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THE HOUSE ARMED SERVICES COMMITTEE
STRATEGIC FORCES SUBCOMMITTEE

STATEMENT
OF
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BEFORE THE
SUBCOMMITTEE ON STRATEGIC FORCES
OF THE
HOUSE ARMED SERVICES COMMITTEE
ON
FISCAL YEAR 2017 BUDGET REQUEST FOR NUCLEAR FORCES
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Introduction

Chairman Rogers, Ranking Member Cooper, distinguished Members of the subcommittee, thank you for this opportunity to discuss the Navy's strategic programs. It is an honor to testify before you this afternoon representing the Navy's Strategic Systems Programs (SSP).

SSP's mission is to design, develop, produce, support, and ensure the safety of our Navy's sea-based strategic deterrent, the Trident II (D5) Strategic Weapons System (SWS). The men and women of SSP and our industry partners remain dedicated to supporting the mission of our Sailors on strategic deterrent patrol and our Marines, Sailors, and Coast Guardsmen who stand watch, ensuring the security of the weapons we are entrusted with by this nation.

The Navy provides the most survivable leg of the U.S. nuclear triad with our ballistic missile submarines (SSBNs) and the D5 SWS. The 2010 Nuclear Posture Review reinforced the importance of SSBNs and the Submarine Launched Ballistic Missiles (SLBMs). Critically, SLBMs will comprise a significant majority of the nation's operationally deployed nuclear warheads. The Chief of Naval Operations (CNO) and Vice Chief of Naval Operations continue to reiterate the Navy's number one priority is to maintain a credible, modern, and survivable sea-based strategic deterrent. Maintaining our Nation's capability in this key mission area includes the proper funding of the OHIO Replacement Program – along with the propulsion and the SWS –as the “The Navy's #1 acquisition program.”

Ensuring sustainment of the sea-based strategic deterrent capability is a vital national requirement today and into the foreseeable future. Our PB-17 budget request provides required funding to support the program of record in fiscal year (FY) 2017 for the D5 SWS. To sustain this capability, I am focusing on my top priorities: Nuclear Weapons Safety and Security; the D5 SWS Life Extension Program; the OHIO Replacement Program; the Solid Rocket Motor (SRM) Industrial Base; the implementation of the Nuclear Enterprise Review recommendations; the newly codified

Navy Nuclear Weapons Regulatory responsibility; the implementation and compliance associated with the New START Treaty; and Collaboration with the Air Force.

Nuclear Weapons Safety and Security

The first priority, and the most important, is the safety and security of the Navy's nuclear weapons. Accordingly, Navy leadership delegated and defined SSP's role as the program manager and technical authority for the Navy's nuclear weapons and nuclear weapons security.

At its most basic level, this priority is the physical security of one of our nation's most valuable assets. Our Marines and Navy Masters at Arms provide an effective and integrated elite security force at our two Strategic Weapons Facilities and Waterfront Restricted Areas in Kings Bay, Georgia and Bangor, Washington. U.S. Coast Guard Maritime Force Protection Units have been commissioned at both facilities to protect our submarines as they transit to and from their dive points. These Coast Guardsmen and the vessels they man provide a security umbrella for our OHIO Class submarines. Together, the Navy, Marine Corps, and Coast Guard team form the foundation of our Nuclear Weapons Security Program while headquarters staff ensures that nuclear weapons capable activities continuously meet or exceed security, safety, and compliance standards.

SSP's efforts to sustain the safety and improve the security of national assets continue at all levels of the organization. The Navy's nuclear weapons enterprise maintains a culture of self-assessment in order to sustain safety and security. This is accomplished through biannual assessments by SSP headquarters staff, periodic technical evaluations, formal inspections, and continuous on-site monitoring and reporting at the Strategic Weapons Facilities. Technical evaluations, formal inspections, and on-site monitoring at the Strategic Weapons Facilities provide periodic and day-to-day assessment and oversight. Biannual assessments evaluate the ability of the organization to self-assess the execution of the assigned strategic weapons mission and compliance requirements. The results of these biannual assessments are critically and independently

reviewed through the Navy Nuclear Weapons Assessment and provided to the Secretary of the Navy and the CNO.

We also strive to maintain a culture of excellence to achieve the highest standards of performance and integrity for personnel supporting the strategic deterrent mission. We continue to focus on the custody and accountability of the nuclear assets entrusted to the Navy. SSP's number one priority is to maintain a safe, secure, and effective strategic deterrent.

D5 Life Extension Program

The next priority is SSP's life extension effort to ensure the D5 SWS remains an effective and reliable sea-based deterrent. The D5 SWS continues to demonstrate itself as a credible deterrent and exceeds operational system requirements established over 30 years ago. The submarine leg of the U.S. strategic deterrent is ready, credible, and effective; thereby assuring our allies and partners and deterring potential adversaries. However, we must remain vigilant about age-related issues to ensure a continued high level of reliability.

The D5 SWS has been deployed on our OHIO Class ballistic missile submarines for 25 years and is planned for a service life of 50 years. This is well beyond its original design life of 25 years and more than double the historical service life of any previous sea-based strategic deterrent system. As a result, effort will be required to sustain a credible SWS from now until the end of the current OHIO Class SSBN in the 2040s; as well as the end of the service life of the OHIO Replacement SSBN in the 2080s.

The Navy is proactively taking steps to address aging and technology obsolescence. SSP is extending the life of the D5 SWS to match the OHIO Class submarine service life and to serve as the initial baseline mission payload for the OHIO Replacement submarine platform. This is being accomplished through an update to all the D5 SWS subsystems: launcher, navigation, fire control, guidance, missile, and reentry. Our flight hardware - missile and guidance - life extension efforts are designed to meet the same form, fit, and function of the original system to keep the deployed system as one homogeneous

population, control costs, and sustain the demonstrated performance of the system. We will remain in continuous production of large energetic components, such as solid rocket motors and Post Boost Control System Gas Generators, while continuing an age management replacement effort for missile small ordnance and control components. We also started initial planning for when a follow-on missile to D5 will be needed. These efforts will provide the Navy with the missiles and guidance systems we need to meet operational requirements through the introduction and deployment of the OHIO Replacement SSBNs through the 2080s.

While budgetary pressures and impacts of sequestration resulted in some deferred or delayed efforts, strategic deterrence remains the Navy's highest priority. As such, the Navy is committed to minimizing, to the maximum extent possible, impacts to this program in order to meet strategic requirements.

One impacted effort is the change to our flight test program in FY 2016. In accordance with Strategic Command (STRATCOM) requirements, the Navy is required to flight test a minimum of four D5 missiles per year in a tactically-representative environment. The purpose of flight testing is to detect any change in reliability or accuracy. The FY 2016 budget reflects a reduction of one planned flight test for affordability. The Navy coordinated with STRATCOM to determine that this temporary reduction is manageable in the short-term, contingent upon our plan to ramp back up to four flight tests per year later in the Future Years Defense Program (FYDP). A prolonged reduction beyond what is planned in FY 2016 would impact our ability to detect changes in reliability and accuracy of an aging system with the required degree of statistical confidence to meet STRATCOM requirements. The FY 2017 budget request reflects the return to four flight tests per year.

Despite budgetary pressures, the Navy's D5 life extension program remains on track. In November 2015, the USS KENTUCKY (SSBN 737) successfully conducted its Demonstration and Shakedown Operation (DASO 26) by launching two missiles. These missiles successfully integrated the D5 Life Extension (D5 LE) Flight Controls

Electronics Assembly and Interlocks Suite with the D5 LE Guidance System. The D5 LE missiles will be available for initial fleet introduction in FY 2017.

Another major step to ensure the continued sustainment of our SWS is the SSP Shipboard Integration (SSI) Programs, which address obsolescence management and modernization of SWS shipboard systems through the use of open architecture design and commercial off-the-shelf hardware and software. The first increment of this update was installed on the final U.S. SSBN in April 2014. This completed installation on all fourteen U.S. SSBNs, all four UK SSBNs and all U.S. and UK land-based facilities. Installation of subsequent increments began last summer, with four installations completed to date. The SSI Program includes refreshes of shipboard electronics hardware and software upgrades. These refreshes will extend service life, improve efficiency and affordability for future maintenance of the SWS, and ensure we continue to provide the highest level of nuclear weapons safety and security for our deployed SSBNs while meeting STRATCOM requirements.

To sustain the D5 SWS, SSP is extending the life of the W76 reentry system through a refurbishment program known as the W76-1. The W76-1 refurbishment maintains the military capability of the original W76 for an additional 30 years. This program, which is being executed in partnership with the Department of Energy, National Nuclear Security Administration (NNSA), has completed over 60 percent of the planned warhead production. The Navy will continue to work with NNSA to closely monitor production and deliveries to ensure there are no operational impacts.

In addition, the Navy continues the design work to refurbish the aging electronics in the W88 reentry system. The Navy is collaborating with the Air Force to reduce costs through shared subsystems suitable for the W88/Mk5 and the W87/Mk21. Additionally, the Nuclear Weapons Council (NWC) directed the replacement of the conventional high explosive, which will support deployment of the W88/Mk5 for an additional 25 years. As directed by the NWC, we have submitted funding requests to support the initial feasibility and cost studies (Phase 6.2/6.2A) for an Interoperable Warhead (IW) to begin in 2020. The Navy believes that the NWC continues to effectively balance near-term

nuclear weapons sustainment and refurbishment priorities and the long-term stockpile strategy.

OHIO Replacement Program

The Navy's highest priority acquisition program is the OHIO Replacement Program, which replaces the existing OHIO Class submarines. The continued assurance of our sea-based strategic deterrent requires a credible SWS, as well as the development of the next class of ballistic missile submarines. The Navy is taking the necessary steps to ensure the OHIO Replacement SSBN is designed, built, delivered, and tested on time with the right capabilities at an affordable cost. The OHIO Replacement Program is fully supported in the current FYDP with incremental funding for the lead ship, and will continue to be appropriately prioritized.

The OHIO Replacement delivery schedule ensures STRATCOM operational and strategic requirements are maintained. A force size of 12 SSBNs maintains the minimum requirement of 10 operational SSBNs during mid-life overhauls and maintenance schedules. This force size was validated by the Joint Requirements Oversight Council in August 2015 and is driven by three factors: Geography, Survivability, and Target Coverage. The SSBN force must deliver survivable presence in the Pacific and Atlantic oceanic regions. Survivability is enabled by inherent platform stealth, force size, and flexible operations. Target coverage is ensured by platform location and SWS accuracy while providing the capability to hold targets at risk. A force structure below 12 SSBNs does not meet mission requirements and reduces survivability and limits flexibility to respond to an uncertain strategic future.

The OHIO Replacement acquisition strategy leverages alternative acquisition tools and cross-platform contracting to reduce schedule risk and lower costs in support of the Navy's shipbuilding programs. Recapitalizing the sea based strategic deterrent after thirty years puts fiscal pressure on the Navy's shipbuilding budgets. The Department will be looking for opportunities to work with Congress to improve the efficiency and

effectiveness of our acquisition process. to reduce total OR acquisition costs and shorten construction schedules for a program that has no additional margin for delay.

To lower development costs and leverage the proven reliability of the weapon system, the OHIO Replacement SSBN will enter service with the D5 SWS and D5 LE missiles onboard. These D5 LE missiles will be shared with the OHIO Class submarines until their retirement. Maintaining one SWS during the transition to the OHIO Class Replacement is beneficial from a cost, performance, and risk reduction standpoint. A program to support long-term SWS requirements is planned for the future to support the OHIO Class Replacement SSBN through its entire service life.

The Navy continues to leverage the VIRGINIA Class program to implement lessons-learned and ensure the OHIO Replacement Program pursues affordability initiatives across design, construction, and life cycle operations and support. The SSBN design team recently achieved several critical decisions and milestones. In December 2015, the Navy released the Request for Proposals for the final detailed design contract. Maintaining the pace of design and submarine industrial capability is critical to the continued success of our sea-based strategic deterrent now and well into the 2080s.

A critical component of the OHIO Replacement Program is the development of a Common Missile Compartment (CMC) that will support D5 deployment on both the OHIO Class Replacement and the successor to the UK VANGUARD Class. In 2015 the Program began construction of missile tubes to support building the U.S. prototype Quad-pack module, the Strategic Weapons System – Ashore (SWS Ashore) test site, and the UK's first SSBN. The joint CMC effort is shifting from design to construction, supporting production in both U.S. and UK build yards. Therefore, delivery of the CMC design and Missile Tubes to the UK remains on the critical path for UK Successor delivery. Any delay to the common missile compartment effort has the potential to impact the UK's ability to maintain a continuous at sea deterrent posture.

To manage and mitigate technical risk to both the U.S. and UK programs, SSP is leading the development of SWS Ashore integration test site at Cape Canaveral, Florida.

This is a joint effort with the Navy and the State of Florida investing in the re-development of a POLARIS site to conduct integration testing and verification for OHIO Replacement and UK Successor programs. Refurbishment of the POLARIS site and construction of the infrastructure is proceeding at a rapid pace, including installation of test bay 1 missile tubes and superstructure and several major support systems. Trident II (D5), OHIO Class, and OHIO Replacement new design hardware will be co-located and integrated to prove the successful re-host and redeployment of the D5 SWS on the new submarines.

SSP constructed a surface launch facility at the Naval Air Station, China Lake, California to mitigate the risk in the restart of launch system production. This facility will prove that the launcher industrial base can replicate the performance of the OHIO Class D5 launch system. We will be launching the refurbished D5 test shapes used in the 1980s starting in FY 2017. Launch performance is a critical factor we must understand at the systems level to ensure we maintain high reliability as we transition the weapon system to the next class of SSBNs.

The U.S. and the UK have maintained a shared commitment to nuclear deterrence through the Polaris Sales Agreement (PSA) since April 1963. As the Director of SSP, I am the U.S. Project Officer for the PSA. Our programs are tightly coupled both programmatically and technically to ensure we are providing the most cost effective and technically capable nuclear strategic deterrent for both nations. Last year marked the 52nd anniversary of this agreement, and I am pleased to report that our longstanding partnership with the UK remains strong. The U.S. will continue to maintain its strong strategic relationship with the UK as we execute our D5 LE Program and develop the common missile compartment.

Our continued stewardship of the D5 SWS is necessary to ensure a credible and reliable SWS is deployed today on our OHIO Class submarines, the UK VANGUARD Class, as well as in the future on respective follow-on platforms. This is of particular importance given the proportion of our nuclear forces that will be deployed on the sea-based leg of the Triad under the New START Treaty. The OHIO Replacement will be a

strategic national asset with endurance and stealth, enabling the Navy to provide continuous, uninterrupted strategic deterrence well into the 2080s.

Solid Rocket Motor (SRM) Industrial Base

The defense and aerospace industrial base – in particular the solid rocket motor industry – is another important priority. I remain concerned with the decline in demand for solid rocket motors. While the Navy is maintaining a continuous production capability at a minimum sustaining rate of twelve rocket motor sets per year, the demand from both NASA and Air Force has precipitously declined. Not only did this decline result in higher costs for the Navy, as practically a sole customer, it also put an entire specialized industry at risk of extinction. To allow this puts our national security at risk. The Navy cannot afford to singularly carry this cost, nor can our nation afford to lose this capability. While the efforts of our industry partners and others have created short-term cost relief, the long-term support of the solid rocket motor industry and maintenance of critical skills remains an issue that must be addressed at the National level. At SSP, we will continue to work with our industry partners, DoD, senior NASA leadership, Air Force, and Congress to do everything we can preserve this vital national security industry asset.

Nuclear Enterprise Review

The Navy remains committed to addressing and implementing recommendations of the 2014 Nuclear Enterprise Review (NER). The Program and Budget Review for the FY 2017 budget formulation preserves all current enhancements to the Nuclear Enterprise, focusing significantly on the recapitalization, sustainment, and modernization of our nuclear deterrence systems and infrastructure. The NER provided the Navy a thorough and unbiased look at our nuclear forces. Overall, the report found that the nuclear enterprise is safe, secure, and effective today but it also found evidence of systemic problems that, if not addressed, could undermine the safety, security, and effectiveness of elements of the force in the future. Fortunately, the Navy's internal Nuclear Weapons Assessment and the SSP Comprehensive Self-Assessment identified

most of the issues underscored during the NER. In fact, the report validated numerous efforts already underway.

The Navy continues to address the more than 68 recommendations with Navy equity contained in the report. Significant action has been taken to implement each recommendation, focusing on the following areas: oversight, investment, and personnel and training improvements. With respect to oversight, the Navy is clarifying the nuclear deterrent enterprise leadership structure and reducing administrative burdens imposed on the forces. The Nuclear Deterrent Enterprise Review Group (NDERG), formed and led by the Secretary of Defense will continue to provide regular oversight of the nuclear enterprise. The Navy Nuclear Deterrent Mission Oversight Council is the Navy's mechanism to ensure the NDERG recommendations and guidance are properly implemented and that investments achieve the intended effect.

Regarding training and personnel, the Navy is planning a significant investment to build a margin in the deterrence force and clear the SSBN maintenance backlog. The Navy is matching the right responsibilities with the right leaders in order to address the recommendations involving long-term cultural and organizational challenges. There will be an emphasis on the importance of the deterrence mission through updated vision statements, revised campaign plans, and methods to eliminate obstacles to enhance moral conduct and relieve the pressures on Sailors, training, and work-life balance.

The Navy is developing a 20 year investment plan to ensure the continued reliability of critical infrastructure at these facilities to support nuclear weapons movement and operations. While the Navy makes significant progress through actions taken to date, we recognize much work remains to be accomplished. The Navy is confident we have the right emphasis, oversight, and processes in place to maintain a credible, modern, and safe sea-based deterrent.

Navy Nuclear Weapons Regulatory Responsibility

As a result of the Nuclear Enterprise Review, the Navy implemented a centralized regulatory authority for nuclear force readiness. As the Director of Strategic Systems Programs, I have accountability, responsibility and authority to serve as the single Flag Officer to monitor performance and conduct end-to-end assessment of the Navy Nuclear Deterrence Mission (NNDM) elements. These responsibilities are defined in SECNAVINST 8120.1B and OPNAVINSTs 8120.1 and 8120.2. Nine Echelon 2 level commands directly contribute to the NNDM: US Fleet Forces Command (USFLTFORCOM), US Pacific Fleet (PACFLT), Fleet Cyber Command (USFLTCYBERCOM), Navy Supply Systems Command (NAVSUPSYSCOM), Naval Sea Systems Command (NAVSEASYSKOM), Chief of Naval Personnel (CNP), Bureau of Medicine and Surgery (BUMED), Commander, Navy Installations Command (CNIC), and SSP.

I am the Navy Nuclear Deterrence Mission (NNDM) regulatory authority responsible for assessing and reporting issues to the Navy Nuclear Deterrence Mission Council and the CNO. SSP is tasked with developing, coordinating, and implementing policies approved by the CNO; conducting end-to-end assessments of the Navy's nuclear weapons and nuclear weapons systems and personnel, including Nuclear Command, Control, and Communications (NC3), for safe, reliable, and effective execution of the NNDM.

SSP is engaged with the Echelon 2 commands defined above to understand current reporting and assessment processes and to define the NNDM regulatory assessment policy. The next in-progress review with CNO, in February 2016, will provide an update on the significant progress made to date by the participating commands, to include: reporting and engagement strategies with the NNDM component commands, development of archival and analytical tools to assist in performing end-to-end assessments, and presenting the initial component self-assessments and an independent assessment of the Echelon 2 reporting. Further, the upcoming 2016 Biennial Navy Nuclear Weapons Assessment will review the implementation and execution of the NNDM Regulator processes to date to ensure we are providing the necessary rigor and discipline to this endeavor.

New START Treaty

The Navy remains in compliance with the obligations of the New START Treaty. In FY 2015 the Navy started the conversion of four launchers on each SSBN, removing the capability to employ a D5 ballistic missile. The Navy is on schedule to complete the conversions on all fourteen SSBNs and meet the aggregate number of 280 launchers by 2018, as set by the Treaty. The Navy is aligning these efforts with the existing OHIO SSBN operational schedule to minimize impact to the Fleet.

Our Navy facilities continue to support Type One Inspections, which confirm the number and type of deployed and non-deployed strategic offensive arms and the number of reentry vehicles on a deployed SLBM. After the completion of the launcher conversions, SSBNs remain pier side and available for a Type Two Inspection for up to 35 days to confirm the results. The Navy remains in compliance by providing notifications in an accurate and timely manner for conversions and other reportable activities such as missile on-loads and offloads, flight tests, and the departures, arrivals, and elimination of first stage rocket motors. The Navy continues to meet the obligations of the New START Treaty due to the dedication and professionalism of our military, civilians, and industry partners.

Collaboration with the Air Force

The final priority is strategic collaboration between the Services. The Navy and the Air Force are both addressing the challenges of sustaining aging strategic weapon systems and are collaboratively working to ensure these capabilities are retained in the long-term to meet mission requirements. In accordance with a July 2015 tasking letter from the Air Force and Navy Service Acquisition Executives (SAEs), and the Commander, US Strategic Command, the Navy and Air Force conducted an assessment of the options for commonality for the two ballistic missile legs of the Triad. The direction to SSP and PEO/SS was to determine whether increasing the commonality between the Ground Based Strategic Deterrent (GBSD) and D5LE could improve affordability while ensuring a safe, secure, effective, and credible nuclear deterrent. The

assessment considered commonality across a wide spectrum, from full system level commonality to technology sharing for independent programs.

Although initial results of the assessment ruled out the possible use of a standard common weapons system by both the Air Force and Navy, a number of common components and technologies remain viable. The use of these candidates offer significant potential benefits in terms of reducing costs and technical and schedule risks to the GBSD and SLBM programs. Commonality provides the Navy and Air Force opportunities to eliminate redundant efforts, leverage economies of scale, and sustain shared critical skills and capabilities needed by securing the industrial base. Proactive leadership within the services and the Office of the Secretary of Defense is required to ensure the opportunities identified are not lost in execution.

Each leg of the Triad provides unique attributes. Furthermore, a sustained and ready Triad provides an effective hedge, allowing the nation to shift to another leg, if necessary, due to unforeseen technical problems or vulnerabilities. For this reason, the Department is focused on cooperative efforts that maintain affordability and reduces risk to both services while retaining essential diversity where needed to ensure a credible and reliable deterrent. Many of the industries and required engineering skills sets are unique to strategic systems. Key to SSP's historical success has been our technical applications programs, which in the past provided a research and development foundation. We will need to resume these critical efforts as we evaluate maintaining this strategic capability until the 2080s to match the full service life of the OHIO Replacement submarine.

Conclusion

SSP continues to maintain a safe, secure, and effective strategic deterrent and focus on the custody and accountability of the nuclear assets entrusted to the Navy. Our PB-17 budget request ensures that we will sustain this capability in FY 2017. However, we must remain vigilant about unforeseen age-related issues to ensure the high reliability required of our SWS. SSP must maintain the engineering support and critical skills of our industry and government team to address any future challenges with the current

system as well as prepare for the future of the program. Our nation's sea-based deterrent has been a critical component of our national security since the 1950s and must continue to assure our allies and deter potential adversaries well into the future. I am privileged to represent this unique organization as we work to serve the best interests of our great Nation.