

**Advance Questions for General Paul J. Selva, 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 clearly delineated the operational chain of command and the responsibilities and authorities of the combatant commanders, and the role of the Chairman of the Joint Chiefs of Staff. They have also clarified the responsibility of the Military Departments to recruit, organize, train, equip, and maintain forces for assignment to the combatant commanders.**

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

*Answer: I believe Goldwater-Nichols has transformed the Department of Defense (DOD) for the better and it has led to an unprecedented level of cooperation and understanding between the Services. Over the last 28 years, the DOD and the military have fully embraced joint, inter-dependent operations. Having the opportunity to serve in multiple joint tours and now as Commander of Air Mobility Command, I have seen first-hand how we continue to improve our Joint capabilities, ultimately producing a more effective means to grow the officers who are capable of leading our Soldiers, Sailors, Airmen, and Marines as a joint force.*

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

*Answer: I have no suggestions for altering Goldwater-Nichols at present, but I do recognize the need to continuously review and improve the framework in which the DOD operates. If confirmed, I will work with Congress, the Secretary of Defense and other senior leaders of our military to ensure Goldwater-Nichols continues to meet the needs of our armed forces and champion any changes to the legislation that might become necessary.*

**Duties**

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

*Answer: The mission of the Commander, United States Transportation Command is to provide air, land and sea transportation for the DOD, in peace, crisis and war. USTRANSCOM relies on three 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 has been assigned numerous responsibilities in the Unified Command Plan (UCP) to include the Distribution Process Owner (DPO) mission to improve the worldwide DOD distribution system; DOD single manager for global patient movement; Global Distribution*

*Synchronizer (GDS) mission for synchronizing Phase 0 distribution operations; and facilitating the rapid establishment of joint force headquarters for combatant commanders through its subordinate command, Joint Enabling Capabilities Command (JECC). The USTRANSCOM Team utilizes a blend of active and reserve forces, civilian employees and commercial industry partners to meet the command mission in support of a full range of military operations.*

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

*Answer: Throughout my military career, I have had the opportunity to be in positions that have prepared me, if confirmed, to perform the duties as the Commander of US Transportation Command.*

*As the Assistant to the Chairman, JCS, I had the opportunity to serve as an advisor to the Secretary of State and senior State Department leaders. In that capacity I worked directly with senior diplomats strengthening our relationship with allies, partners and friends, and building partnerships with foreign governments and international and non-governmental organizations.*

*As a previous Director of Operations in USTRANSCOM, I directed and synchronized the Defense Transportation System with national distribution processes to meet national security objectives. During my tenure I was responsible for day-to-day operations of the transportation and logistics networks that supported our forces engaged in combat in both Iraq and Afghanistan and supported humanitarian relief and disaster response operations at home and abroad.*

*Finally, in my current capacity as Commander, Air Mobility Command, the Air Component of USTRANSCOM, I command over 130,000 airmen from across our Air Force, Active, Reserve, and Air National Guard who provide worldwide cargo and passenger delivery, aerial refueling, special air mission and aeromedical evacuation. This includes the crucial role of humanitarian assistance and disaster relief to victims of natural disasters both at home and around the world.*

**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?**

*Answer: As a previous Director of Operations for USTRANSCOM and as the current commander of one of USTRANSCOM's Service components, I am aware of the command's global responsibilities. If confirmed, I will personally engage with all of USTRANSCOM's component commands, DOD agencies, and commercial partners to ensure I fully understand the scope of the issues they face in order to execute this critical duty.*

**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**

*Answer: 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 Deputy Secretary also serves as the Chief Management Officer of the Department of Defense to optimize the business environment across the Defense enterprise. USTRANSCOM supports such optimization to improve our support to the other Combatant commands, at best value to the Nation.*

**The Under Secretaries of Defense**

*Answer: 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. In addition, as the DPO, the USTRANSCOM commander receives oversight from the Under Secretary of Defense for Acquisition, Technology, and Logistics in his role as the Defense Logistics Executive via the Defense Logistics Board. If confirmed as a combatant commander, I will act accordingly.*

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

*Answer: The Chairman is established by Title 10 as the principal military advisor to the President, the National Security Council, the Homeland Security Council 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, 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**

*Answer: 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**

*Answer: 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 Office of the Secretary of Defense principles and interagency leadership, and can assist combatant commanders working issues below the Chairman's level.*

### **The Secretaries of the Military Departments**

*Answer: Each Service Secretary is responsible for equipping, training, maintaining and administering forces in the Secretary's Service. 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**

*Answer: 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**

*Answer: Each Combatant Commander is assigned specific responsibilities in the Unified Command Plan. Given the complexity of today's security environment, it is essential that all the Combatant Commanders work together to execute U.S. national security policy. If confirmed, I will maintain open dialogue with the other Combatant commanders to foster trust and build mutual support.*

### **Major Challenges and Priorities**

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

*Answer: USTRANSCOM currently has the capability to meet all surge requirements, however, long term budget uncertainty may erode this key, asymmetric military and logistics advantage. USTRANSCOM is focused on providing logistics and transportation solutions and increasing efficiencies for all its customers but if the future budgets are not addressed, its readiness, particularly the readiness of commercial partners, could be negatively impacted. Maintaining the readiness of our organic lift and sustaining the readiness of our commercial partners in an uncertain budget environment will present significant challenges to our ability to respond to crisis or conflict.*

*The talent and skill of the men and women that make up USTRANSCOM and its Component Commands is the foundation of the command's success. I take very seriously the challenge and responsibility as a commander to be the champion for their readiness*

*and to keep the entire team prepared to respond to the needs of the nation. If confirmed, I would take an active role in preserving and enhancing the quality and expertise of USTRANSCOM's personnel resources and will actively address the demand to maintain the readiness of the transportation and distribution networks to respond to crisis or conflict.*

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

*Answer: If confirmed, I will work with my fellow combatant commanders to assess risks and develop mitigation strategies to ensure we can meet steady state and surge requirements. I will work to improve USTRANSCOM's global, end-to-end ability to deliver to the point of need in the most cost-effective way possible--projecting American influence and power when and where our national interests dictate. To do this, I will work with USTRANSCOM's commercial partners and the interagency to continue to build and maintain capacity and continue USTRANSCOM's 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 the joint deployment and distribution enterprise.*

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

*Answer: If confirmed, my main priorities will be to support the warfighter and preserve readiness to meet national objectives. Always mindful of our obligation to make the most of our existing resources, I will continue process improvement and enterprise synchronization efforts through relationships within the Department, across 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?**

*Answer: In a resource constrained environment, the most significant area I would focus on would be improving the coordination and synchronization of the entire Joint Deployment and Distribution Enterprise – a vast network of organizations both in and out of the Department of Defense that relies heavily on commercial partnerships with industry. USTRANSCOM has made great strides in improving the economies and efficiencies toward this end, and if confirmed, I will continue this work by aligning enterprise responsibilities commensurate with assigned authorities and available resources; improving our ability to rapidly build strategic distribution networks; and, institutionalizing best practices and lessons learned during more than a decade of war.*

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

*Answer: If confirmed, I will work early to deepen strategic and personal relationships with fellow combatant commanders, USTRANSCOM's components, commercial and international partners, interagency leaders and with members of Congress. We will be challenged with difficult decisions in the near future; however, we must balance costs and benefits, matching our actions to available resources in the near term and adapting our efforts for greater economies and efficiencies in the long term.*

## **Experience in Managing Logistics Operations**

**You have served as the Commander of the Air Mobility Command.**

**What steps do you believe you need to take to achieve a more complete understating of the logistics operations of the other component commands of the U. S. Transportation Command?**

*Answer: Fortunately, as a previous Director of Operations for USTRANSCOM and as the current commander of one of USTRANSCOM's Service components, I have an in-depth knowledge of the missions, roles and responsibilities of all facets of the USTRANSCOM team. If confirmed, I will make it a priority to offer continued engagement with the component commanders, DOD agencies, and commercial partners to increase my understanding of the issues they face in order to better execute USTRANSCOM's critical worldwide mission.*

## **Distribution Process Owner**

**In September 2003, following a review of logistics operations, the Secretary of Defense designated the Commander, U. S. Transportation Command (USTRANSCOM), as 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?**

*Answer: USTRANSCOM, in partnership with the Defense Logistics Agency (DLA), General Services Agency (GSA), the Services and Combatant Commanders others, is responsible for constantly working to improve the effectiveness and efficiency of the DOD Distribution Network. Working with all the network stakeholders, USTRANSCOM must work carefully to optimize the effectiveness and efficiency of the entire military supply chain, from factory to end user..*

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

*Answer: In the last few years our DPO Strategic Opportunities (DSO) team has focused on a number of cost avoidance initiatives on both the surface and air side. Through these efforts, we have successfully reduced the amount of containers moving globally through both better utilization and a decrease in the amount of less efficient 20 foot containers used. We applied similar utilization principles to aircraft movements to reduce the overall amount of air lift. Along the same lines, we expanded use of Continental United States (CONUS) multi-modal hubs to maximize cheaper surface movements. Finally, we have developed methods to better manage aircraft fuel usage/purchase which is the single largest expense in aircraft operations.*

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

*Answer: I believe USTRANSCOM has the necessary authorities to execute the Unified Command Plan designated responsibility of the DPO. If confirmed, I will continue the work underway in USTRANSCOM's execution of the DOD Global Campaign Plan for Distribution. USTRANSCOM is in its first cycle of this recently approved plan which will identify distribution issues, assess their risks, prioritize these issues and finally pursue issue resolutions. The plan has a built-in annual update to ensure it is still enhancing the Global Distribution Network. The plan sets the stage for successful execution of USTRANSCOM's DPO role.*

### **Strategic Airlift**

**According to the Department of Defense, the requirement for organic strategic airlift needed to support wartime requirements has fallen to a level of 275 aircraft.**

**Do you agree with the plan to reduce the number of strategic airlift to a level of 275 aircraft?**

*Answer: Yes. The Mobility Capability Assessment (MCA) and the Mobility Requirements Capability Study (MRCS) concluded that in general the mobility capabilities support the strategic objectives in the 2012 National Defense Strategy. While certain scenarios presented some mobility challenges, none precluded achievement of US objectives with accepted timelines and risk.*

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

*Answer: In peacetime, the organic airlift force flies to maintain readiness to meet its wartime mission. The organic strategic airlift fleet is able to provide 80-90 aircraft per day to meet the DOD's airlift needs.*

**Do you believe that the Air Force could, at reasonable costs and within reasonable time frames, re-activate some portion of the fleet of C-5 aircraft if we discover that 275 strategic airlift aircraft is not sufficient to meet our peacetime and wartime needs?**

*Answer: Yes. C-5s not retained in service have been placed in the Aerospace Maintenance and Regeneration Center (AMARC) at Davis-Monthan Air Force Base in Arizona, where they can be returned to service if needed.*

**If we decide that 275 strategic airlift aircraft is insufficient to meet our requirements, should we consider buying more C-17 aircraft?**

*Answer: The purchase of additional C-17s could be one of several alternatives to consider in an Analysis of Alternatives. This option will be increasingly expensive after the production line is shut down.*

## **Northern Distribution Network**

**The Northern Distribution Network (NDN) has been important in delivering 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 continued use of the NDN to deliver supplies to Afghanistan or withdraw equipment from Afghanistan as we draw down forces there?**

*Answer: Sustainment and retrograde cargo volumes have greatly reduced with the reduction of troops in Afghanistan and the increased use of both military and commercial multi-modal operations. Should events in Ukraine strain relationships between the U.S. and Russia and countries strongly influenced by Russia, access to routes north of the Black Sea both for surface and over-flight movement could be limited. Additional concerns include border crossing and convoy security within the country of Afghanistan which could affect surface movement in and out of the country; if the security situation deteriorates, surface access may become very limited.*

*The NDN accessed through the Mediterranean and the Caspian remain open and reliable as the countries involved are deeply interested in maintaining routes which will help them build the “New Silk Road” initiative.*

**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 using access to supply routes along the NDN?**

*Answer: The DOD agencies, Department of State (DoS), and geographic combatant commands coordinate closely to develop and maintain NDN routes to ensure an efficient and effective means of moving warfighter cargo into and out of Afghanistan. Human rights violations as determined by the DoS, and corruption records, should be considered for participation on the NDN.*

## **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.**

**An important component of our strategic sealift surge capability is the Ready Reserve Force (RRF). Many of the ships in the RRF are well beyond economic service life and may need to be replaced in the near future.**

**What plans do you believe would be appropriate for modernizing the RRF?**

*Answer: The capacity provided by the RRF is critical to USTRANSCOM’s ability to meet its wartime requirements. In the past, the fleet capacity was increased by using*



authorities to purchase vessels. The capacity was then maintained using selective Extended Service Life (ESL) programs on vessels where it was appropriate. For the future, we will explore all options to find a recapitalization strategy that is cost effective and minimizes the cost of ownership of the fleet for the long term, to include purchase and ESL where it makes sense.

**What will the 2014 QDR recommend for both airlift and sealift requirements?**

*Answer: The QDR recommended combat coded inventory (i.e. PMAI) force structure for Air Force in FY 2019 is 211 strategic airlift aircraft (39 C-5,172 C-17) and 300 tactical aircraft (C-130). The sealift requirements were not defined as main elements in the Navy FY 2019 force structure. If confirmed, I will work with the Navy, MARAD, and Military Sealift Command (MSC) to ensure we have adequate organic and commercial sealift capacity in the future. Moreover, I would reiterate the criticality of organic and commercial mobility capability and capacity, including robust sealift and aerial refueling, which remain the foundation of our nation's ability to project power.*

**What is your assessment of the effectiveness of the National Defense Sealift Fund (NDSF) to facilitate resourcing sealift?**

*Answer: Beginning in FY15, Navy transferred NDSF funding to other appropriations, preserving the readiness of USTRANSCOM's Surge Sealift assets. USTRANSCOM supports Navy's effort to be auditable in accordance with Financial Improvement and Audit Readiness (FIAR) standards.*

**What would be the impact to strategic sealift if the NDSF were closed out and sealift funded out of through other Navy appropriations?**

*Answer: It is my understanding that this change is an internal Navy funding realignment. Appropriated funds will be used by the Navy for our strategic sealift requirements. USTRANSCOM will still have full visibility over these funds.*

**If you believe the NDSF has worked well, what is your assessment of the potential benefits that could be achieved by establishing a similar or combined airlift-sealift mobility fund to provide resources for both sealift and airlift and promote cost effective tradeoffs?**

*Answer: USTRANSCOM's Transportation Working Capital Fund (TWCF) was established to achieve land, sea and air cost effective tradeoffs while maintaining readiness. If confirmed I would explore options to improve transportation tradeoffs as well as afford better alternatives for readiness.*

**Are there any initiatives that you would pursue, if confirmed, to modernize or sustain our strategic sealift capability?**

*Answer: USTRANSCOM is currently examining various cost effective options to maintain our organic sealift capacity. If confirmed, I will work with the U.S. Navy, the Maritime Administration and the Office of the Secretary of Defense to implement a cost effective and timely recapitalization strategy to ensure critical vessel capacity is not lost in the organic fleets.*

## **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?**

*Answer: The Maritime Security Program (MSP), Voluntary Intermodal Sealift Agreement (VISA) and Voluntary Tanker Agreement (VTA) are critical to USTRANSCOM's ability to meet the needs of the warfighter and the Nation. For more than a decade of operations in Iraq and Afghanistan, our commercial sealift partners have provided the vast majority of sealift for the Department of Defense. The vessel capacity, intermodal transportation networks and the U.S. Citizen Merchant Marine are key components to USTRANSCOM and its global mission.*

**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?**

*Answer: The ability of these programs to meet DOD needs is directly tied to the health of the U.S.-flag international fleet, which has been declining in size for some time. Additionally, as force drawdowns continue in Afghanistan, so will the deployment and sustainment cargoes which have become a valuable piece of our commercial partners' business. In recognition of these dynamics, Congress tasked the Maritime Administration with the development of a National Maritime Strategy to ensure the health of the fleet and the U.S. Merchant Marine. USTRANSCOM is coordinating closely with MARAD to ensure these vital commercial programs remain effective in supporting DOD well into the future.*

## **Civil Reserve Air Fleet**

**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. The National Defense Authorization Act for Fiscal Year 2014 requires the Secretary of Defense to provide an assessment of the requirement to maintain industrial base for CRAF carriers and ability of CRAF carriers to support the goals of the National Airlift Policy.**

**What is your assessment of CRAF's ability to meet requirements to transport any equipment, materials, or commodities for the use of U.S. military operations and respond to a humanitarian disaster?**

*Answer: We rely on our commercial partners as an integral part of providing global air lift assets to support military operations and in response to humanitarian disasters. In addition to our organic capability, commercial carriers that participate in CRAF provide*

*the augmentation capability that allows us to say “Yes” to any call our nation makes of us. The combined capability of military and commercial lift gives us the ability to transport equipment, materials, or commodities the warfighter will need to execute their mission to any point on the globe. To ensure the strength of our CRAF partnership and the program’s continued viability, USTRANSCOM conducts biannual Executive Working Group (EWG) conferences to bring together Chief Executive Officers, Presidents, and other representatives of the commercial airline industry to discuss vital issues affecting the program. The CRAF EWG will continue to meet on a regular basis to discuss future changes as we strive to maintain the readiness of the program to support our nation. If confirmed, I will continue to work with our CRAF partners to ensure the business relationships remain solid and the contracts continue to support DOD requirements.*

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

*Answer: The commercial airline industry is dynamic and always has been. We have been able to adapt to carrier's fleet planning and benefited by having a commercial augmentation capability ready to answer the call when needed. It is accurate there are fewer carriers in the CRAF program now than 15+ years ago. I have, however, met with several airline executives over the past 18 months, and to the person, they have all said they will support the DOD and CRAF program because it is the right thing to do for our nation. It is also accurate to say as we drawdown forces from Afghanistan, there will be excess capacity in the commercial sector that we expect to go away as carriers right size their fleets to meet the new business environment. Through Air Mobility Command (AMC) sponsored research, conducted as part of an extensive ongoing CRAF study, we are confident the CRAF program will remain viable and able to meet operational plans in the future.*

**Do you think it is important to maintain an adequate industrial base for CRAF carriers?**

*Answer: CRAF has been a healthy program for over 60 years. It is a capability that no other nation can replicate and ensures we can meet national requirements that our organic assets alone cannot provide in times of crisis or conflict. It is critical we maintain both an organic airlift capability and commercial augmentation capability that is "ready" to answer the call when the next crisis arises. Striking a balance of airlift opportunities in this fiscally constrained environment is one of the biggest challenges we face going forward. If confirmed, I will work with all concerned to define a minimum business level for our commercial partners that will ensure we maintain readiness, not only for the carriers, but also for the Defense Transportation System.*

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

*Answer: The CRAF program is a critical component in this nation’s ability to rapidly deploy forces and equipment in times of crisis and peace. Because of the capability our commercial partners bring to the fight, we can deploy forces more rapidly and more efficiently than any other nation in the world. In peacetime, this workload changes from*

*year-to-year due to dynamic customer requirements. Our forecast requirements are expected to be much lower starting in FY16 compared to the past 13 years, which will impact both military and commercial capacity. We will continue to strive for the balance between military and commercial capacity.*

**What changes, if any, do you think need to be made to CRAF – authorities, requirements, composition?**

*Answer: AMC, in coordination with USTRANSCOM, chartered a study of the CRAF program to look at these specific issues. Throughout the study we engaged industry experts for their advice on where the airline industry is headed and what to expect. The study team provided recommendations to senior leadership and industry executives. We are in the process of analyzing carrier feedback and revising the appropriate recommendations for senior leaders' decision. The results of this study are expected to be complete no later than June of this year, and I have committed to report the results of that study to interested members of Congress at that time.*

**Quadrennial Defense Review (QDR)**

**What is your view of the QDR process? Was TRANSCOM asked to provide inputs to the QDR prior to it being finalized?**

*Answer: I view the Quadrennial Defense Review process as vital to the future success of the Department of Defense to prevail in current operations, deter our enemies, and ensure success in any future conflicts. It is essential for all the Combatant Commands and Services to meet, discuss strategic and current issues, and come to agreement on the direction ahead for the Department of Defense for defense of our nation.*

*USTRANSCOM was an active participant in the 2014 Quadrennial Defense Review process to include discussions on DOD strategy, implications of budget reductions, and Force Posture. In addition, USTRANSCOM coordinated with Air Force leadership in the development of the tactical and strategic airlift requirements. As previously mentioned, the sealift requirements were not defined as main elements in the Navy FY 2019 force structure.*

**Readiness**

**Why did TRANSCOM recently downgrade its overall readiness assessment?**

*Answer: It's my understanding that USTRANSCOM's overall readiness assessment has been the same for more than three years and the current overall assessment is consistent with that trend. While current readiness levels are assessed as sufficient for operations, projected readiness levels are of concern and must also take into account the long term effects of Sequestration and funding reductions. USTRANSCOM's readiness is dependent upon the long term health of strategic airlift, surge sealift and other enabling capabilities that face significant challenges in times of budget uncertainty. Modernization, recapitalization, and balanced use of both organic and commercial lift are necessary to maintain agreements and readiness levels across the transportation and logistics enterprise.*

*Also, because USTRANSCOM must communicate over the unclassified networks with many private-sector entities in the transportation and shipping industry, protecting command and control systems from attack is a huge challenge to readiness. If I am confirmed, I will continue to advocate for improved security standards, incident reporting, and cyber defense capabilities across USTRANSCOM's mission responsibilities.*

### **USTRANSCOM Risks**

**What is your assessment of TRANSCOM's critical risks and key issues based on sequestration budget funding level?**

*Answer: The reduced customer workload will drive impacts to organic and commercial capabilities that will likely be required in the future with potential readiness impacts on the organic and commercial transportation and logistics networks we rely on. Budgetary uncertainty makes it difficult to posture and plan for our customer's future transportation and logistics workload demand, as well as ensure all readiness and mobility capability aspects (people, infrastructure, assets) of our mission are preserved. The value of USTRANSCOM being funded through a working capital fund (TWCF) is that the command can focus on long term requirements and not make near term suboptimal decisions.*

### **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, espionage, and/or disruption by computer network attacks.**

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

*Answer: USTRANSCOM moves vast amounts of information between military and commercial partners in its role as the distribution process owner for the Department. Command and control systems must get the right information to the right people at the right time, while protecting it from adversaries. If confirmed, I will continue the work to protect the command's information equities by working with our agency and commercial partners to further define roles, responsibilities, relationships and authorities for cyber security and to build trust and enhance information sharing.*

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

*Answer: USTRANSCOM will need to continue addressing cyber issues on multiple fronts. Keeping command and control systems secure and protecting them from attack is a huge challenge. USTRANSCOM has led the way in developing cyber language in its contracts*

*to address security standards and incident reporting which, if confirmed, I will continue to push. In addition, I will continue the migration of component command and control systems inside the USTRANSCOM security perimeter which will provide better situational awareness to my cyber security teams. I will also continue to collaborate with USCYBERCOM and our DISA partners to incorporate a solid command and control infrastructure that improves the accuracy and timeliness of cyber defense information providing synchronization of cyber operations across USTRANSCOM's mission threads.*

**How important is it that TRANSCOM be aware of cyber intrusions by advanced persistent threat (APT) actors into the networks of airlines, shippers, and other defense contractors that enable TRANSCOM operations?**

*Answer: Commercial partners provide volume, velocity and efficiency that make USTRANSCOM's mission possible. Vulnerabilities within any organization's infrastructure, including cyber vulnerabilities, are a risk for all mission partners. USTRANSCOM data that resides on our commercial partners' networks, if compromised by an APT, is a potential cyber security issue that, at minimum, provides insight into USTRANSCOM operations. It is critical that we have awareness of these intrusions so that we can mitigate their operational impacts in the other domains.*

**Are you concerned about the level of reporting of cyber events by command contractors or other U.S. Government agencies to TRANSCOM?**

*Answer: The level of reporting continues to be a concern. USTRANSCOM has overcome some of these challenges with its cyber contract language and partnering efforts. The next step is to work with our commercial partners to develop a measurable standard of compliance.*

**When TRANSCOM becomes aware of an APT intrusion into an operationally critical contractor, what steps should the command take to determine whether operational plans should be adjusted to mitigate the risk of the intrusion affecting military operations?**

*Answer: The level of reporting continues to be a concern. USTRANSCOM has overcome some of these challenges with its cyber contract language and partnering efforts. If confirmed, I will work with all stakeholders, government, military, and commercial partners to define the steps necessary to adjust to cyber attacks, including APT intrusions.*

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

*Answer: It is my understanding that USTRANSCOM works very closely with DOD to share information on cyber security, intelligence and logistics operations to assess overall impact of cyber intrusions to the command's mission. Due to the high volume of*

*the command's workload conducted on unclassified systems, the Department's use of cross-cutting teams including USCYBERCOM, DISA, and various intelligence agencies is necessary to protect mission critical information.*

## **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 gaps in capability related to USTRANSCOM's mission that need to be addressed through research and development efforts?**

*Answer: Research and Development (R&D) investments will play an essential role in addressing a variety of challenges and capability gaps to ensure USTRANSCOM's ability to accomplish its mission in an ever-increasing contested cyberspace and Anti-Access/Area Denial (A2/AD) environment. New technologies may allow USTRANSCOM to improve the efficiency and effectiveness of distribution operations and lower the operating costs for our Nation's joint logistics enterprise. If confirmed, I will champion USTRANSCOM's R&D investment priorities to address these challenges and capability gaps while improving our effectiveness and efficiency by exploring and further developing technologies in the areas of End-to-End Visibility, Command and Control/Optimization/Modeling and Simulation, Cyber, and Global Access.*

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

*Answer: As the DOD's Distribution Process Owner and Global Distribution Synchronizer, USTRANSCOM must continue the business process management work begun under the Agile Transportation for the 21st Century program (AT21). Distribution processes should be designed, documented and/or refined in three distinct areas (e.g. Requirements Management, Network Design, and Capacity Management). In addition, USTRANSCOM continues to enhance warfighter support with a range of technologies with particular emphasis on addressing Anti-Access/Area Denial (A2/AD) challenges. If confirmed, I will pursue and support innovative solutions which improve efficiency, effectiveness, and maintain organic readiness to support the Nation's global missions.*

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

*Answer: USTRANSCOM annually engages Combatant commands, Services, Office of the Secretary of Defense, Defense Logistics Agency, the Joint staff, other government agencies, and academia S&T communities for updates and validation of joint deployment and distribution technology gaps and focus areas which guides our Research, Development, Test, and Evaluation (RDT&E) investments. Nearly 75% of our RDT&E projects are collaboratively funded which greatly increases the transition of efficiency-gaining, life-saving, and cost-reducing capabilities to the warfighter. If confirmed, I will continue to partner with these organizations to identify, validate and recommend RDT&E projects that address 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?**

*Answer: Primary concern will be developing and exploiting emerging technologies that improve the Department's ability to provide timely and precise delivery of sustainment to our warfighters as well as humanitarian aid and relief anywhere, in moment's notice, and 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. Furthermore, reducing dependency on fossil fuels will also remain a major focus area for USTRANSCOM.*

**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?**

*Answer: If confirmed, I will work through appropriate science and technology (S&T) community forums including Joint Interagency Field Experimentations, Defense Innovation Marketplace, technology symposiums, and collaborative inter-service/agency partnerships to preserve our 90% transition rate of proven technologies.*

## **Technology Transition**

**USTRANSCOM has been active in the Joint Capability Technology Demonstration (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?**

*Answer: The Department's Joint Capability Technology Demonstration (JCTD) program is an extremely effective tool that Combatant Commands leverage to rapidly develop and insert emerging technologies to address warfighter needs and capability gaps. In contributing to USTRANSCOM's successful JCTD track record, if confirmed, I will strongly advocate for innovative technologies which 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?**

*Answer: If confirmed, I will continue to apply the Command's RDT&E investments, in partnership with other Combatant commands, Services, Defense Agencies, academia, and industry to advance our Nation's war fighting capabilities. I will work with*



*stakeholders in leveraging the Department's many programs (JCTD, Coalition Warfare Program, Joint Test & Evaluation, Small Business Innovative Research, etc.) to rapidly develop, field, and transition mature technologies that address near term needs and identified gaps. Specifically, I will partner with our stakeholders to vet projects, gain buy-in, and avoid duplication. Finally, I will ensure that all projects develop a viable transition strategy 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.**

**Previous analyses have indicated that alternatives to traditional fixed-wing transports, such as heavy-lift airships and heavy vertical take-off and landing (VTOL) rotorcraft, scored very high compare to current programs. These alternatives could 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 could 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.**

### **What is your view of these analyses?**

*Answer: My understanding is the Joint Future Theater Lift Technology Study (JFTL TS) was completed on 20 February 2013. The intent of the JFTL TS was to evaluate options to supplement the C-17, C-130 and C-27 capabilities to deliver medium weight combat vehicles into very austere environments. The JFTL TS assessed the overall value and cost of a variety of fixed wing aircraft, hybrid airships and tilt-rotor platforms as to how they might perform in emerging, future intra-theater airlift missions. The JFTL TS was comprehensive and provided insight to the cost effectiveness and risk of multiple technology options.*

### **We understand that the Army favors a heavy lift, second generation tilt rotor that would provide VTOL capabilities.**

*Answer: I understand that in the view of the JFTL TS, the Tilt Rotor (TR) technology alternative is the most operationally effective technology alternative because it is not restrained to fixed airfields; is capable of taking off and landing at more opportune*

landing sites (OLSs) (i.e., austere, short, unimproved landing areas), and is not limited by traditional Maximum on Ground (MOG) concepts. I believe it is reasonable to continue to examine these conclusions in the context of maturing CONOPs and anticipated schemes of maneuvers. It is also important to understand the maturity of the technologies that are necessary to develop heavy VTOL capabilities. If confirmed, I will assure that USTRANSCOM will continue to monitor development of all emerging VTOL capabilities.

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

*Answer: Development of heavy lift Tilt Rotor or Hybrid Airship platforms will require careful consideration of our current and future warfighting needs, the planned fiscal environment, and our ability to mature both the technologies and operational concepts to make these delivery options operationally viable. While these platforms may fill future capability gaps of emerging warfighting concepts, they both would require significant investment to develop and field. At this time, a hybrid airship configured for heavy cargo, equivalent to legacy lift platforms, does not exist. I believe the DOD should support technology development which may lead to a commercially produced hybrid airship capability in the future.*

**In natural disasters, the airfields and roads and bridges that are required to fly in and distribute relief forces and supplies are frequently destroyed. 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?**

*Answer: Yes, the Mobility Capability Assessment (MCA) included a number of disaster relief scenarios and found that “PB13 mobility forces do not materially constrain the U.S. objectives associated with conducting simultaneous operations in different theaters, and have sufficient capabilities to concurrently support a heightened defense posture in and around the United States or support US civil authorities in response to a large-scale attack or natural disaster.*

**How would you assess TRANSCOM’s ability to respond to domestic disaster relief?**

*Answer: Based on the results of the MCA and USTRANSCOM’s ongoing planning with NORTHCOM, the Command, in partnership with the National Guard and local authorities, can effectively respond to and support domestic disaster relief efforts as needed.*

**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?**

*Answer: USTRANSCOM is currently incorporating the remaining functionality for Non-Temporary Storage, Intra-Country Moves, and Direct Procurement Method into DPS while modernizing the architecture to enhance overall system performance and the user experience. USTRANSCOM recently re-competed a development and sustainment contract, which was awarded 9 Oct 2013. One of the most significant challenges that remain is ensuring capability development maintains schedule to enable the sunset of the legacy TOPS system in FY18.*

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

*Answer: Full replacement value (FRV) is implemented across the Services for all modes of shipments in support of the Defense Personal Property Program (DP3). It is my understanding that the existing Claims module is scheduled for redesign and will be deployed in FY16 to improve the user experience. If confirmed, I will ensure improvements such as this continue.*

**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?**

*Answer: In 2013 less than 9% of submitted claims were transferred to the Military Claims Offices (MCOs). The MCOs are normally able to recover approximately 80-90% of what they pay out from the Transportation Service Provider (TSP). My understanding is TSPs settle most claims directly with the Service member.*

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

*Answer: Customer Satisfaction Survey response rates have risen to 40%. With 553,000 personal property moves in 2013, the survey response rates continue to be statistically significant. Survey response rates are the cornerstone for ensuring that quality transportation service providers are participating in the program, and opportunities for struggling performers are minimized or eliminated. If confirmed, I will continue to work closely with the Service Headquarters to increase the survey response rates.*

**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?**

*Answer: If confirmed, I will leverage DPS to continue to improve our business processes for household goods and services. OSD, Joint Staff, and the Services have committed to fully fund the DPS program development and sustainment between FY14-18. I will work to ensure the DPS program successfully meets the Services' goals to fully support Service members' personal property moves.*

### **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?**

*Answer: I believe the conclusions and recommendations of the December 2007 report remain valid. Also, I believe DOD's concern with any expansion to the Space-Available program was also reiterated in the GAO review as directed by section 362 of the National Defense Authorization Act for Fiscal Year 2012. DOD data showed the five most used air terminals had limited seats available with the three most traveled destinations from each terminal were near capacity. An expansion to the current pool of eligible travelers limits the ability to support the primary objective of the Space-Available program which 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?**

*Answer: I believe the conclusions and recommendations of the December 2007 report remain valid. Also, I believe DOD's concern with any expansion to the Space-Available program was also reiterated in the GAO review as directed by section 362 of the National Defense Authorization Act for Fiscal (NDAA) Year 2012. We will work closely with DOD as the SECDEF reviews Space-A policy in accordance with the NDAA FY13.*

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

*Answer: In today's operational environment, DOD has limited ability to support continued expansion of the Space Available program. We will work closely with DOD as the SECDEF reviews Space-A policy in accordance with the NDAA FY13.*

### **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?**

**A: Yes**

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

**A: 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?**

**A: 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?**

**A: 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?**

**A: Yes**