

Statement by

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Introduction

Chairman Saxton, Representative Meehan, and distinguished members of the committee: thank you for inviting me here today to present you with an update on where the Department of Defense is heading regarding Irregular Warfare.

As the 2005 Quadrennial Defense Review stated, the United States is involved in a “Long War.” This war is irregular in its nature and our enemies are not traditional, conventional military forces but rather dispersed, global terrorist networks that exploit Islam to advance radical political aims. Three factors have intensified the danger of this irregular warfare challenge: the rise of extremist ideologies, the absence of effective governance in many areas of the world, and the potential for these enemies to acquire weapons of mass destruction.

Irregular Warfare Definition

Irregular Warfare is a form of warfare and has a long history. Unlike traditional warfare, which focuses on defeating an adversary’s military forces, the focus of Irregular Warfare is on the legitimacy of the relevant political authority. Irregular Warfare favors indirect approaches, though it may employ the full range of military and other elements of national power, to erode an adversary’s power, influence and will.

Irregular Warfare will likely be the dominant form of conflict our nation faces over the next two decades. The Global War on Terrorism, an irregular war in the most fundamental sense, will require the U.S. military to adopt non-traditional and indirect approaches. And while we must maintain our ability to deal with traditional threats, our Armed Forces must rebalance to adjust to this changing environment. Our experience thus far in the war on terrorism underscores the need to reorient our military forces to be able to project power through indirect approaches on a global scale and for an indefinite period.

The future security environment will challenge traditional US military advantages. The US and its partners are likely to face state and non-state enemies that employ Irregular Warfare as their primary form of warfare. Strategic, policy, operational or other factors may preclude or constrain our Armed Forces from conducting conventional military campaigns against them. This problem will be exacerbated by nuclear-armed hostile states with sophisticated anti-access capabilities that may preclude direct military options. These situations will require or favor an all-of-government effort, including an irregular military approach using indirect and often non-traditional methods and means to achieve US strategic objectives. Moreover, even when the use of direct, conventional military confrontation is feasible, the US Government may seek use of indirect strategic alternatives instead.

The offensive use of Irregular Warfare will likely become an increasingly attractive strategic option and a preferred form of warfare for the United States to meet its challenges and achieve its national security objectives. Our Armed Forces will therefore require sufficient capability and capacity to wage protracted Irregular Warfare on a regional or global scale and for an indefinite period. The US has a long history of waging irregular warfare, but our experience has been based on limited engagements and for limited periods of time, normally in association with conventional military operations.

What differentiates irregular warfare from more conventional warfare is its emphasis on the use of irregular forces and other indirect, non-conventional methods and means to subvert, attrite, and exhaust an adversary, or render him irrelevant to the host population, rather than on defeating him through direct conventional military confrontation. Unlike conventional warfare, which focuses on defeating an adversary's military forces or seizing key terrain, the focus of Irregular Warfare is on eroding an enemy's power, influence, and will to exercise political authority over an indigenous population. Ultimately, Irregular Warfare is an armed political struggle for control or influence over, and the support of, an indigenous population.

National Strategy for Combating Terrorism (NSCT)

The President's recently released National Strategy for Combating Terrorism provides the vision for defeating terrorism and winning this kind of war. The War on Terrorism is both a battle of arms and a battle of ideas. This war will require us to meet and fight our terrorist enemies in the Irregular Warfare battle space, while promoting freedom and human dignity as alternatives to the terrorists' ideology of oppression and totalitarian rule. The Strategy will require the application and integration of all elements of national power and influence. The military must be resourced to rebalance the force to permit victory in this type of war. Specifically, we must improve the capability of our General Purpose Forces to conduct counterinsurgency operations and to partner with and train foreign forces to defeat insurgencies and terrorist organizations on a global scale and for an indefinite period. Our Special Operations Forces must also rebalance to devote a greater degree of effort to counter terrorism operations, defeating terrorist networks, and combating the threat of WMD proliferation.

The National Military Strategic Plan for the War on Terrorism (NMSP-WOT)

The National Military Strategic Plan for the War on Terrorism describes the approach the Department of Defense will take to fulfill its role within the larger national strategy for combating terrorism and provides the Secretary of Defense's strategic framework for the application of the military instrument of national power

in the Global War on Terrorism. This plan established six strategic military objectives to permit development of the Defense Department's Campaign Plan for the Global War on Terrorism. The six objectives are:

1. Denying terrorists the resources they need to operate and survive
2. Enabling partner nations to counter terrorist threats
3. Denying weapons of mass destruction technology to our enemies and increasing our capacity for consequence management
4. Defeating terrorist organizations and networks
5. Countering state and non-state support for terrorism, in coordination with other US government agencies and partner nations
6. And countering ideological support for terrorism.

Quadrennial Defense Review

As noted in the 2005 Quadrennial Defense Review, the Department of Defense must rebalance its forces to support the National Military Strategic Plan for the War on Terrorism. The Department of Defense has established an aggressive timeline for implementing approximately 30 tasks over the next year in order to improve our ability to conduct irregular warfare, known as the Irregular Warfare Roadmap. The focus of this roadmap is enhancing Irregular Warfare capabilities and capacity throughout the Department. A companion effort titled the Building Partnership Capacity Roadmap addresses interagency and multinational

initiatives related to Irregular Warfare. Both of these roadmaps are complemented by Department of Defense Directive 3000.05, which directs the Department of Defense to improve its capabilities to conduct stability operations. Stability operations capabilities, which focus on protecting indigenous populations and enhancing their government's abilities to strengthen and secure their societies, are essential to conducting Irregular Warfare. The Department of Defense's 2005 Quadrennial Defense Review highlighted that success in Irregular Warfare will often require an indirect approach – building capacity with others while seeking to defeat adversaries physically and psychologically.

The Irregular Warfare Execution Roadmap has begun to provide senior leadership with a mechanism to advance high priority issues for decision through the FY08-13 defense program. The Irregular Warfare Road map will transform the Department through the implementation of five major initiatives in the 2008-2013 defense program:

1. Changing the way we manage the people necessary to support Irregular Warfare
2. Rebalancing our General Purpose Forces to better support Irregular Warfare
3. Increasing our Special Operations Forces capabilities and capacity to support Irregular Warfare
4. Increasing our capacity to conduct Counter Network Operations

5. And redesigning our Joint and Service Education and Training programs to conduct Irregular Warfare.

Special Operations

The Assistant Secretary of Defense for Special Operations and Low Intensity Conflict is fully committed to supporting the Irregular Warfare Roadmap and identifying and addressing capability and capacity shortfalls related to Irregular Warfare, in coordination with the U.S. Special Operations Command and the Joint Staff. In addition, we are identifying and requesting assistance to address legal authorities related to Irregular Warfare, specifically Section 1206 and Section 1208 of Title X, which provides the legal authority for U.S. military personnel to train and equip foreign forces supporting the War on Terrorism.

Conclusion

Throughout our history, U.S. military forces – Active Duty, Reserves, and National Guard -- have adapted to engage new threats to our nation. The 2005 Quadrennial Defense Review identified the capability and capacity shortfalls that must be addressed to meet the full range of challenges to the United States: irregular, conventional, disruptive, and catastrophic. The Irregular Warfare Roadmap in particular, represents a concerted effort to transform how we manage and train our forces and to rebalance our General Purpose Forces and Special Operations Forces to meet the Irregular Warfare challenge.

Chairman Saxton, Representative Meehan, distinguished members: thank you again for your interest in, and support of the Department's Irregular Warfare initiatives. I am honored to appear here today before this distinguished committee and to answer your questions.

Thank you.