

**RECORD VERSION**

**STATEMENT BY RAYMOND**

**F. CHANDLER III  
SERGEANT MAJOR OF THE ARMY**

**BEFORE THE**

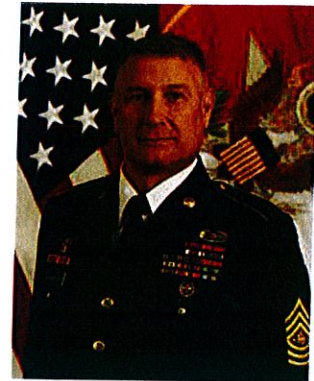
**HOUSE APPROPRIATION COMMITTEE  
SUBCOMMITTEE ON MILITARY CONSTRUCTION**

**FIRST SESSION, 113<sup>TH</sup> CONGRESS**

**ON QUALITY OF LIFE  
IN THE UNITED STATES ARMY**

**MARCH 19, 2013**

**NOT FOR PUBLICATION  
UNTIL RELEASED BY THE  
COMMITTEE ON APPROPRIATIONS**



### **Sergeant Major of the Army Raymond F. Chandler III**

Sergeant Major of the Army Raymond F. Chandler III was sworn in as the 14th Sergeant Major of the Army on March 1, 2011. SMA Chandler has held a variety of leadership positions throughout his career ranging from tank crewman to command sergeant major.

As Sergeant Major of the Army, Chandler serves as the Army Chief of Staff's personal adviser on all enlisted-related matters, particularly in areas affecting Soldier training and quality of life. He devotes the majority of his time to traveling throughout the Army observing training, and talking to Soldiers and their Families.

He sits on a wide variety of councils and boards that make decisions affecting enlisted Soldiers and their Families and is routinely invited to testify before Congress. Chandler was born in Whittier, California and entered the Army in Brockton, Massachusetts in September 1981. He attended One Station Unit Training at Fort Knox, Kentucky and graduated as a 19E Armor Crewman.

Chandler has served in all tank crewman positions and has had multiple tours as a troop, squadron and regimental master gunner. He has served in the 1st Infantry Division (FWD), 2d Infantry Division, 4th Infantry Division, 1st Cavalry Division, 3d Armor Division, 2d ACR, 3d ACR, U.S. Army Armor School, and the U.S. Army Sergeants Major Academy. He also served as a 1SG in four different detachments, troops and companies. As a Sergeant Major, he served as Operations SGM in 1/2 ACR and as CSM in 1/7 Cavalry, 1st Cavalry Division (OIF II 2004-2005), United States Army Garrison Fort Leavenworth, KS and the United States Army Armor School CSM. Chandler was assigned as the United States Army Sergeants Major Academy CSM in December 2007. In June 2009, Chandler became the 19th Commandant of USASMA and the first enlisted commandant in USASMA history.

Chandler's military and civilian education includes all levels of the Noncommissioned Officer Education System, M60A3 and M1/M1A1 Tank Master Gunner Course, Battle Staff NCO Course, First Sergeant Course, Basic Instructor Training, Total Army Instructor Trainer Course, Small Group Instructor Trainer Course, Video Tele-Training Instructor Trainer Course, Army Management Staff Course, Garrison Command Sergeant Major Course and various other professional development courses. He has a Bachelor of Science Degree in Public Administration from Upper Iowa University.

SMA Chandler and his wife Jeanne are the proud parents of six children, and eight grandchildren.

Chandler's awards and decorations include the Legion of Merit, Bronze Star Medal, Meritorious Service Medal (7th OLC), Army Commendation Medal (7th OLC), Army Achievement Medal (1<sup>st</sup> OLC), Army Good Conduct Medal (10th Award), National Defense Service Medal (2nd Award), Army Service Ribbon, Korean Defense Service Medal, Overseas Service Medal (Numeral 4), Noncommissioned Officer Professional Service Ribbon (Numeral 4), Iraq Campaign Medal, Global War on Terrorism Service Medal, Meritorious Unit Commendation, the Superior Unit Award and the Combat Action Badge. He is a recipient of the Order of Saint George (Bronze Medallion), the Distinguished Order of Saint Martin and the Honorable Order of Saint Barbara. SMA Chandler also serves on the Board of Directors for Army Emergency Relief.

**STATEMENT BY RAYMOND F.  
CHANDLER III SERGEANT MAJOR  
OF THE ARMY**

**Introduction**

Chairman Culberson, Ranking Member Bishop, distinguished members of this committee, thank you for your invitation to represent the more than 2.2 million members of our Army team – Soldiers, their Family members, and our civilian employees. This sub-committee has a tremendous responsibility, ensuring we have the infrastructure to support our Soldiers today and into the foreseeable future.

We are truly appreciative for all the support you've shown to the Army over the past 11-plus years, especially the funding for construction of military hospitals at Fort Benning, Fort Hood and Fort Bliss, the 119 Child Development Centers across the Army since 9/11, and the more than \$17.1 billion for Soldiers barracks construction and improvement since 9/11.

I would also like to welcome all new committee members. I truly appreciate you taking on the tremendous responsibility of supporting our Soldiers who are dedicated to defending our country. I pledge to always be a point of contact should you ever have any questions or comments about our Soldiers, equipment, training, or quality of life programs.

**Background**

Over the past eleven years, our Army has been fully committed to combat operations in Iraq, Afghanistan and other locations around the globe. SEC McHugh, GEN Odierno, and I are proud of all that our Soldiers, Family members and Civilians have accomplished during this period. We have proven ourselves in every engagement and continue to display the physical and mental toughness long associated with the word "Soldier."

Even though we are an Army in transition, our mission has not changed... to fight and win our Nation's Wars. In today's uncertain and complex environment, we are committed to ensure the Army is the best manned, best equipped, best trained and best led force in the world. However, limited resources will have an impact on our ability to do this.

Last month, GEN Odierno released his *Marching Orders- Waypoint#1* for the Army, stating his intent to: enhance our All-Volunteer Army that remains the most decisive land force in the world; develop leaders to meet the challenges of the 21<sup>st</sup> century; adapt the Army to more effectively provide land power; and provide modernized and ready, tailored land force capabilities to meet combatant commanders' requirements across the range of military operations.

GEN Odierno highlighted three principal and interconnected roles for the Army as part of Joint Force 2020. First, the Army must prevent conflict by maintaining credibility based on capacity, readiness and modernization. This averts miscalculations by potential adversaries. Second, the Army must shape the environment by sustaining strong relationships with other Armies, building their capacity, and facilitating strategic access. Finally, if prevention fails, the Army must rapidly apply its combined arms capabilities to dominate the environment and win decisively.

### **Current Situation**

This strategy to defend the nation and its necessary actions requires the Army to have flexibility and predictability, something we do not currently have, and that Army leadership cannot alter. The fiscal outlook which the U.S. Army faces today is challenging and, to my knowledge, unprecedented. Fiscal uncertainties do not allow us to prevent, shape and win.

The Army has been in a state of continuous war for nearly twelve years – the longest in our Nation's history. Today we have more than 81,000 Soldiers committed to operations around the world with approximately 58,000 in Afghanistan. Nearly 1.5 million Soldiers have deployed and more than half a million have deployed multiple times, some as many as four, five, and six times. More than 4,800 Soldiers have given their lives on behalf of this Nation. Collectively, this commitment to the Nation cannot be denied.

The magnitude of today's fiscal uncertainty will have grave consequences for our Soldiers, our civilians, and our families who have sacrificed so much over the past decade. We cannot put the weight of these cuts on their shoulders. If nothing is done to mitigate the effects of operations under a continuing resolution, shortfalls in our funding of overseas operations due to emerging costs in theater, and the enactment of sequestration, the Army

will be forced to make dramatic cuts to its personnel, its readiness, and its modernization programs, putting our national security at risk.

Before I describe the challenges we face this fiscal year, let me remind the committee of the actions we are taking to comply with the discretionary caps outlined in the Budget Control Act of 2011. The FY 2013 Budget proposed \$487 billion in DOD funding reductions over ten years, of which the Army's share is estimated to be \$170 billion. Consistent with the drawdown of forces in Afghanistan and Iraq and in support of the 2012 Defense Strategic Guidance, the Army is reducing the authorized endstrength for active duty from a wartime high of about 570,000 to 490,000, the Army National Guard from 358,000 to 350,000, and the civilian workforce from 272,000 to 255,000 by the end of fiscal year 2017 (FY17). This is a net loss of 105,000 Soldier and civilian positions. By FY17, we will downsize our active component force structure from 45 Brigade Combat Teams to potentially as low as 32. On January 18th, we released a Programmatic Environmental Assessment describing the impact of potential force structure reductions across the Army. We began these force reductions in FY12 focused initially on our overseas formations. In 2014, however, we will continue force reductions in the United States.

In addition to personnel and force structure reductions, we have had to extend the timelines of our modernization programs and reduce the frequency of our training exercises putting us on the outer edge of acceptable risk for our future force and our ability to meet our National Security Strategy.

The actions we have taken to adapt to the 2012 Defense Strategic Guidance are independent of the continuing resolution and sequestration. However, the domestic impacts of these actions are only now beginning to be felt and will be magnified over the next several years.

The fiscal crisis we now face is due in part to the fundamental lack of predictability in the budget cycle. The Department of Defense has operated under a continuing resolution for 15 of the last 29 months. Continuing resolutions create inefficiencies by prohibiting new starts and planned production rate increases for needed programs, limiting reprogramming actions, and delaying program execution. This uncertainty creates challenges in projecting future funding requirements that inform our

annual budgets over time. The lack of predictability has been exacerbated by the threat of sequestration for the past year and a half. In FY13, we now find ourselves in the midst of a perfect storm created by a continuing resolution that puts funding in the wrong places, a shortfall in funds for overseas contingency operations due to higher than anticipated costs in theater, and now sequestration. If not addressed, the current fiscal uncertainty will significantly and rapidly degrade Army readiness for the next five to ten years.

The FY13 continuing resolution has funded the Army's base budget at fiscal year 2012 levels, resulting in a shortfall of approximately \$6 billion in the Operation and Maintenance, Army (OMA) accounts relative to the President's Budget. In the absence of a full-year appropriation that reallocates funds where they are needed, the Army will need to reprogram the necessary funds across appropriations to address this shortfall and protect readiness as much as possible.

Under the continuing resolution, we also face an approximate \$5-6 billion shortfall in OMA Overseas Contingency Operations (OCO) funding for FY13 because of increased costs related to the war in Afghanistan. This impacts the preparation of units about to deploy, current operations in support of Operation Enduring Freedom (OEF), and our ability to reset equipment and personnel. In order to ensure our Soldiers are prepared, we have committed and will continue to commit 100% of our operation and maintenance requirements for OEF. However, this exacerbates the funding shortfalls for the rest of the Army that is not deploying to Afghanistan, creating unacceptable readiness for the future.

In addition to the impacts the continuing resolution and OCO shortfalls are having on the force, the Joint Committee sequestration order was issued on March 1, and a second sequestration order due to a breach in the FY13 discretionary caps is scheduled to be issued on March 27. Using DoD planning assumptions for sequester, we estimate sequestration will impose an additional \$12 billion cut on the Army's budget in the remaining months of FY13, to include a \$5 billion cut in OMA, and approximately \$1 billion in the Reserve Component operation and maintenance accounts. The remaining \$6 billion will be taken across the board from our procurement; Research, Development, Test, and Evaluation (RTDE); and military construction accounts.

While budgetary uncertainty negatively affects each of the Army's operating and investment accounts, our OMA account is the most heavily burdened. Together, the continuing resolution, increased cost of OCO operations and sequestration will equate to an \$18 billion shortfall in the OMA account for the final seven months of FY13.

In addition to terminating more than 3,000 temporary and term employees, the Army has begun the process of furloughing up to 251,000 civilians one day a week beginning next month in order to help achieve the reductions required by sequestration. This will present risks of decreased productivity, morale, loss of 20% of their pay during this period, as well as reduced services to an already stressed and strained Army that is still engaged overseas.

We are conducting detailed analysis of how we will address the \$18 billion shortfall in 2013, which includes \$6 billion related to the continuing resolution, about \$5 to \$6 billion in OCO shortfalls for Afghanistan and \$6 billion, approximately, for sequestration. With these cuts in spending, we're still \$4 billion short in paying the entire bill, so there will be more things we will have to do that we're still trying to figure out. As the Chief of Staff of the Army stated last week, we need your help to provide an appropriation measure that would eliminate the \$6 billion shortfall we face under the current continuing resolution. It would at least solve one third of the problem we have today.

### **Drawdown**

As I reported last year, our drawdown goals were to accomplish these manpower and budget reductions in a controlled and responsible manner. Despite our limited flexibility and predictability, we are continuing on that path to the best of our ability. Our priority remains to retain the best qualified professionals and successfully transition those who leave the service. Though there are several ways we'll meet the desired end strength, one of the biggest changes we have implemented is how we retain Active Component Soldiers. We have given brigade-level commanders the flexibility to retain Soldiers with the greatest potential for future service based on reenlistment objectives. Thanks to the professionalism of our Noncommissioned Officer and Officer leaders in enforcing standards and identifying those Soldiers with the greatest potential, during the past year



the Army has been able to meet its drawdown goals, and we are on target to meet our goals again this year.

As we continue to draw down the Army, it is imperative we transition those Soldiers and Families not retained with dignity and respect. Through the Army Career and Alumni Program, we are ensuring a successful transition out of the service and into the civilian sector. The Army is fully committed to the Veterans Opportunity to Work, or VOW, to Hire Heroes Act, signed by the President on November 21, 2011, which requires every Soldier to attend the Transition Training Program. In coordination with Departments of Labor and Veterans Affairs, we are conducting assistance training and transition counseling for Soldiers beginning no later than 12 months from their transition date to enable Soldiers to successfully transition into civilian society.

### **Ready and Resilient**

As the Army becomes smaller both in the size of manpower and budget, it is critically important the Army maintains its peak readiness. As I reported last year, the Army released the *Army 2020: Generating Health and Discipline in the Force Ahead of the Strategic Reset Report 2012*, also known as the Gold Book. The Gold Book provided critical insight into health and disciplinary issues that impact the Army and provides guidance on ways to improve for the future.

The Gold Book mentioned the progress we've made over the last three plus years, especially in the areas of access to healthcare and unit and Soldier discipline. The document also recognized there is still much work to be done. The last 11-plus years have been extremely tough on our Soldiers and our Families. The stress and strain of multiple deployments can manifest in high risk behavior as Soldiers try to cope with issues and problems without the proper help. The Army has worked hard over the last several years to institutionalize programs such as Comprehensive Soldier and Family Fitness and the Army Campaign for Health Promotion, Risk Reduction and Suicide Prevention. These programs will teach Soldiers, Families, and DA Civilians coping skills for dealing with the stress of deployments and everyday life.

To follow-up on information collected in the Gold Book, the Vice Chief of Staff, the Army Surgeon General, other senior leaders and I conducted a

Health of the Force tour last year to personally meet with Soldiers, Family members and our civilian employees to collect feedback directly from those affected. We used that information and feedback from family programs, health care and other service providers to create the Ready and Resilient Campaign. This effort integrates and synchronizes multiple efforts and programs to improve the readiness and resilience of the Army Family. It creates a holistic, collaborative and coherent effort to build upon physical, emotional and psychological resilience in our Soldiers, Families and Civilians so they improve performance to deal with the rigors and challenges of a demanding profession.

Challenges such as post traumatic stress, suicide, sexual assault and harassment, hazing, and reckless behavior are being met head on to ensure our Soldiers are receiving the care they need, while at the same time, maintaining the good order and discipline the American people demand of a United States Soldier.

We know that one suicide is one too many, so we used information gained from our Health of the Force tour to guide our actions. Our senior leaders recognize that in order to make progress on this issue, policies and programs must address the larger issues of physical and behavioral health while increasing surveillance and detection of at-risk and high-risk behavior.

An important step taken was a stand down in September where the entire Army took a full day to encourage a frank discussion about suicide and describe resources available to any Soldier, family member and civilian employee. The day also included unequivocal statements from Army leadership that there cannot be stigma or consequences associated with seeking behavioral health help.

Suicide prevention awareness training continues to be updated based on trends and lessons learned from the Vice Chief of Staff of the Army-led Suicide Senior Review Group meetings and assessments conducted during installation visits. We also continue to work in concert with Departments of Defense and Veterans Affairs to expand our Stigma Reduction Campaign, which cultivates a climate that supports those who responsibly seek help and those who act, intervene and are motivated to stand against behaviors that are contrary to our Army Values.

Though the Army will never be able to predict whether a particular individual

will die by suicide, it can ensure those at the greatest risk receive adequate care and monitoring while bolstering our ability to identify and respond to risk indicators.

Through the Sexual Harassment/ Assault Response and Prevention (SHARP) program, the Army is also absolutely committed to eradicating sexual assault and sexual harassment. It degrades mission readiness and negatively impacts on our recruiting and retention goals, but more importantly, we have a moral obligation to sustain the trust of our Soldiers, Families and Civilians.

Although the Army has made great strides in the last few years in addressing this critical issue, we continue to expand and are aggressively executing our I. A.M. (Intervene, Act, Motivate) Strong Sexual Harassment/Assault Prevention Campaign. The Army launched our Prevention Campaign in 2008 and is currently executing Phase Three's "Achieve Cultural Change," which builds upon the continued efforts of Phase One's "Committed Army Leaders" and Phase Two's "Army-Wide Conviction" (to combat the crime). The collective efforts of this campaign will culminate in Phase Four's "Sustainment, Refinement and Sharing" (Best Practice), as all efforts are institutionalized under the SHARP program.

We are also continuing to efforts to eliminate hazing from the Army. Every Army professional has a personal obligation to prevent hazing and ensure we treat each other with dignity and respect. Those who participate in hazing are not living our Army Values. Army Regulation 600-20 and the Uniform Code of Military Justice specifically prohibit hazing in all forms. A hazing task force developed by Secretary of Defense and Chairman of the Joint Chiefs of Staff last year has reviewed policies, training and culture in order to make recommendations about any needed changes, and the Secretary of the Army will be making recommendations for the Army in the near future.

Our Comprehensive Soldier Fitness program has expanded to include a family focus and the new Comprehensive Soldier and Family Fitness (CSF2) program provides the skills our Soldiers, Families, and Civilian employees need to overcome hardships and adverse events, and bounce back and grow stronger. Our objective is to provide one Master Resiliency

Trainer (MRT) per company. To better address family member needs, family members are also eligible to undergo the training and serve as an MRT to their peers.

Skills taught in CSF2 are having a positive effect on Soldier-reported resilience and psychological health. The presence of qualified CSF2 trainers embedded within units positively impacts the psychological health of Soldiers within those units. Right now, more than 7,000 Master Resiliency Trainers are serving around the globe, acting as the units and Families first line of resiliency efforts.

In support of our MRTs, Army Community Service offers CSF2 Resilience Skills Training for Family members on specific mental and physical resilience techniques and incorporates resiliency modules into their instructional courses.

Another Army-wide project undertaken to monitor and provide support to Soldiers and Families with high-risk behaviors is the development of a Commander's Risk Reduction Dashboard. When fully available in approximately two years, the dashboard will operate in a net-centric environment; it will receive data from multiple authoritative databases, such as law enforcement, medical personnel, substance abuse, family advocacy, and other services. The dashboard will provide aggregate data, monitor trends, and track metrics so leaders can take appropriate action when needed. Additionally, commanders will be supported by the current Risk Reduction Program staff to aid in intervention for high-risk behaviors.

### **Behavioral Health**

Over the last few years, the Army has made vast improvements in understanding and countering the effects of post traumatic stress.

Soldiers are recognizing the importance of individual help-seeking behavior and commanders are realizing the importance of intervention at the leadership level. The Army increased the number of behavioral health (BH) encounters from 991,655 in FY07 to 1,961,850 in FY12, a 97.8% increase. In 2007 the Army was recording less than 4,000 BH encounters per day (across all product lines to include primary care, emergency departments, etc). By 2011 that had climbed to slightly above 7,500 encounters per day, and during the last year the Army has increased slightly

above 7,700 encounters per day. These numbers indicate that our efforts to emphasize the importance of behavioral health are working.

The Army Medical Command continues to implement the Comprehensive Behavioral Health System of Care Campaign Plan, which identifies, prevents, treats, and tracks behavioral health issues affecting Soldiers and Families. In 2012, the Army Medical Command established a Behavioral Health Service Line (BHSL) to take an enterprise wide approach to standardizing and implementing current and emerging Behavioral health policies and programs.

The Army continues to improve its surveillance, detection and response programs to reduce the effects of Post Traumatic Stress on service and post-service veteran health. Leader emphasis on redeployment reintegration and Soldier-civilian transition is critical to early diagnosis, treatment and follow-up care. Tele-health is also proving to be an effective way to deliver a wide range of behavioral health therapies targeting post-traumatic stress among geographically isolated or dispersed Soldiers.

### **Caring for the Wounded, Ill and Injured**

We continue to make progress caring for wounded, ill or injured Soldiers. Since 2007, more than 60,900 Soldiers and their Families have been cared for by dedicated caregivers and support personnel at our Warrior Transitions Units across the Army, and less than 9,500 are currently being cared for.

Nationwide shortages of these specialized physicians, nurses, and behavioral health professionals have impacted the ability of both civilian and military systems to recruit and retain clinical experts. However, over the past year we have made significant improvements in this area by initiating Medical Evaluation Board (MEB) Remote Operating Capabilities at both Fort Carson and Joint Base Lewis-McChord staffed by Army Reserve medical specialists, with a third at Camp Atterbury, Indiana, projected to initiate this year.

We also continue to improve the process with the Integrated Disability Evaluation System (IDES). Based on our Health of the Force tour, we identified things that could be done to streamline the system and that has led to decreases in processing time within the MEB phase. January 2013

marked the fifth consecutive month our Army Medical Command had more cases completing the MEB phase than entering the MEB phase.

Two other projects are also underway to improve care and efficiency. Currently, every Soldier is entitled to legal counsel from the Office of Soldiers Counsel while they go through the Integrated Disability Evaluation System (IDES) process, and that office is reorganizing to increase the number of lawyers and paralegals available to support Soldiers. Additionally, Rand Corporation and the Center for Army Analysis are both conducting studies to evaluate trends in the IDES process to identify how to better project the number of medical staff need to care for Soldiers since hiring actions can sometimes take several months to complete.

### **Closing**

Throughout this past year, while continuing the fight, drawing down our force, and working within fiscal constraints, our Soldiers have continued to demonstrate their professionalism in several key ways. Nearly a year and a half after the repeal of "Don't Ask, Don't Tell," this change has gone almost unnoticed. Similarly, Army leadership is confident that we will submit an implementation plan to evaluate and validate expanded opportunities for female Soldiers in combat arms career fields, as announced in January by the Secretary of Defense Panetta.

This professionalism is highlighted in our ongoing campaign to ensure every Soldier understands how their competence, character and commitment underpin the American public's trust and respect for the Army.

For the past two years, the Army chose to significantly reduce our military construction requests while our Programmatic Environmental Assessment was conducted and decisions were made affecting our drawdown and the future locations of our brigade combat teams. This year, we will complete that assessment, but all new military construction has been limited by the continuing resolution. In the future, I request your understanding and support when we seek to continue modernizing our force and support our Soldiers and their families by renovating and replacing aging facilities and investing in infrastructure to ensure our ability to continue meeting the needs of the nation.

In closing, I want to recognize the amazing work being done every day by

our Army Team. As the Sergeant Major of the Army, the best part of my job is visiting our Soldiers, Families and Civilians across the world. The professionalism, dedication and sacrifice they display every day is the reason our Army is the envy of every other in the world. Our Soldiers are the best trained, best manned, best equipped and best led force in our history. I appreciate this opportunity to speak before you and tell our story. I welcome your questions at this time. Thank you and Army Strong.