



SECRETARY OF DEFENSE  
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WASHINGTON, DC 20301-1000

The Honorable Elizabeth Warren  
United States Senate  
Washington, DC 20510

MAY 05 2023

Dear Senator Warren:

Thank you for your letter requesting a full accounting of the impact on our national security and the risks to our military readiness resulting from Senator Tuberville's indefinite hold on the confirmation of our general and flag officers.

I appreciate and share your deep concern over this hold, which is unprecedented in its scale and scope. Delays in confirming our general and flag officers pose a clear risk to U.S. military readiness, especially at this critical time.

The Department of Defense has 64 three- and four-star nominations pending for positions due to rotate within the next 120 days. These include the Chief of Staff of the Army; the Chief of Naval Operations; the Commandant and Assistant Commandant of the Marine Corps; the Director of the National Security Agency and Commander of United States Cyber Command; and the Commander of United States Northern Command.

Additionally, several one- and two-star nominations are now on indefinite hold for general officers and flag officers slated to take command or support critical positions across the Joint Force. Within the next nine months, approximately 80 three- and four-star rotations are projected across the Department. Those positions include the Chairman of the Joint Chiefs of Staff, the Vice Chief of Staff of the Army, and the Vice Chief of Staff of the Air Force. In total, between now and the end of the year, the Department projects that approximately 650 general and flag officers will require Senate confirmation.

This indefinite hold harms America's national security and hinders the Pentagon's normal operations. The United States military relies on the deep experience and strategic expertise of our senior military leaders. The longer that this hold persists, the greater the risk the U.S. military runs in every theater, every domain, and every Service.

### **Mission Vacancies**

The tenure of Service Chiefs is limited by law, and thus, incumbents must vacate their positions at the appointed time and may only be extended under extraordinary circumstances. Collectively, these positions oversee more than 1.2 million active and reserve component Service members and provide Service personnel and resources to the commanders of the unified combatant commands. By law, Service Chiefs preside over the capabilities, requirements, policies, and plans of their Services and serve as the principal military advisors to the Secretaries of the Military Departments. Put simply, our Service Chiefs train and equip the Joint Force.

Without these leaders in place, the U.S. military will incur an unnecessary and unprecedented degree of risk at a moment when our adversaries may seek to test our resolve.

The hold causes especially acute, self-inflicted problems in new domains of potential conflict. The Director of the National Security Agency and Commander of United States Cyber Command, is responsible for supporting every combatant commander and Service member around the globe — including troops in hostile or hazardous areas — with actionable signals intelligence and cybersecurity support. The Director also ensures that military communications and data remain secure and out of the hands of our adversaries, safeguarding our advanced command, control, communications, computer intelligence, surveillance, and reconnaissance capabilities against the People’s Republic of China, Russia, Iran, North Korea, ISIS, and more. Failing to fill this position weakens the cybersecurity of the United States.

Furthermore, delays in confirming a large number of one- and two-star general and flag officers jeopardizes our current and future readiness. The Department relies on these experienced leaders to execute tactical actions every day and extend our strategic advantages for the long term. General and flag officers at this level are responsible for executing strategy, acquiring new technologies, enhancing tactical effectiveness, conducting joint training, and strengthening global alliances. These general and flag officers also provide direct leadership and mentorship to thousands of enlisted Service members and junior and field grade officers across the Department. Their importance cannot be overstated.

### **Power Projection Abroad**

General and flag officers provide oversight of the Department’s military and civilian staffs, help decide how we employ our forces, and take care of the Service members, civilians, and families in their organizations. Delays in confirmation will soon foist vacancies on the most senior military positions across each of the Services, imposing new and unnecessary risks on U.S. warfighters across multiple theaters of operations.

The hold also makes it harder for the United States to fulfil its global leadership responsibilities, including to our treaty allies and our valued partners around the world. Our smoothly running normal processes and predictable military transitions have long set helpful expectations among allies and partners. Now, however, this hold has created unnecessary uncertainty. That diminishes our global standing as the strongest military in the world, which is in large part based on our stable processes and orderly transitions.

General and flag officers have the authority to make decisions and commit resources, develop key policies, work with our allies and partners, and confront our rivals and foes. The full impact of this hold may not be immediately noticeable because of the resilience built into our military organizations, but over time, the hold will cause cascading impacts to our readiness and needlessly hinder our ability to meet our strategic objectives in the Indo-Pacific, Europe, the Middle East, and beyond.

The absence of experienced and Senate-confirmed senior leadership limits our ability to deepen our cooperation with our allies and partners through multilateral training and cooperative

engagements. Recent exercises, such as Balikatan 2023 with the Armed Forces of the Philippines or joint U.S.-Israeli naval activity in the Bab el-Mandeb Strait, may become even more difficult if delays in confirmation force other leaders to take on the responsibilities of officers held up by the Senate. This hold could force senior leaders to become dual-hatted, which would force them to juggle competing priorities and sap their ability to excel.

### **Knowledge and Expertise**

Our general and flag officers cultivate their expertise and experience over decades of service. Military units need leaders, and our Service members deserve to be led by fully confirmed general and flag officers. The failure to confirm leaders in key roles transfers strategic risk down the chain of command and forces our units to operate with less experienced decision makers in charge. By destabilizing the senior military promotion and rotation process, we put our short- and long-term readiness at significant risk.

Failure to fill these positions in a timely manner is simply irresponsible. We owe it to our Service members to provide them with the best leadership possible, and the current hold jeopardizes the continuity and effective transition of leadership.

### **Service Members and Families**

This hold disrupts not only our most senior military leaders but their families as well. Service members and military families are resilient, but the current hold adds another layer of stress and unnecessary uncertainty.

The damage here includes not just the disruption to our most senior officers, but also profound confusion and disturbance to our rising one- and two-star general and flag officers and their families. Extended holds increase the time from selection to promotion, which could further delay promotion timelines by 12 to 24 months. This impedes not only the current cadre of officers but those in the groups behind them as well.

General officer and flag officer end strength is tightly controlled by statute. Promotion of one cadre of officers is possible only with the retirement of others. Long-term holds have a corrosive and cascading effect: they prevent our rising officers and their families from being able to predict promotion and rotation windows, which can increase the pressure to leave the military in favor of greater stability. The more our normal promotion processes are jolted, the more we risk the loss of the diverse warfighting and technical expertise that America needs to confront its 21<sup>st</sup>-century security challenges.

The current hold also means delaying or canceling permanent change of station moves — not only for those now nominated and on hold but also for numerous officers and their families who must be extended on station to prevent critical gaps. Military children will be unable to move to new schools when the next school year begins, which imposes needless additional stress on those students and their families. Military families enrolled in the Exceptional Family Member Program may endure serious delays or be unable to access the services and support that they need and deserve when they transition to their new duty stations. And outstanding military

spouses may not be able to accept or start new jobs because they cannot predict when they could start. The families of our general and flag officers serve right alongside their Service members. The current hold imposes additional burdens upon our military families that are both unnecessary and unconscionable.

### **A Perilous Precedent**

As such, the Department urges the Senate to resolve the current situation as swiftly as possible to limit these serious consequences. Never before has one Senator prevented the Department of Defense from managing its officer corps in this manner, and letting this hold continue would set a perilous precedent for our military, our security, and our country.

The ripple effects of this unprecedented and unnecessary hold are increasingly troubling. Ultimately, the breakdown of the normal flow of leadership across the Department's carefully cultivated promotion and transition system will breed uncertainty and confusion across the U.S. military. This protracted hold means uncertainty for our Service members and their families and rising disquiet from our allies and partners, at a moment when our competitors and adversaries are watching.

As public servants and officials sworn to protect and defend our Constitution, I hope that we can all acknowledge the national security risks posed by these needless delays and come together to safeguard the lethality and readiness of the most powerful fighting force in human history.

Thank you for your continued strong support for our Service members and our national security. I again urge swift action to confirm all U.S. general and flag officers.

Sincerely,  
