global view of the problem and help link and synchronize global effects across geographic boundaries. However, as the SOCOM Commander, with some unique exceptions, I do not command and control any forces in combat or crisis. I am a "supporting commander" to the Geographic Combatant Commanders and the Chiefs of Mission (COMs). It is my job to provide them the best Special Operations Force in the world. It is their job, to employ those forces in support of U.S. policy. Special Operations Forces do nothing, absolutely nothing, without the approval of the President, the Secretary of Defense, the Geographic Combatant Commanders and the Chiefs of Mission — nothing. To best serve the interest of the GCCs and the Chiefs of Mission, SOCOM is developing a plan to enhance its already global force by networking with our U.S. interagency counterparts, and our foreign allies and partners around the globe. We aim to provide GCCs and Chiefs of Mission with improved special operations capacity and are aligning structures, processes, and authorities that enable the network.

## **The Global SOF Network**

Given strategic guidance, increasing fiscal constraints, and the networked and dispersed nature of conflict, SOF will play an increasingly critical role in the Joint Force of the future. And although SOF usually only garner attention for high-stakes raids and rescues, direct action missions are only a small part of what we do, albeit a very important part. USSOCOM will continue to ensure our nation has the best precision strike force in the world. We will not let up on that front. However, I'd like to emphasize that, in fact, on any given day USSOF are working with our allies around the world, helping build indigenous special operations capacity so that our partners can effectively deal with the threat of violent extremist groups, insurgents, and narco-terrorists - themselves. Indeed, SOF focuses intently on building partner capacity and security force assistance so that local and regional threats do not become global and thus more costly - both in blood and treasure.

Accordingly, with the support of the GCCs and Chiefs of Mission, USSOCOM is enhancing its global network of SOF to support our interagency and international partners in order to gain expanded situational awareness of emerging threats and opportunities. The network enables small, persistent presence in critical locations, and facilitates engagement where necessary or appropriate - all under the authority of the GCC and COM.

Through civil-military support elements and support to public diplomacy, SOF directly support interagency efforts to counter violent extremist ideology and diminish the drivers of violence that al-Qa'ida and other terrorists exploit. These efforts to prevent terrorist radicalization, recruitment, and mobilization are critical to defeating this dangerous ideology in the future; neither we nor our partners can kill our way to victory in this fight. These efforts require continuity and perseverance. Episodic engagement is inefficient and has the potential to create animosity due to unmet expectations by the governments and populations we are trying to support. Over the long-run, these proactive activities reduce strategic risk, protect American lives, and reduce the need for expensive response to terrorist attacks.

To this end, using already programmed force structure, USSOCOM is methodically enhancing the capabilities of the Theater Special Operations Commands (TSOCs) based on a multi-year deliberate process supported by detailed analysis and war gaming. The goal is to increase the capacity and capabilities of the TSOC and their assigned forces to the GCCs to conduct full spectrum special operations - ranging from building partner capacity (particularly in austere, high-risk or sensitive

environments) to irregular warfare and counterterrorism.

In partnership with the GCCs, COM, TSOCs, other U.S. Government agencies and partner nations, USSOCOM is working to develop opportunities to improve our partnership with regional Special Operations Forces. This approach was very successful in NATO, with the establishment of the NATO SOF Headquarters which allowed U.S. and partner nations to share information, improve interoperability and, when necessary, work together abroad. While the NATO construct is unique in the world, we believe there are other low-key opportunities that may present themselves in other regions of the world.

In addition to the SOF capacity inherent in all GCCs through the TSOCs, USSOCOM also employs Special Operations Liaison Officers (SOLOs) in key U.S. embassies around the world. SOLOs are in-country SOF advisors to the U.S. Country Team. They advise and assist partner nation SOF and help to synchronize activities with the host nation. Currently, there are SOLOs in Australia, Canada, United Kingdom, Jordan, Poland, Colombia, France, Turkey, Kenya, and Italy.

Similarly, as part of the global SOF network here at home, one-to-three person Special Operations Support Teams (SOSTs) work with our interagency partners in the National Capital Region (NCR). They comprise the SOF liaison network that assists in synchronizing DoD planning for training, exercises and

operations. Currently, we have SOSTs working within 19 U.S. Government departments and agencies.

Given the importance of interagency collaboration, USSOCOM is placing greater emphasis on its presence in the National Capital Region (NCR) to better support coordination and decision making with interagency partners. Thus, USSOCOM began to consolidate its presence in the NCR in early 2012. This is not a duplication of effort. We are focused instead on consolidating USSOCOM elements in the Washington D.C. region under the leadership of the USSOCOM Vice-Commander – who resides in Washington. Specifically, USSOCOM-NCR ensures that the perspectives and capabilities of interagency and international mission partners are incorporated into all phases of SOF planning efforts. The SOCOM NCR also conducts outreach to academia, non-governmental organizations, industry and other private sector organizations to get their perspective on complex issues affecting SOF.

At the USSOCOM headquarters in Tampa, the staff will serve as the focal point for coordinating information that supports USSOCOM warfighters. It is here that USSOCOM will maintain the global perspective on all SOF activities in support of the GCCs and U.S. Chiefs of Mission. As such, SOCOM will support operations, intelligence, logistics, planning, communications, and provide critical information to enable forward deployed SOF

to meet mission requirements. SOCOM will monitor SOF supporting campaigns, ensure that the Command is satisfying GCC theater requirements, maintain the global common operating picture for the SOF network, and monitor the readiness and availability of all U.S. SOF capabilities. The entire network will be enabled by the existing communications infrastructure. However, communication and information sharing must facilitate interconnectedness beyond the U.S.-only realm, and improve partner-nation capacity, interagency coordination, and stakeholder situational awareness by providing information technology infrastructure and communications services to unite U.S. and partner-nation SOF, plus other mission partners. This communications infrastructure will leverage existing networks and systems to avoid duplication of effort.

As a whole, the SOF network represents a way to improve the support to the GCCs and Chiefs of Mission and to empower a global effort with capable allies and partners. Recognizing that we have much to learn from each other, working with partner SOF will build mutual trust, foster enduring relationships, and provide new opportunities to affect shared challenges.

To this end, the SECDEF's authority to support foreign forces, irregular forces, and groups or individuals who support or facilitate ongoing military operations to combat terrorism – namely Section 1208 of the FY2005 NDAA – remains critical to



Special Operations. The drawdown of forces in Afghanistan will not diminish the need for 1208 authority. In fact, GCCs' demand for 1208 authority has increased, and the authority's utility is recognized as mission essential in winning their current fight.

### **Preserve the Force and Families**

A SOF Universal Truth is that "people are more important than hardware." We recognize that none of the efforts described in preceding paragraphs are possible without having the dedicated, professional SOF warriors to bring them to fruition. Hence, it is imperative that we do all that we can to preserve the force and care for their families. Therefore, to lessen the strain, we are seeking improvements in the predictability of SOF schedules – training, education, deployment, and rest.

USSOCOM must ensure our SOF warriors and their families are properly cared for and that we work to help them reduce the stress they face related to high operational tempos. Difficulty also occurs as forces reconnect and reintegrate into garrison and family activities. DOD provides preventive and responsive counseling, medical, psychological, and rehabilitative care to institutionalize the resiliency of our SOF warriors and their families.

Everyone in the fight has been significantly changed by their experiences. Providing the treatment our troops need and reducing the stigma associated with asking for help is a top

priority for all USSOCOM leaders. For our service members and their families, we are implementing programs identified as best practices and aggressively institutionalizing education for our Chaplains and Mental Health professionals to emphasize prevention-oriented care. Through human performance improvement, readiness, and spiritual growth, we hope to preserve our forces for the duration of their careers. Recognizing that the readiness of many of our service members is inextricably tied to the well-being and happiness of their families, we have sought to bolster the care afforded to them. Additionally, to increase the predictability of service members' time, USSOCOM will redouble our efforts to reach out to families by opening up communication channels at all levels of the command through innovative use of varied media. We are committed to sustaining our force and families and will not break faith with our SOF family.

Maximizing SOF readiness also requires an enhanced capacity to anticipate and proactively preserve and manage the future force. I am implementing an enterprise-wide PERSTEMPO capability that will provide commanders increased visibility, fidelity, and ability to manage SOF readiness down to the individual service-member level. Once fully implemented throughout the command by FY14, SOF commanders from the O-5 level and above will have a near real-time common operating picture of SOF readiness. This

new capability further enhances commanders' force management decision making, improves the quality of life for the SOF force, and offers promise for maximizing force readiness through improved recruitment, retention, and protection of investments in SOF personnel and the resources that enable them.

### **Acquisition Excellence**

Mobility, lethality, intelligence, surveillance, reconnaissance and survivability remain critical SOF enablers for the full spectrum of SOF operations. USSOCOM's unique acquisition authorities remain critical to meeting the rapid, information sensitive and operationally peculiar demands of Special Operations. Specifically, USSOCOM employs rapid and tailored acquisition strategies to modify Service-common equipment, enhance commercial items, or – when required – develop, procure and field SOF-peculiar equipment and services to respond to global requirements.

USSOCOM will continue its emphasis on equipping SOF operators as a system. Development, procurement and fielding of the SOF individual equipment system (i.e. individual protection, visual augmentation systems, weapons and sights) needs to suit the wide variety of SOF tasks and environments. The Tactical Combat Casualty Care (TCCC) system and use of Freeze Dried Plasma (FDP) will combine to help care for wounded operators in remote and

challenging environments, often at great distance from primary care facilities.

To meet the wide range of SOF missions, USSOCOM employs platforms that are both versatile and agile. For example, current acquisition efforts focus on equipping both manned and unmanned fixed wing assets with intelligence, surveillance and reconnaissance (ISR) capabilities suitable for diverse global requirements. The Non-Standard Aviation fleet of aircraft supports SOF intra-theater mobility, Aviation Foreign Internal Defense (AvFID), and manned ISR. The SOF fleet of Remotely Piloted Aircraft (RPA) – ranging from the man-portable RQ-20A Puma to the medium altitude MQ-9 Reaper – provides essential ISR capabilities and cutting edge sensor and communication technologies. USSOCOM's ability to efficiently modify service common ISR assets with capabilities such as high definition (HD) full motion video (FMV) provides game-changing, operational effects at relatively small investment.

USSOCOM is continuing to execute programs to modernize its rotary wing and maritime mobility fleets, replacing legacy equipment such as the MH-60 K/L, Mark V Naval Special Warfare Rigid Hull Inflatable boat (RHIB), and SEAL Delivery Vehicle in the coming years. On the ground, USSOCOM will maintain a family of special operations tactical combat vehicles with customizable, mission-specific payloads. A Non-Standard

Commercial Vehicle (NSCV) capability enables SOF operators to maintain a low profile among indigenous populations while providing necessary mobility and protection.

Global SOF rely on the SOF Information Environment (SIE) to achieve full operational potential. Within the SIE, USSOCOM will continue to incorporate a SOF Deployable Node (SDN), a family of Wide Band SATCOM systems, and increased access to SIE voice, data and video services to deployed headquarters and operational elements. Simultaneously, USSOCOM will continue its efforts to downsize system profiles and footprint through engineering efficiencies of common and scalable components amongst SDN variants, provide SIE access to tactical wireless users through SDN, and focus current efforts on providing SIE access to maritime and ground mobility platforms.

USSOCOM's Science and Technology (S&T) Directorate continues to pursue technology innovation, and utilizes a Special Operations Advanced Technology collaborative process for SOF-centric, S&T development. This process allows better synchronization of SOF-related technology initiatives with the Department of Defense and other government agencies to leverage external capital opportunities that address SOF capability gaps. S&T's near-term technology development efforts are focused on providing SOF operators with all-digital, multi-spectral visual augmentation systems and advanced novel materials to improve

protection and survivability for personnel and platforms.

### **Responsible Resourcing and Service Support**

Despite an increase in operational commitments over the last decade, we have been able to sustain our obligation to appropriately organize, train, and equip the warriors from whom we ask so much. We are aware of current budget uncertainties, and are therefore committed to only prudent use of resources provided to us by the taxpayers. I am committed to exercising common-sense steps to cost-cutting and cost-avoidance. The Command has begun to restructure and realign resources to support the SOF 2020 vision which reflects the nation's strategic priorities. Currently, we are able to execute the vision I have outlined in this document without any increase in either civilian or military manpower outside of current programmed growth or additional funding. I will continue to manage cost-growth in acquisition programs, and implement requirements of the Combatant Commanders, Executive Order mandates, and DoD auditability guidance.

USSOCOM has successfully used the Rapid Acquisition Authority to source a validated Joint Urgent Operational Needs (JUON) Statement for Intelligence, Surveillance and Reconnaissance activities. USSOCOM will rely more heavily on this authority

within the future fiscal environment.

The Command's ability to execute rapid acquisition of its materiel and service programs is essential to deliver and field critical requirements and new technologies. USSOCOM's capacity to maintain a competitive advantage on the battlefield depends on out-thinking and outpacing the enemy in speed, technology, equipment, and maneuverability. SOF capabilities are directly related to investments we make through our procurement budget.

USSOCOM, like the Services, has seen an extraordinary increase in operational tempo. Through advanced technologies, the battlefield has become smaller, highlighting a need for continued interoperability among the Services and SOF. SOF's reliance on the Services for institutional training, installation services and support – particularly in forward deployed locations where SOF can only sustain itself for short periods of time – remains critical. The Services' support for SOF's global persistent presence and annual deployments to over 100 countries is both vital and very much appreciated.

### **Conclusion**

Budget uncertainties which face the Department of Defense and USSOCOM are of great concern in Fiscal Year 2013. The SOF network, as a vital tool to support the President and SECDEF's national defense strategy, seeks a strong and flexible global network of SOF, United States government partners, and partner

nations. We are working tirelessly to provide SOF capabilities and capacity to GCCs and Chiefs of Mission; capabilities and capacities that are supported by the required structures, processes, and authorities necessary for success. In the immediate future, and as stated by Chairman Dempsey, the "Joint Force 2020 must protect...against threats that routinely span regional boundaries." Notably, as presented by former Secretary Clinton at the International Special Operations Forces Week in May of last year, "Special Operations Forces exemplify the ethic of smart power - fast and flexible, constantly adapting, learning new languages and cultures, dedicated to forming partnerships where we can work together." Your support will ensure USSOCOM's continued ability to successfully address the most challenging security demands of our nation.