

**Advance Questions for General William M. Fraser, III, USAF**  
**Nominee for Commander, United States Transportation Command**

**Defense Reforms**

**The Goldwater-Nichols Department of Defense Reorganization Act of 1986 and the Special Operations reforms have strengthened the warfighting readiness of our Armed Forces. They have enhanced civilian control and the chain of command by clearly delineating the combatant commanders' responsibilities and authorities and the role of the Chairman of the Joint Chiefs of Staff. These reforms have also vastly improved cooperation between the services and the combatant commanders, among other things, in joint training and education and in the execution of military operations.**

**Do you see the need for modifications of any Goldwater-Nichols Act provisions?**

*No. Goldwater-Nichols has transformed the DOD and the military for the better. I have completed six joint assignments and can personally say that now as Commander of Air Combat Command, I have seen first-hand how we continue to institutionalize "jointness" within our Armed Forces. The reforms of Goldwater-Nichols remain an essential part of the DOD fabric and the efficient and effective way we employ forces.*

**If so, what areas do you believe might be appropriate to address in these modifications?**

*I have no suggested changes to Goldwater-Nichols, however, if confirmed, I will work closely with Congress, the Secretary of Defense and other senior leaders of our military to continually review Goldwater-Nichols and then implement any changes that are needed.*

**Duties**

**What is your understanding of the duties and functions of the Commander, U. S. Transportation Command?**

*The mission of the Commander, United States Transportation Command is to provide air, land and sea transportation for the Department of Defense (DOD), in peace, crisis and war. The Commander relies on his Component Commands - Air Mobility Command (AMC), Military Sealift Command (MSC), and the Military Surface Deployment and Distribution Command (SDDC) - to accomplish this mission. The Commander also has the Distribution Process Owner (DPO) mission to improve the worldwide DOD distribution system. As DPO, the Commander works closely with the Defense Logistics Agency and the Services to identify inefficiencies, develop solutions and implement improvements throughout the end-to-end distribution system. The U.S. Transportation Command team blends active and reserve forces, civilian employees and commercial industry partners to provide the mobility forces and assets necessary to respond to the full range of military operations.*

**What background and experience do you possess that you believe qualifies you to perform these duties?**

*My entire Air Force career has been filled with a variety of opportunities and experiences that prepared me for this job. This includes operational tours commanding strategic bomber units which deployed, employed and returned home. But also tours as the Air Force Vice Chief of Staff, Commander, Air Combat Command (ACC), and six joint assignments to include time as Assistant to the Chairman, Joint Chiefs of Staff (JCS).*

*As the Assistant to the Chairman, JCS, I traveled the globe with the Secretary of State working to build partnerships with foreign governments and international and non-governmental organizations. I also participated in numerous interagency Deputies meetings at the National Security Council.*

*As the Air Force Vice Chief of Staff, I interacted frequently with the Secretary of Defense, Chairman of the Joint Chiefs of Staff, Combatant Commanders, and Service Chiefs on major issues facing our military.*

*Finally, in my current capacity as Commander, ACC, I organize, train, equip, and maintain combat-ready air forces of more than 1,000 aircraft and 79,000 active-duty and civilian personnel in the Air Force's largest command. When mobilized, the Air National Guard and Air Force Reserve contribute more than 700 aircraft and 49,000 people to ACC. This includes the logistics of preparing Airmen to deploy around the globe, a complex task I have led for various organizations at virtually all Air Force levels. In doing so, I've worked with some of the military's finest logisticians and they have taught me well.*

*If confirmed, it will be my distinct honor to lead the men and women of U.S. Transportation Command in their world-wide mission.*

**Do you believe that there are any steps that you need to take to enhance your expertise to perform the duties of the Commander, U. S. Transportation Command?**

*If confirmed, I will personally engage the Component Commands, agencies, and commercial partners, to better grasp the scope of the issues they face in order to execute this critical duty. I need a complete understanding of current Defense Department and national transportation issues, including the challenges facing the commercial transportation industry and other national partners upon who we so heavily rely.*

**Relationships**

**Section 162(b) of title 10, United States Code, provides that the chain of command runs from the President to the Secretary of Defense and from the Secretary of Defense to the combatant commands. Other sections of law and traditional practice, however, establish important relationships outside the chain of command. Please describe your understanding of the relationship of the Commander, U. S. Transportation Command to the following offices:**

**The Deputy Secretary of Defense**

*The Deputy Secretary of Defense has full power and authority to act for the Secretary of Defense when serving as his designated representative in the Secretary's absence. As such, the Commander U.S. Transportation Command will report to and through the Deputy Secretary when serving in that capacity.*

**The Under Secretaries of Defense**

*Under Secretaries of Defense coordinate and exchange information with DOD components, including combatant commands, which have collateral or related functions. In practice, this coordination and exchange is normally routed through the Chairman of the Joint Chiefs of Staff. If confirmed as a combatant commander, I will act accordingly.*

**The Chairman of the Joint Chiefs of Staff**

*The Chairman is established by Title 10 as the principal military advisor to the President and Secretary of Defense. The Chairman serves as an advisor, and is not, according to the law, in the chain of command, which runs from the President through the Secretary to each combatant commander. The President normally directs communications between himself and the Secretary of Defense to the Combatant Commanders via the Chairman of the Joint Chief of Staff. This keeps the Chairman fully involved and allows the Chairman to execute his other legal responsibilities. A key responsibility of the Chairman is to speak for the Combatant Commanders, especially on operational requirements. If confirmed as a Commander, I will keep the Chairman and the Secretary of Defense promptly informed on matters for which I would be personally accountable.*

**The Vice Chairman of the Joint Chiefs of Staff**

*Although the Vice Chairman does not fall within the Combatant Command chain of command, he is delegated full power and authority to act for the Chairman in the Chairman's absence. If confirmed as a Combatant Commander, I will keep the Chairman informed, but if the Vice Chairman is representing the Chairman I will keep him informed as I would the Chairman.*

**The Director of the Joint Staff**

*The Director of the Joint Staff assists the Chairman in managing the Joint Staff. The Director of the Joint Staff does not fall within the combatant commander's chain of command. However, he enables important decisions to be made as the combatant commander's staff interacts with the Joint Staff. The Director is also a key interface with OSD principles and interagency leadership, and can assist Combatant Commanders working issues below the Chairman's level.*

**The Secretaries of the Military Departments**

*Close coordination with each Service Secretary is required to ensure that there is no infringement upon the lawful responsibilities held by a Service Secretary.*

### **The Chiefs of Staff of the Services**

*The Chiefs of Staff of the Services organize, train, and equip their respective forces. No Combatant Commander can ensure preparedness of his assigned forces without the full cooperation and support of the Service Chiefs and their respective reserve components. As members of the Joint Chiefs of Staff, the Service Chiefs have a lawful obligation to provide military advice. The experience and judgment the Service Chiefs provide is an invaluable resource for every Combatant Commander. If confirmed, as Commander U.S. Transportation Command, I will pursue an open dialogue with the Service Chiefs and the Commandant of the U.S. Coast Guard.*

### **The other combatant commanders**

*If confirmed, I will maintain open dialogue with the other Combatant Commanders to foster trust and build mutual support. Today's security environment requires us to work together to execute U.S. national security policy.*

### **Major Challenges and Priorities**

#### **In your view, what are the major challenges confronting the next Commander, U. S. Transportation Command?**

*The next commander's near-term challenge will be maintaining today's warfighter support, including redeployment of forces, while building and sustaining alternative strategic lines of communication in case we lose any of our current primary routes. Long term challenges include preparing for a future with a wide range of adversaries in an ever-changing, more complex and distributed battlespace. Even as the Department prepares for a broad range of military crises, we know we will face disaster-related humanitarian crises like those that have occurred here at home, as well as, in Haiti, Japan, and elsewhere. And we will need to do this in a more expeditionary, yet fiscally constrained environment than ever before.*

*The real strength of USTRANSCOM—as with any military organization—is evident in the unique talents and skills of its people. There is no more important challenge to a commander than proper stewardship of this resource. USTRANSCOM's components rely heavily on reserve elements. USTRANSCOM includes multi-service active military and large amounts of reserve personnel, government civilians and contractors. If confirmed, I would take an active role in preserving and enhancing the quality and expertise of USTRANSCOM's personnel resources.*

#### **If confirmed, what plans do you have for addressing these challenges?**

*If confirmed, I will address these challenges by improving our global end-to-end ability to deliver to the point of need in the most cost-effective way possible--projecting power where our National interests dictate. To do this, I will work with our commercial partners and the interagency to expand capacity and continue USTRANSCOM efforts around the world to secure diplomatic and physical accesses to ground and airspace infrastructure for logistics. I will also leverage ongoing multi-modal efforts to optimize our operations to support the warfighter while improving the performance and efficiency of deployment and distribution enterprise. Working closely with USCYBERCOM, I will*

*ensure our networks remain secure as USTRANSCOM's Agile Transportation for the 21<sup>st</sup> Century (AT 21) program is brought to operational status. This will provide decision makers with automated tools to improve the end-to-end movement and distribution of forces and sustainment.*

**If confirmed, what broad priorities would you establish?**

*If confirmed, USTRANSCOM's number one priority will remain to support the warfighter with whatever is needed to meet National objectives; including deployment, sustainment, rapid maneuver, aeromedical evacuation, redeployment, and humanitarian crisis response. Always mindful of our resources, I will continue process improvements and enterprise synchronization efforts through relationships within the Department, around the U.S. Government, and with commercial and international partners.*

**What do you consider to be the most serious problems in the performance of the functions of the Commander, U. S. Transportation Command?**

*USTRANSCOM has done a world class job supporting the Nation and our military forces over the years. Its stock with the warfighter has never been higher, earned through deployments, sustainment, redeployments, surges and draw downs, and humanitarian crises like the recent calamity in Japan or the earthquake in Haiti. USTRANSCOM's human enterprise is large, diverse, and global and there will always be things we wish we can do better. The most significant area I would focus on would be improving the coordination and synchronization of the entire Joint Deployment and Distribution Enterprise (JDDE). The JDDE is a vast network of organizations both in and out of the Department of Defense that relies heavily on commercial partnerships with industry. General McNabb has made great strides toward this end, and if confirmed, I will continue this work by aligning JDDE authorities and resources commensurate with responsibilities, improving our ability to rapidly build strategic lines of communication, and institutionalizing best practices learned during the last decade.*

**If confirmed, what management actions and time lines would you establish to address these problems?**

*If confirmed, I will reach outside of the command early to deepen strategic relationships with my fellow combatant commanders, USTRANSCOM's components, commercial and international partners, leaders within the interagency, and with members of Congress. As we move forward, we will balance our desire for perfection with the art of what is possible across a highly diverse enterprise, proceeding smartly after considering the options and balancing their costs and benefits.*

**Experience in Managing Logistics Operations**

**Unlike the current commander of U. S. Transportation Command, you have not had extensive experience in managing transportation forces. Much of your operational experience has been in bomber units.**

**What steps do you believe you need to take to achieve a more complete understating of the logistics operations that U. S. Transportation Command and the component commands within command manage for the Department of Defense?**

*I will work diligently to increase my knowledge of Defense Department and national transportation issues, including the challenges facing the commercial transportation industry and other national partners. If confirmed, this will include ensuring the USTRANSCOM staff works to enhance my understanding of logistics operations and the mission of the command. I will also personally engage our interagency, non-governmental, commercial, and multi-national partners to learn and discuss improvements to our shared logistics priorities.*

**Distribution Process Owner**

**In September 2003, following a review of logistics operations, the Secretary of Defense designated the Commander, U. S. Transportation Command (USTRANSCOM), the Distribution Process Owner (DPO). As the DPO, USTRANSCOM was tasked to improve the overall efficiency and interoperability of distribution related activities -- deployment, sustainment, and redeployment support during peace and war.**

**What is your understanding of USTRANSCOM's responsibilities as the DPO?**

*The mission of USTRANSCOM as the Distribution Process Owner (DPO) is twofold: first, to coordinate and oversee the DOD distribution system to provide interoperability, synchronization and alignment of DOD wide, end-to-end distribution; and, second, to develop and implement distribution process improvements that enhance the Defense Logistics and Global Supply Chain Management System.*

**What is your assessment of the progress has USTRANSCOM made in improving the distribution process?**

*The Command has made significant progress in transforming DOD distribution. In collaboration with the COCOMs, Services, DLA, and GSA, USTRANSCOM has matured the DPO governance structure to use a robust performance measurement framework, with common metrics and negotiated Time Definite Delivery (TDD) standards which establish expectations, identify where the system needs improvement and prioritize resources to making improvements.*

*USTRANSCOM has made improvements through the DPO Strategic Opportunities (DSO) initiatives, which is a collaborative effort between USTRANSCOM, DLA, GSA, the Services and COCOMs to move sustainment through the distribution network faster and cheaper. For fiscal year 2011, these combined initiatives have delivered approximately \$280 million in savings through July.*

*For example, the Strategic Surface Route Plan maximized 40' container utilization and improved velocity on key routes by 15%. Strategic Air Optimization has improved aircraft cargo utilization by ~10% by employing the full array of airlift services, improving Aerial Port pallet build processes and better matching airlift capacity with*

*demand. Lastly, by applying lean principles to air and surface cargo distribution processes, USTRANSCOM improved velocity by up to 40% across multiple COCOM distribution lanes.*

*Looking forward, there is always ways to institutionalize process improvements and efficiencies through business process reengineering. One example is the AT 21 program, which uses industry best practices and government and commercial off-the-shelf optimization and scheduling tools to deliver best value, end-to-end distribution and deployment solutions. Business process reengineering improves transportation planning, forecast accuracy and on-time delivery of forces and sustainment to Combatant Commanders at a lower cost to the Services.*

**Do you believe that the current system needs any changes to enhance the ability of USTRANSCOM to execute the responsibilities of the DPO?**

*No. I believe the Commander of USTRANSCOM has the necessary authorities to execute his responsibility as the DPO. If confirmed, I will continue to build on the hard work and successes achieved to date. I will emphasize reducing costs by exploring new areas in the DOD supply chain that emphasize a total cost management view, balancing efficiency with effectiveness to achieve best value and visibility for the warfighter and the taxpayer. I will enhance unity of effort by promoting the Joint Deployment Distribution Enterprise and pursuing opportunities to remove barriers to reinvesting enterprise cost savings.*

**Strategic Airlift**

**The requirement for organic strategic airlift needed to support wartime requirements has been set at a level of 32.7 million ton-miles per day. This requirement is somewhat smaller than the capability of 222 C-17s and 111 C-5s which could carry roughly 35 million ton-miles per day. With that situation in mind, the Air Force intends to retire some portion of the C-5A fleet of aircraft.**

**Do you agree with the DOD proposal to eliminate the strategic airlift force structure floor of 316 aircraft?**

*Yes. Our national defense strategy requires a viable fleet of about 300 organic strategic airlift aircraft, which would provide the 32.7 million ton-miles per day peak wartime requirement as established in the Mobility Capabilities and Requirements Study-2016. The C-17 will continue to be our premier airlifter, and our modernized C-5s are achieving their expected levels of mission readiness. However, in order to achieve the correct mix of C-17 and C-5 aircraft, and take full advantage of our aircrews, maintainers and aerial porters, the Air Force should be given the authority to retire the oldest, least capable C-5As. This action would improve aircraft availability by removing aircraft with the lowest mission capable rates from the fleet and will allow the Air Force to focus their critical personnel and resources on the right sized fleet.*

**What is your view of the requirements in peacetime for such organic airlift aircraft?**

*The Mobility Capabilities and Requirement Study-2016 (MCRS 16) established the organic strategic airlift requirement at 32.7 million ton-miles per day. This requirement*

*includes steady-state (peacetime) requirements as well as wartime requirements. Proactive management of the Guard and Reserve participation and commercial augmentation allows USTRANSCOM to respond rapidly to sudden changes in the peacetime requirements. If confirmed, I will work to ensure our partnership with the Guard, Reserve and CRAF carriers remain strong for our National security.*

**Do you believe that the Air Force could, at reasonable costs and within reasonable time frames, re-activate some portion of the 32 C-5 aircraft that will have been retired under the Air Force's current plans, if later we find out that 301 strategic airlift aircraft is not sufficient to meet our peacetime and wartime needs?**

*Based on the MCRS 16, the Air Force does not anticipate the requirement for strategic airlift to exceed 32.7 million ton-miles per day, which equates to about 300 aircraft. If, at some point in the future, we determine that the requirement is greater than anticipated, USTRANSCOM will support the Air Force to find the best solution, which might include reactivation of aircraft.*

**Does possible closure of Pakistan lines of communication supporting Afghanistan operations change your assessment of airlift requirements, and if so, how?**

*No. The possible closure of Pakistan lines of communication would not change the requirement of about 300 organic strategic airlift aircraft. Improving throughput at existing airports and expanding capacity in our surface networks which supply Afghanistan has again been a centerpiece of our efforts in 2010. The Northern Distribution Network (NDN) remains a priority for USTRANSCOM. In 2010, two additional routes were added through the Baltics and Central Asia and continue to improve the processes, facilitating a faster, less costly cargo flow. In addition to the NDN improvements, capacity was added at intermodal Persian Gulf locations. Realizing that more capacity was needed to support the surge of forces into Afghanistan and the movement of thousands of Mine Resistant Ambush Protected Vehicles (MRAP), USTRANSCOM worked closely with USCENTCOM and the Department of State to secure access to additional airfields and seaports in the Persian Gulf. Using a concept called multi-modal operations, large volumes of cargo and thousands of vehicles were moved by sea to locations in closer proximity to the USCENTCOM area of operations, by truck from the seaports to the nearby airfields and then by air to Afghanistan.*

### **Northern Distribution Network**

**The Defense Department has plans to expand its use of air and ground supply routes along the Northern Distribution Network (NDN) to deliver equipment and supplies to Afghanistan, in part to reduce the U.S. reliance on supply routes through Pakistan. Yet significant portions of the NDN go through certain countries, particularly in Central Asia, that have extremely poor track records on human rights and corruption.**



**What do you see as the major challenges to expanding the use of the NDN to deliver supplies to Afghanistan?**

*The primary challenges we face with expanding the NDN are access and types of cargo allowed to transit. Receiving necessary and timely transit permissions from partner nations, particularly those in Central Asia, has been a challenge. Additionally, the current transit agreements only allow non-lethal cargo to transit the NDN. This limiting factor leads to heavier reliance on the Pakistan ground lines of communication for some military equipment and airlift for delivery of lethal and critical or sensitive cargo.*

**To what extent, if any, should concerns about the human rights and corruption records of authoritarian regimes, particularly in Central Asia, be taken into account in negotiating expanded access to supply routes along the NDN?**

*It is in the national interests of the U.S. to advance and protect fundamental human rights, and to promote democratic institutions that are responsive and accountable to its citizens. These strategic priorities should be taken into account and balanced against other strategic priorities in our dealings with foreign governments. We need to work with the whole of government to take a holistic approach to our bilateral relationships, and it is in this context that negotiations to expand needed NDN supply routes should be considered.*

**Strategic Sealift**

**Strategic sealift has always played a significant role in providing support to our forces overseas. Typically, we have seen strategic sealift delivering 95 percent of the equipment transported to overseas contingencies.**

**Are there any initiatives that you believe are necessary, if confirmed, in the area of strategic sealift?**

*If confirmed, I will work with the U.S. Navy and our commercial sealift partners to develop initiatives such as Joint Seabasing and Joint High Speed Vessels, which may play a role in enhancing strategic sealift. Strategic Sealift continues to play a vital role in the transportation of equipment and supplies for the Department of Defense. The Military Sealift Command, the Military Surface Deployment and Distribution Command and U.S. Maritime Administration, working in partnership with the U.S. maritime industry, have done a superb job at meeting the performance requirements of strategic sealift as we execute Operations Enduring Freedom and New Dawn and support other military missions around the globe.*

**Maritime Security Program**

**Through programs like the Maritime Security Program (MSP), the Voluntary Intermodal Sealift Agreement and the Voluntary Tanker Agreement administered by the Maritime Administration, the Department of Defense has maintained access to U.S. commercial capabilities and transportation networks while ensuring the continued viability of both the U.S.-flag fleet and the pool of citizen mariners who man those vessels.**

**What is your view of the importance of these Maritime Administration programs?**  
*The Maritime Security Program (MSP), Voluntary Intermodal Sealift Agreement (VISA) and Voluntary Tanker Agreement (VTA) are all vital components of the overall strategic sealift capability required to meet the Nation's strategic sealift requirements. The MSP maintains a modern U.S. flag fleet providing military access to vessels and vessel capacity, as well as a total global, intermodal transportation network. This network includes not only vessels, but logistics management services, infrastructure, terminals facilities and, perhaps most importantly, U.S. citizen merchant mariners to crew the government owned/controlled and commercial fleets.*

**What changes in these programs, if any, do you believe are appropriate and would make them more effective or more efficient in supporting DOD transportation requirements?**

*USTRANSCOM is coordinating with the Maritime Administration on proposed enhancements to the MSP that would allow an opportunity for cost efficient recapitalization of our organic Surge Sealift Fleet. As force drawdowns continue in Operations New Dawn and Enduring Freedom, so will the deployment and sustainment cargoes which have become such a valuable piece of our commercial partners' business plans. If confirmed, I will work to mold these programs to respond to the ever changing global strategic and economic environment maintaining our U.S. flag fleet, our precious pool of U.S. citizen merchant mariners, and the industrial base which supports them.*

### **Civil Reserve Air Fleet**

**With the expansion of military operations since September 11, 2001, the Air Force's mobility requirements have increased. The Air Force has in the past, and may very well in the future, rely heavily on the Civil Reserve Air Fleet (CRAF) to supplement its organic airlift.**

**Do the changes in the commercial airline industry, characterized by bankruptcies and a move toward smaller and shorter-range aircraft, bring into question the future viability of the CRAF system?**

*Several recent studies indicate that the airline industry will continue to provide sufficient numbers of large, long-range aircraft to meet our defense needs. In this past year, through discussions with our commercial industry partners, USTRANSCOM has made the most sweeping changes to the CRAF program in 15 years. These changes will result in a stronger, more viable program and address Congressional mandates to improve predictability of DOD commercial requirements and incentivize carriers to use modern aircraft.*

*To ensure the CRAF partnership remains strong, USTRANSCOM created the Executive Working Group (EWG), modeled after a similar venue with our sealift partners. The CRAF EWG brings together USTRANSCOM and AMC leaders with Chief Executive Officers, Presidents, and other representatives of the commercial airline industry to discuss issues with the CRAF program. The CRAF EWG will continue to meet on a*

*regular basis to discuss additional changes to this vital program. If confirmed, I will continue to work with our CRAF partners to ensure the business relationships are solid and the contracts support DOD requirements.*

**How much should we be relying on CRAF aircraft to meet our peacetime and wartime airlift requirements?**

*The Civil Reserve Air Fleet (CRAF) is a critical component in our ability to rapidly deploy forces and equipment. We must balance and integrate all the tools of American power, to include our industrial capacity and partners, to succeed in ensuring our national security.*

*The CRAF is intended to augment wartime capability to carry passengers and bulk air cargo, which it is very efficient in doing, allowing the organic fleet to focus on missions for which they are better suited. It is a win-win for our nation.*

**Joint Command and Control**

**Initial reporting from recent military operations indicate joint command and control capabilities have greatly improved in recent years.**

**What is your assessment of the performance of USTRANSCOM's global and theater command and control (C2) systems?**

*USTRANSCOM's global C2 systems work well, as evidenced by their timely support of warfighter requirements. If confirmed, I will work to improve USTRANSCOM's C2 systems to focus on enhancing situational awareness, rapid decision making and end-to-end distribution optimization.*

**What interoperability challenges remain between service to service and service to joint C2 systems?**

*There is a need to improve information exchanges across the various classification boundaries and between services and Combatant Commanders, while simultaneously improving information sharing with our commercial and coalition partners. Information sharing is crucial to successful and safe mission accomplishment, but there are security risks that require constant attention.*

*To enhance service-to-joint C2 systems, USTRANSCOM is working to identify key processes and information technology solutions that best integrate service unique or stand-alone applications to enhance the delivery of timely, accurate, and complete data. USTRANSCOM is teaming with commercial partners and individual services to ensure these interoperability risks are addressed. If confirmed, I will continue to improve USTRANSCOM's superior service to their customers, and most importantly, our warfighters.*

**What role should the USTRANSCOM Commander play in ensuring the development of reliable, interoperable, and agile C2 systems?**

*As Distribution Process Owner, the USTRANSCOM Commander plays a pre-eminent role in the integration of C2 systems across boundaries and domains from one end of the distribution chain to the other. Commercial partners, DLA, Joint Staff, Combatant Commanders, Services and Coalition partners all have unique logistics systems that serve their mission.*

*If confirmed, I will work with distribution partners and customers to make C2 improvements which will allow protected and unconstrained sharing of information across these domains. This is a clear challenge, but necessary, if we are to maximize the combat multiplying effects of logistics for the warfighter.*

**Cyberspace Operations and Security**

**Transportation Command must communicate over the unclassified Internet with many private-sector entities that are central to DOD's force generation and deployment operations – in the transportation and shipping industries in particular. Much of the rest of the critical communications and operations of the Defense Department can be conducted over the classified DOD internet service, which is not connected to the public Internet and is therefore much more protected against eavesdropping and disruption by computer network attacks. General McNabb has been quoted as stating that TRANSCOM is the most attacked command in the Department.**

**What do you believe are the critical needs of TRANSCOM for cyber security?**

*USTRANSCOM not only moves cargo and passengers, but vast amounts of information between our military and commercial partners. Command and control systems must get the right information to the right people at the right time, while protecting it from exploitation and attack. If confirmed, I will work to protect the command's information from new technologies that exploit and attack, reduce costs by eliminating duplication of data, systems or processes and set data standards across the enterprise to build trust, security, and efficiency.*

**What plans do you have for addressing these critical needs?**

*USTRANSCOM will need to continue addressing these issues on multiple fronts. Keeping command and control systems secure and protecting them from attack is a huge challenge. USTRANSCOM has been partnering with USCYBERCOM, industry and academia to introduce innovative technologies and methodologies to protect essential systems and information. To reduce costs and boost security, the command is implementing architectures to leverage new technologies, eliminate duplication of data, and better protect its command and control systems. To improve the accuracy and trust of our information, USTRANSCOM is partnering with military and commercial partners to define standards for the processing and handling of data. Implementation of these standards streamlines information flow, provides better transparency to authorized users, and leverages new technologies. The results are trusted and timely information*

*supporting a more responsive transportation enterprise. If confirmed, I will focus on cyber security by working with our components, the Department, and industry experts to develop innovative solutions that maintain our freedom of operations through data security.*

**Is the Department of Defense taking adequate steps to address your special needs?**

*Yes. USTRANSCOM is engaged with the Principal Deputy Under Secretary of Defense for Policy, DOD Chief Information Officer, United States Cyber Command, the Cyberspace Integration Group, and COCOM Senior Warfighter Forums in a concerted effort to enhance cyberspace operations security posture and countering cyber threats to our enterprise networks and information.*

**Aeromedical Evacuation**

**Following the cancellation of the C-9A aircraft for medical evacuation in 2003, the Air Mobility Command adopted a new operational approach to its worldwide mission of aeromedical evacuation. The concept employs other airlift, such as cargo and aerial refueling aircraft, for the air evacuation of wounded and ill patients.**

**Based on lessons learned in OIF, OEF, and Operation New Dawn, are you satisfied that the current model ensures the highest quality of aeromedical evacuation support for our severely injured or ill personnel?**

*I am extremely satisfied with the high quality of aeromedical evacuation (AE) support USTRANSCOM provides for our severely injured or ill personnel. The current approach using designated versus dedicated aircraft has transformed our global patient movement capability. The transition from the C-9A to cargo and aerial refueling aircraft provided access to a greater variety of airframes globally while offsetting the cost of maintaining a dedicated air fleet solely for aeromedical evacuation. This also provides greater flexibility to respond to urgent and priority patient needs with In-system Select missions that can land at airfields not accessible by a C-9A. Ten years of experience and lessons learned has led to significant advancements in mission operations, technology, and medical capability. Patient support pallets and specially trained critical care teams are just two examples of enhancements that made cargo and aerial refueling aircraft suitable for aeromedical evacuation. This has allowed safe movement of severely injured and ill patients more effectively through the enroute care system. In addition, the Civilian Reserve Air Fleet (CRAF) is able to provide additional aeromedical evacuation capability if patient movement requirements exceed current system capacity. If confirmed, I will continue to ensure the highest quality of aeromedical evacuation support for our severely injured or ill personnel. I believe this is a critical pillar to conduct combat operations and to sustaining an exceptional all-volunteer force.*

**If confirmed, how would you continuously evaluate the quality standards of aeromedical evacuation?**

*If confirmed, I would support an integrated approach to evaluate the quality standards of aeromedical evacuation. This includes expanding the use of AE data from the Patient Movement Quality Reporting System and the USTRANSCOM Regulating and Command*

*and Control Evacuation System (TRAC2ES) to pinpoint opportunities to optimize patient care. Integrating other existing patient safety databases used by the Services, COCOMs, USTC/AMC AE patient safety monitors, the Critical Care Air Transport Performance Improvement Team, and the Joint Theatre Trauma System (JTTS) would further enhance patient safety and quality standards. In addition, I would support development and deployment of a user-friendly electronic medical record that captures patient information and care data all the way from point of injury, through care in the air, to the medical treatment facility (MTF) or rehabilitation facility.*

## **Research and Development**

**USTRANSCOM's budget includes funding for a research and development activity designed to allow for examination and improvement of the entire supply chain as part of USTRANSCOM's role as Distribution Process Owner.**

**What are the major capability gaps related to USTRANSCOM's mission that need to be addressed through research and development efforts?**

*Increased demands on USTRANSCOM's global mission and the ability to execute those responsibilities in an ever-increasing contested cyberspace environment represent challenges that require innovative solutions to maintain critical communication with the distribution community including our commercial partners. Additionally, new technologies may increase the efficiency and effectiveness of our distribution options. If confirmed, USTRANSCOM's R&D investment focus will explore technologies that improve efficiencies and lower the operating cost of our Nation's joint logistics enterprise. Some examples include:*

- *Point of Need Delivery - improve delivery speed, volume and accuracy of airdropped cargo, as well as, leverage unmanned and hybrid airlift capabilities in operationally relevant conditions and synchronize strategic and theater delivery capabilities to meet increasingly dynamic customer needs*
- *Joint Sea Basing - capability to safely and efficiently move vehicles, containers and cargo in a sea base environment*
- *Command & Control (C2)/Decision Support Tools – improve visibility, decision-making and collaboration within DOD's logistics chain*
- *Ability to Operate in All Environments – improve expeditionary operations for environments that feature anti-access, austere conditions, adverse weather, and contested cyberspace*
- *Fossil Fuel Dependency Reduction – explore energy alternatives to enhance our ability to employ our nation's airlift and aerial refueling capacity and reduce cost relative to warfighter requirements*

**What unique processes and technologies do you feel USTRANSCOM needs to develop through its own program and investments?**

*USTRANSCOM is investing in process reengineering as part of the AT 21 program to institutionalize improvement opportunities that are repeatable and reliable. Examples include the Strategic Surface Route Plan, and Strategic Air Optimization, which use demand, capacity, and other factors to maximize utilization of containers and pallets*

*while maintaining desired service levels. In addition, USTRANSCOM continues to enhance warfighter support with technologies ranging from precision airdrop to exploring the potential of hybrid airships. If confirmed, I will examine the entire R&D portfolio to find innovative solutions to enhance enterprise support to the warfighter.*

**How will you work with other research and development organizations to ensure that USTRANSCOM's current and future capability gaps are addressed?**

*Nearly 75% of USTRANSCOM's RDT&E projects are collaboratively funded efforts that place proven capabilities in the hands of the warfighter within two to three years. If confirmed, I will work, in partnership with the Services, Defense Logistics Agency, the Combatant Commands, OSD, and the Joint Staff, to identify, validate and recommend RDT&E projects to explore emerging technologies that close validated capability gaps.*

### **Technology Priorities**

**Serving the needs of the combatant commanders both in the near term and in the future is one of the key goals of the Department's science and technology executives, who list outreach to commanders as an activity of continued focus.**

**What do you see as the most challenging technological needs or capability gaps facing USTRANSCOM in its mission to provide air, land and sea transportation to the Department of Defense?**

*Of utmost concern is the need to improve the Department's ability to provide timely and precise delivery of sustainment to our warfighters as well as humanitarian aid and relief anywhere and anytime and to do so in a fiscally responsible manner. Additionally we need to explore information security and assurance as well as new cyber technologies to ensure greater efficiency and mission accomplishment. Mitigating fossil fuel dependency also remains a major focus area.*

**What would you do, if confirmed, to make your technology requirements known to the department's science and technology community to ensure the availability of needed equipment and capabilities in the long term?**

*If confirmed, I will focus on enhancing Department/Industry partnerships to rapidly develop and field proven technologies. Within the DOD and inter-agency, I will work through the established processes to ensure our support to the warfighter continues.*

### **Technology Transition**

**USTRANSCOM has been active in the Joint Concept Technology Development (JCTD) process.**

**What are your views on the JCTD process as a means to spiral emerging technologies into use to confront changing threats and to meet warfighter needs?**

*The Department's JCTD program is an extremely effective tool that COCOMs can use to insert emerging technologies into the war fight. It provides the joint community an agile means to deliver mature technology addressing warfighter gaps. Building on*

*USTRANSCOM's past record of success, if confirmed, I will strongly advocate for technologies that rapidly enhance warfighter support and success.*

**What steps will you take, if confirmed, to enhance the effectiveness of technology transition efforts within your command and in cooperation with other services and defense agencies?**

*If confirmed, I will continue to apply the Command's RDT&E investments, in partnership with other COCOMs, Services, Defense Agencies, academia, and industry to advance our Nation's war fighting capabilities. I will leverage the Department's many programs (JCTD, Coalition Warfare Program, Joint Test & Evaluation, Small Business Innovative Research, etc.) to develop and field, in collaboration with our government, coalition, industry, and academic partners, the rapid development and transition of proven technologies. Specifically, I will include the services, COCOMs, JDDE partners, OSD and the Joint Staff in the JCTD and RDT&E project selection process to ensure buy-in and avoid unnecessary duplication of effort. Finally, I will ensure that all projects have a program of record identified for transition and emphasize rapid fielding from day one.*

### **Deployment Challenges**

**Multiple studies by TRANSCOM and the Army, and direct experience in Afghanistan and elsewhere, demonstrate that the airlift strategy and airlift platforms developed for the Cold War confrontation in Central Europe are not ideal to support operations in third-world regions. Unlike Europe, most of the world has few airfields with long runways, and there are fewer still that have parking space for more than a couple of cargo aircraft to unload at one time. This "Maximum-on-Ground" or MOG metric is the critical measure of throughput capacity at airfields. The few airfields with MOG greater than 2 are scarce and are located within major urban areas, usually far from where ground forces would be employed. Traditional fixed-wing airlifters – even flexible ones like the C-17 – cannot be effectively employed in large numbers to deploy and support ground forces in these regions because of these infrastructure limitations.**

**TRANSCOM is now completing a Future Deployment and Distribution Assessment that documents this capability gap and evaluates alternatives to traditional fixed-wing transports. The alternatives that scored very high are heavy-lift airships and heavy vertical take-off and landing (VTOL) rotorcraft. These alternatives would deploy more forces faster, save lots of fuel, and increase sustainment. And because they deliver troops and supplies directly to the point of need, they reduce the number of trucks on the road that are vulnerable to IEDs, as well as the length of supply lines. In other words, they would also reduce the vulnerability of our supply lines and save lives.**

**The Air Force and the Army are conducting an Analysis of Alternatives for a replacement of the C-130. We understand that the Army favors a heavy lift second generation tilt-rotor that would provide VTOL capabilities.**



**Do you support development of such a platform?**

*The Analysis of Alternatives (AoA) you refer to is the Joint Future Theater Lift Technology Study (JFTL TS), and it is due to be completed within the next year. The AoA is ongoing, and it is unclear what platform or platforms will provide the best warfighter value for the Department of Defense. The intent of the JFTL TS is not to replace the C-130 but to supplement the C-17, C-130 and C-27 capabilities to deliver medium weight combat vehicles into very austere environments. The JFTL TS is assessing the overall value and cost of a cadre of fixed wing aircraft, hybrid airships and tilt-rotor platforms as to how they might perform in emerging, future intra-theater airlift missions. Upon completion of the AoA, OSD in concert with the USAF and the Joint partners will develop conclusions and recommendations.*

**TRANSCOM has apparently assessed the airships in this review to be much more mature technology. This assessment also agrees with other independent assessments.**

**Do you think that DOD should develop and produce such platforms, or do you think the government could buy or lease them from the private sector to acquire a capability sooner?**

*At this time, a hybrid airship configured for heavy cargo, equivalent to legacy lift platforms, does not exist. Industry has developed an ISR hybrid airship, which may serve as the basis for further expansion as a cargo carrying platform. Initial flight testing of this platform is scheduled to begin in early 2012. I believe the DOD should partner with industry as we go forward advancing this transportation modal option.*

**In natural disasters such as the Haiti earthquake or Hurricane Katrina, the airfields and roads and bridges that are required to fly in and distribute relief forces and supplies were destroyed by the disaster. Fixed-wing transports that need functioning airfields are not much use, but vertical lift aircraft or airships have the potential for continuing effective operations.**

**Do you believe that the TRANSCOM analyses have adequately factored disaster relief into their assessments?**

*USTRANSCOM is conducting studies and analyses to ensure we can respond across the full range of military activities. They are working with industry partners through the use of Cooperative Research and Development Agreements (CRADAs) with specific focus on humanitarian assistance and disaster relief (HA/DR) and contingency sustainment (Afghanistan) operations. These look to determine the feasibility of using hybrid airships as a modal option for the transportation distribution system. In order to continue or increase USTRANSCOM's capability to support the warfighter and nations in need with effective and efficient distribution, this team is engaged to ensure situations such as Haiti's earthquake and other natural disasters are analyzed for the use of the hybrid airship.*

## **Defense Personal Property System**

**For over 10 years, U. S. Transportation Command and its subordinate command, Surface Deployment and Distribution Command, have been working to improve the process of moving service members' household goods and gaining the support of the transportation provider industry for needed changes. Implementation of the new system – Defense Personal Property System (DPS) – uses a “best value” approach to contracting with movers that focuses on quality of performance, web-based scheduling and tracking of shipments, service member involvement throughout the moving process, and a claims system that provides full replacement value for damaged household goods. Successful implementation of this system depends on replacement of the legacy Transportation Operational Personal Property Standard System (TOPS) with the web-based DPS.**

**What do you view as the most significant challenges that remain in continuing to implement DPS?**

*The Defense Personal Property System (DPS) is now booking over 90 percent of all household goods shipments, with active duty, reserve, and civilian members taking advantage of on-line self-counseling. Awards to move their personal property are made on a best-value basis to transportation service providers (TSPs). Based on the 17 Mar 11 DPS Cost Savings Analysis, DPS has saved approximately \$153M in FY11 personal property movement costs through the use of more competitive rates and best-value scoring. Although the program has come a long way, some final implementation steps remain. USTRANSCOM is currently incorporating the last remaining functionality, such as Domestic Small Shipments, Intra-Country Moves, and Non-Temporary Storage, into the DPS software while continuing to enhance the overall system performance and the user experience.*

**What is your assessment of the success of DPS in achieving the requirement for full replacement value for damaged or missing household goods claims?**

*Full replacement value (FRV) is implemented across the Services, and is now in place for all modes of shipments in support of the Defense Personal Property Program (DP3). If confirmed, I will ensure process improvements are in place so claims submission procedures become more straightforward for the DPS Claims module user.*

**What is your understanding under DPS of the percentage of valid personal claims for damage or loss of household goods that is currently paid for by the Department of Defense and the percentage that is paid for by the movers who caused the damage?**

*Based on metrics provided by the Military Claims Offices (MCOs), the percentage of claims paid by the DOD is approximately 52%. However, when a MCO pays a claim to a service member, the next step in the MCO process is to initiate collection of those funds from the mover who caused the damage.*

**What is your assessment of the adequacy of the response rate on customer satisfaction surveys as a method for identifying best and worst performers?  
Customer Satisfaction survey response rates are:**

*Customer Satisfaction Survey response rates have risen to 27%. It is clear the survey response rates are key to ensuring only quality service providers participate in the program. If confirmed, I will work closely with the Service Headquarters to increase the response rate.*

**If confirmed, what role would you play in ensuring that DPS is fully funded and implemented and will you make every effort to ensure this program is successful in meeting its goals?**

*If confirmed, I will leverage DPS to continue to improve our business processes for household goods and services. I will work to ensure the DPS program successfully meets its goals and full funding is obtained. OSD and the Services have committed to fully fund the DPS program. In May of this year, the Office of the Secretary of Defense, Capability Assessment and Program Evaluation (OSD CAPE) office validated the FY12-17 funding required for DPS development and sustainment. In addition, OSD, Joint Staff, and the Services have indicated their support to fund DPS.*

### **Air Force Ability to Respond to Worldwide Contingencies**

**What impact, if any, do you see on the Air Force's ability to respond to worldwide contingencies as a consequence of the demands of current operations in Iraq and Afghanistan?**

*The Air Force has the right people, skills, and equipment to support operations in Iraq and Afghanistan as a full partner. The continued operations tempo does however take its toll. Continued deployments place stress upon our people and their families. Our equipment is also being stressed and aged at an accelerated rate. Despite this, the Air Force is proud to be serving alongside our sister services in protecting the future of this great country.*

**How much additional risk has the United States assumed in this regard?**

*Our forces engaged in combat today are ready to perform their missions, but many Air Force capabilities require modernization to help us shape and respond to a very challenging future. We must retain an enduring technological edge that flows from our unmatched ability to research, develop, operate and sustain the world's premier Air Force. The Air Force remains committed to recruiting and retaining the highest caliber Airmen and sustaining the quality of service for them and their families, and we must continue to ensure we are able to set the conditions for America's success against emerging threats in an uncertain future.*

### **Joint Cargo Aircraft**

**Subsequent to the Air Force assuming full responsibility for the direct support airlift mission capability for the Army, the Air Force decided that a total program of 38 C-27Js would be sufficient to meet their responsibility for providing that capability. The Air Force based this conclusion on: (1) an analysis of the Army's demand for the direct support mission; (2) a Mobility Capability Requirements Study conclusion that the programmed Air Force fleet of 401 C-130**

aircraft exceeded maximum demand for intra-theater airlift in any wartime scenario by 66 C-130 aircraft; and (3) an analysis that showed that a supply of 38 C-27J aircraft, along with 20 C-130 aircraft diverted from an intra-theater airlift mission to the Army direct support mission, would meet the Army's needs.

**Should the Air Force consider buying more C-27Js specifically for meeting the Army direct support mission requirements, rather than recapitalizing C-130 inventory that may be excess to intra-theater airlift requirements, since the cost per flying hour for a C-27J should be much less expensive than that for a C-130J aircraft?**

*No. The USAF Intra-Theater Airlift Force Mix Analysis accomplished by RAND in 2008 demonstrated the C-130J as being consistently most cost-effective in accomplishing the spectrum of theater lift missions. C-130s and C-27Js have comparable short field access and soft-field performance. The C-27J has a niche for small loads (three pallets or fewer) and is well suited to perform that role with the current plan to acquire 38 aircraft. The continued recapitalization of the C-130 fleet offers the war fighter greater and more cost-effective capability and flexibility.*

**The Defense Department (DOD) also has requirements for supporting domestic missions, such as those from the Department of Homeland Security. Absent other information, it would appear to the committee that the Department merely assumes that it can muster the appropriate support for domestic missions from within those forces that are derived from war fighting requirements. Just as it has turned out that the current conflicts in Afghanistan and Iraq were not exactly the "lesser included contingencies" that previous defense planning had assumed, it is altogether possible that the same would be true for meeting whatever domestic demands may be placed on the Department.**

**How would you propose to ensure that TRANSCOM forces are able to meet domestic mission requirements?**

*MCRS 16 concluded intra-theater airlift was adequate in supporting each of the three cases studied. Each case contained not only a major contingency campaign but also included worldwide commitments, training, and Homeland Defense scenarios.*

### **Space Available Travel Policies**

**The Department of Defense, in consultation with USTRANSCOM, submitted a report to Congress on Space Available Travel for Certain Disabled Veterans and Gray-Area Retirees in December 2007. The report concluded that increases in Space Available eligibility would significantly impact DOD's ability to accomplish effectively the airlift mission and negatively affect support to active duty military Space-Available travelers. Additionally, the report concluded that adding to the eligibility pool would increase support costs and displace the current policy that mandates that Space-A travel no incur additional costs to DOD.**

**Do you consider the conclusions and recommendations of the December 2007 report to still be valid?**

*I believe the conclusions and recommendations remain valid. The potential for expanding the eligibility pool cited in the report by nearly 2 million individuals (a 27% increase) cannot be accommodated without having a detrimental impact to our active duty members. The Space-A travel system's primary objective is to enhance the morale and welfare of our active duty force.*

**What are the constraints in today's operational environment of expanding the categories of individuals eligible for Space Available travel?**

*Given current operational requirements, I do not believe the DOD has the global ability to support this expansion. The expansion would increase support costs for security identification, administration, processing, baggage handling, safety equipment, training, personnel and facilities and would undermine the current policy that execution of the Space-A travel is at no cost to the DOD. An expansion places additional stress on heavily tasked DOD aircrews and support personnel because of wartime commitments.*

**What recommendations, if any, do you have regarding changes to the existing policies controlling Space Available travel eligibility?**

*Due to the current operational requirements, I do not see Space-A expansion as advisable.*

### **Congressional Oversight**

**In order to exercise its legislative and oversight responsibilities, it is important that this Committee and other appropriate committees of the Congress are able to receive testimony, briefings, and other communications of information.**

**Do you agree, if confirmed for this high position, to appear before this Committee and other appropriate committees of the Congress?**

*Yes.*

**Do you agree, when asked, to give your personal views, even if those views differ from the Administration in power?**

*Yes.*

**Do you agree, if confirmed, to appear before this Committee, or designated members of this Committee, and provide information, subject to appropriate and necessary security protection, with respect to your responsibilities as the Commander, U. S. Transportation Command?**

*Yes.*

**Do you agree to ensure that testimony, briefings and other communications of information are provided to this Committee and its staff and other appropriate Committees?**

*Yes.*

**Do you agree to provide documents, including copies of electronic forms of communication, in a timely manner when requested by a duly constituted Committee, or to consult with the Committee regarding the basis for any good faith delay or denial in providing such documents?**

*Yes.*