

**Statement of**  
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**Before the Senate Armed Services Committee**

**On the State of the Command**

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## UNITED STATES TRANSPORTATION COMMAND 2019

### *Delivering for our Nation*

United States Transportation Command (USTRANSCOM) is one of ten warfighting combatant commands (CCMD) in the Department of Defense (DOD). Our ability to deliver and sustain combat power anywhere in the world underpins the lethality of the Joint Force.

USTRANSCOM's purpose is to project and sustain military power at a time and place of our choosing in support of the National Defense Strategy (NDS). In doing so, we advance American interests and provide our Nation's leaders with strategic flexibility to select from multiple options and create multiple dilemmas for adversaries. No other country in the world possesses the capability to deploy, sustain, and redeploy forces across strategic distances, providing an immediate force and a decisive force when needed.

With global responsibilities and capabilities that transcend air, land, and sea, USTRANSCOM is uniquely postured to fulfill five specific responsibilities within the 2017 Unified Command Plan that include: 1) the DOD's Single Manager for Transportation, 2) the Mobility Joint Force Provider, 3) the DOD Single Manager for Global Patient Movement (GPM), 4) the Joint Deployment and Distribution Coordinator (JDDC) for the Joint Deployment and Distribution Enterprise (JDDE), and 5) providing Joint Enabling Capabilities via the Joint Enabling Capabilities Command (JECC).

USTRANSCOM responsibilities are operationalized and executed through three component commands; Military Surface Deployment and Distribution Command (SDDC), Military Sealift Command (MSC), and Air Mobility Command (AMC); and one subordinate command, the Joint Enabling Capabilities Command (JECC). In addition, the Joint Transportation Reserve Unit (JTRU) provides critical Reserve manpower augmentation to

USTRANSCOM headquarters. USTRANSCOM also has a strong connection with commercial industry, sometimes referred to as the ‘4<sup>th</sup> Component,’ because they provide important augmentation in day-to-day and surge operations.

Our Total Force team is comprised of more than 122,000 Active Duty, National Guard, Reserve, and Civilians that conduct worldwide operations. In addition, industry partners under contract to the U.S. Government provide critical transportation capacity, access to global trade networks, and trained Merchant Mariners to crew U.S. Navy sealift vessels. On an average day in USTRANSCOM, 115 railcars are moving DOD equipment, 33 ships are underway, 1,500 trucks are delivering cargo, an aircraft is taking off or landing around the world every 2.8 minutes with 455 airlift sorties in motion, 47 tanker sorties are refueling receiver aircraft, and 13 airborne patients are under expert medical professionals’ care. This activity, although significant, would be dwarfed by a wartime scenario that requires a fully-mobilized deployment enterprise.

### ***Strategic Environment***

The NDS describes the DOD’s response to the most complex security environment we have experienced in recent memory, and we expect that power projection will be contested in all domains. For decades, the U.S. enjoyed dominance in every operating domain; we could generally deploy our forces when we wanted, assemble them where we wanted, and operate how we wanted. China, Russia, and to a lesser extent rogue regimes now challenge this ability through competition across all dimensions of power, resulting in long and potentially contested lines of communication for USTRANSCOM. In this operating environment, focused DOD effort, complemented by a whole-of-government effort, is necessary to enable sufficient

comparative advantage in mobility and logistics for USTRANSCOM to project military power decisively when our Nation calls.

### **Projecting the Joint Force Globally**

USTRANSCOM and the broader JDDE are designed to project and sustain military forces around the world. We conduct globally integrated mobility operations through dynamic synchronization of (1) global deployment networks; (2) a global command & control and integration construct to dynamically allocate resources for our Nation's strategic priorities; and (3) transportation and mobility capacity operating across air, land, and sea.

#### ***1. Global Deployment Networks***

USTRANSCOM's global networks of nodes and routes provide the Nation with multiple paths to connect the globe and deliver Joint Force capability for supported combatant commanders (CCDR). Power projection capabilities are enabled by en route infrastructure and are metered by a command's ability to receive the force. Power projection is underpinned by diplomatic alignment and geopolitical agreements with allies and partners to enable strategic maneuver of the force and deliver effects to the point of need.

##### ***1a. CONUS Power Projection***

CONUS power projection relies upon DOD installations, seaports, railways, and highways that connect them. USTRANSCOM manages several programs on behalf of DOD, in coordination with other government agencies, to ensure our national infrastructure is sufficient to support military mobilization. The Strategic Seaport Program consists of 23 primary seaports and multiple alternate ports. The majority of these ports are active, commercial ports spread across the east, west, and gulf coasts. The Strategic Rail Corridor Network (STRACNET) program connects rail lines with over 120 defense installations and sites of military importance.

The Strategic Highway Network (STRAHNET) includes over 62,000 miles of roadways connecting important military installations to each other and with strategic seaports to facilitate rapid movement of military cargo. DOD power projection requires close coordination with other federal agencies to create a Joint Force conduit from garrison locations to ports of embarkation.

### *1b. Geopolitical Access*

Assured, international access across air, land, and sea is underpinned by close coordination with like-minded allies and partners to obtain and retain sufficient and resilient en route support networks providing durable comparative advantage that no competitor can match. Allies and partners provide access to key regions, supporting a substantial basing and logistics system that reinforces the DOD's global reach. Without that system, the DOD would lack options in many contingencies and our responses would require more time to execute at greater cost. For the past 75 years, our allies and partners have joined us in defending freedom, deterring war, and maintaining the rules which underwrite a free and open international order. Strategic investment in international agreements, defense partnerships, and infrastructure provide multiple power projection pathways supporting global deployment.

## ***2. Global Command & Control and Integration***

USTRANSCOM's mission transcends traditional Geographic Combatant Command boundaries, and our ability to integrate global mobility operations enables the JDDE to dynamically redirect capacity and operate at the speed of relevance. Global Command and Control allows USTRANSCOM, in support of Joint Force global integration, to apply resources consistent with strategic priorities in time and space. Through global networks and the capability to prioritize across all missions and modes, USTRANSCOM has the ability to source the optimal method of transportation to maximize value and responsiveness for supported commanders.

Ultimately, Global Command & Control and Integration is necessary for USTRANSCOM to achieve decisive warfighting effects. Our adversaries intend to disrupt or deny this capability through cyber attacks, which requires robust defense capabilities for mission assurance.

### ***3. Transportation and Mobility Capacity***

Transportation and mobility capacity provides the lift that operates within the global deployment network. USTRANSCOM's assigned mobility forces consist of sealift, aerial refueling, inter-theater airlift, and intra-theater airlift forces. The DOD mobility force mix is spread across the Total Force with approximately 60 percent of the capacity retained in the Guard and Reserve. They are integrated into our day-to-day operations—some as directed through mobilization and others obtained by volunteerism. Our wartime mission success is dependent on the mobilized output of our Guard and Reserve partners. When necessary or when fiscally advantageous, military mobility capacity is augmented by commercial industry, and during wartime, they contribute to Joint Force projection through emergency preparedness programs. The following paragraphs address mission profiles in the areas of sealift, aerial refueling, airlift, patient movement, and industry capacity.

#### ***3a. Sealift***

The DOD's sealift transportation fleet is expected to transport approximately 90 percent of our military cargo during wartime surge (primarily for the U.S. Army), and it consists of Roll-On/Roll-Off (RO/RO) ships, prepositioned afloat vessels, specialty ships for heavy lift, over-the-shore petroleum distribution ships, and crane support ships. Because the majority of our sealift fleet support is dedicated to wartime requirements, a significant portion is maintained in a Reduced Operating Status that is available for tasking five days after activation. Due to the increased age of the sealift fleet, degraded fleet readiness, and wartime requirements, sealift is

USTRANSCOM's number one readiness concern. USTRANSCOM needs continued Congressional support for DOD efforts to improve sealift.

Due to the age of DOD vessels and the level of maintenance funding in prior years, the overall health of the Surge Sealift Fleet has deteriorated. The Ready Reserve Force vessels average nearly 44 years old with the oldest in the fleet being 55 years old. In contrast, the average age of U.S.-flag, militarily useful vessels in the commercial sector is approximately 19 years of age, which by international standards is approaching end of service life. The use of steam-propulsion has become obsolete across the competitive global shipping market, however five steam-ships remain in the U.S.-flag commercial sector, and they are all scheduled to be phased out by 2021. When that occurs, USTRANSCOM will be the sole U.S. operator of steam-powered vessels, with 26 vessels, complicating readiness because of the near extinction of steam-propulsion engineers, parts obsolescence and unavailability, and increased maintenance costs.

The DOD has not met ship availability goals in recent years, and the U.S. Navy is addressing this problem by pursuing a three-pronged, sealift recapitalization strategy through 1) service life extensions where cost effective, 2) acquiring used vessels with Congressional approval, and 3) procuring new sealift vessels in the out years. The FY 2018 and FY 2019 National Defense Authorization Acts (NDAA) authorized the purchase of seven used vessels, and we expect to procure the first two vessels in 2021 and 2022.

Commercial industry plays a critical role for DOD sealift by augmenting capacity, providing access to global trade networks, and generating a supply of qualified private sector Merchant Mariners essential to crew every surge sealift ship. Although the U.S. Merchant Mariner pool is currently sufficient to crew the surge sealift fleet, long-term, sustained conflicts

could overstress the commercial industry's supply of contract mariners needed for sustainment operations.

USTRANSCOM utilizes commercial industry during day-to-day contracted operations, and if needed in contingencies, we can activate participating companies through the Voluntary Intermodal Sealift Agreement (VISA) to gain access to critical sealift and intermodal capacity. When required, DOD also leverages U.S. commercial industry and foreign-flag shipping for strategic transport of bulk petroleum.

### *3b. Aerial Refueling (AR)*

The AR fleet provides the backbone of rapid U.S. global operations, and “tankers” are the lifeblood of our Joint Force’s ability to deploy an immediate force supporting all NDS mission areas. AR is USTRANSCOM’s number two readiness concern. Today’s AR fleet consists of the new KC-46 currently being delivered, the 33 year-old KC-10 that is planned for divestment, and the KC-135 which is a 57-year old airframe programmed to continue flying through mid-2050. Currently, we must manage limited AR capacity and globally position/reposition tankers to meet the highest priority NDS requirements while taking risk in lower priority missions.

Limited fleet capacity, an aging fleet with degraded readiness, and non-mobilized operational utilization challenges pose significant risks to meeting future demands. Approximately 60 percent of the AR force resides in the Air Reserve Component (ARC), requiring careful management to satisfy daily operations and enable the crew force to attain full spectrum readiness. During KC-46 unit conversions, we are working closely with the U.S. Air Force to retain sufficient AR capacity and potentially delay the retirement of KC-135 aircraft in order to maintain sufficient number of aircraft to meet operational requirements. We strongly advocate for continued Congressional support to enhance tanker readiness and balance new

aircraft fielding with aging aircraft divestiture in order to retain the necessary number of accessible AR assets over the next decade to ensure USTRANSCOM can meet NDS demands.

### *3c. Airlift*

Airlift forces enable rapid power projection and sustainment of forces around the world. Our strategic airlift force is comprised of C-5s and C-17s that are designed to carry over-sized and out-sized cargo. In addition to strategic lift, C-130s provide intra-theater delivery under austere conditions. USTRANSCOM also enables theater rotary-wing and fixed-wing contract airlift support where there is a demand and security conditions permit. For example, USTRANSCOM routinely provides contracts which support passenger and cargo airlift services, air ambulance, medical evacuation, sling-load cargo operations, and delivery of supplies for USCENTCOM, USAFRICOM, USSOCOM, and USINDOPACOM.

Sixty percent of the military airlift fleet resides in the ARC underscoring our Nation's reliance on Reserve forces and the need to balance crew tempo in non-mobilized operations. We are at the lowest non-mobilized airlift capacity for daily activities since 2003. The military fleet of 'gray tails' is reinforced by commercial augmentation accessed through day-to-day contracts or through the Civil Reserve Air Fleet (CRAF) emergency preparedness program in times of crisis. We are increasing the use of commercial augmentation to balance daily airlift workload with unit readiness and enhance high-end warfighting proficiency of the Mobility Air Force.

### *3d. Global Patient Movement*

The USTRANSCOM patient movement mission is executed by the U.S. Air Force aeromedical evacuation (AE) system and is a unique and vital part of the military mobility enterprise for supported commanders. En route care is provided by aeromedical professionals across the Total Force that are specially trained to operate within the AE system and enabled by

nodal staging facilities located at key locations around the globe. These professionals provide time sensitive, fixed-wing, mission critical in-flight care to patients in transit for varying levels of medical care. Highly specialized Critical Care Air Transport Teams (CCATTs) are capable of providing intensive care while airborne, which are growing to meet anticipated demands of operational plans. Global patient movement is a Total Force mission with nearly 90 percent of the total AE structure in the Reserve component to meet mission requirements.

### *3e. Commercial Industry*

The JDDE is inextricably linked to commercial industry capacity, networks, and capabilities to support DOD requirements. From day-to-day operations through wartime mobilization, commercial nodes, rail infrastructure, trucks, aviation, and sealift capabilities are integral to USTRANSCOM's ability to respond and scale to need. In times of crisis DOD accesses strategic transportation capacity through designated emergency preparedness programs—VISA and CRAF.

The Maritime Security Program (MSP), authorized by Congress and administered by MARAD, provides a stipend for 60 U.S.-flag ships that are contractually committed to be available for national contingencies. These MSP participants contribute to VISA which enables USTRANSCOM assured access to shipping services using U.S.-flag ships and their global transportation networks during contingencies through pre-approved contingency contracts.

Our CRAF contract providers are essential to meet global airlift mobility requirements for both cargo and passenger movements in times of need. This important relationship provides Long-Range International airlift for approximately 40 percent of DOD air cargo and over 90 percent of passenger movements required in operational plans. To incentivize support for this essential program, CRAF enrollment is a prerequisite for U.S. General Services Administration's

City Pair Program, which spends approximately \$3 billion annually on government travel. The CRAF program is fully subscribed and provides DOD with aircraft from 25 safety certified airline companies to augment the U.S. Air Force mobility fleet during contingencies and national emergencies.

### ***Cyber Mission Assurance***

Cyberspace is a warfighting domain, without sanctuary, in which capable adversaries continuously attempt to degrade our Nation's ability to project the Joint Force globally. As in all warfighting domains, assuring mission capabilities requires resilience and simultaneous efforts across multiple functions and stakeholders, including defense, interagency, and industry partners. Our actions are underscored by the need to understand adversary intentions, capabilities, and actions targeting the JDDE. USTRANSCOM actively manages mission risk and advances our cyber domain capabilities by understanding our large and complex cyber terrain, which is an evolving endeavor. Defending cyberspace operations, providing for mission assurance through continuity of operations when degraded, and ensuring our ability to conduct uninterrupted Global Command & Control and Integration are paramount to our success.

In addition to operations on Department of Defense Information Networks (DODIN), USTRANSCOM has special interest and equities in the mission assurance of industry partners relying on non-DODIN cyber networks. We are working closely with industry partners and have mandated contract language to improve cyber hygiene and mandate contractor compliance with National Institute of Standards and Technology (NIST) Special Publication 800-171 standards, which contains 110 distinct cybersecurity controls, on commercial networks. Industry partners are required to conduct annual self-assessments and are encouraged to share information with associated timelines for improvement where necessary. NIST controls are just the first step in a

longer journey toward commercial industry's cyber mission assurance. Industry partners have been responsive to DOD cyber initiatives and recognize the utility in resilient operations capability in the cyber domain.

### ***Mobility Capabilities and Requirements Study (MCRS)***

At the direction of the FY 2018 NDAA, USTRANSCOM collaborated with the Office of the Secretary of Defense Cost Assessment and Program Evaluation (CAPE) to conduct an MCRS assessing the force sufficiency of airlift, AR, and sealift capacity to meet the NDS missions. The study concluded that current, programmed fleets are sufficiently sized in the near-term to meet combatant commander mobility requirements, as defined in previously approved war plans, with elevated risk. The study also highlighted readiness challenges with the reliability of existing sealift vessels and AR tankers that, if not addressed, will lead to increased risk in mobility support to the NDS wartime missions. Specifically, the study reaffirmed the requirement to recapitalize aging U.S. Navy sealift vessels and U.S. Air Force AR fleets. Key enablers for network resiliency and protection of mobility operations were also identified as beneficial to overcome contested environment challenges. As plans evolve, we will continue to assess the mobility enterprise's sufficiency against globally integrated plans to capture the simultaneous demands of future scenarios.

### ***Joint Enabling Capabilities***

The Joint Enabling Capabilities Command provides DOD's mission-tailored joint communications, planning, and public affairs support packages for all CCMDs, accelerating the establishment, organization, and operation of Joint Force headquarters. In FY18, the JECC played a critical role supporting DOD globally integrated operations through short notice, limited-duration deployments of over 1,000 joint personnel (70 percent were Reserve and

National Guard) to 18 countries supporting 14 requests for forces, five Global Response Force deployments, two Defense Support to Civilian Authorities assignments, and tailored organic communications networks supporting simultaneous requirements to multiple CCMDs. The JECC is a key enabler, which has provided planning support for Joint Staff campaign plan development, Customs and Border Patrol, Northeast Asia force flow requirements, Hurricane Florence and Michael support, and multiple operations and exercises around the world. It would be expensive and inefficient to embed this level of highly qualified expertise in every CCMD, so this pool of experts is an economy of force that allows the CJCS to weight the joint effort to achieve desired mission outcomes.

***Keeping Pace: Leveraging the Cloud, Data, and Analytics to Meet Evolving Requirements***

USTRANSCOM is on a path to leverage our Data and Analytics strategy to generate competitive global planning and decision-making advantage for the JDDE. Success in this area starts with access to data through an Enterprise Data Environment coupled with advanced analytics, machine learning, and artificial intelligence. Our primary goal in leveraging data and analytics is to enhance our operational insights and foresights to make better decisions in support of Joint Force power projection. Our cloud journey embraces a modern, digital infrastructure which is critical to defend against cyber-attacks as well as provide greater reliability, adaptability, and scalability of the systems that support USTRANSCOM and our components. Innovation and critical thinking are essential at every echelon, and USTRANSCOM will evolve and overcome emerging threats by being agile in our processes, willing to test, rapidly adopt or reject new technologies, and make wise investments to for the future. Leveraging the cloud, data, and analytics is essential to understand, think, and act at the speed of relevance to out-pace our adversaries in an increasingly complex and dynamic operating environment.

### ***The Defense Personal Property Program (DP3)***

USTRANSCOM is working with military services and is committed to improving relocation process for military members and families. We appreciate Congress's expressed interest in improving the DP3. Each year, the DOD relocates over 400,000 Service Members, DOD Civilians, and their families to assignments across the globe. Roughly 40 percent of these moves occur between May 15 and August 31, which is the period we refer to as 'Peak Season' due to the strain the DOD's assignment cycle places on commercial capacity. Customer satisfaction survey respondents rate their personal property relocation as either satisfactory (9%), good (18%), or excellent (63%). However, 10 percent of respondents report unsatisfactory experiences, which usually correlate with peak seasons.

In response, the Undersecretary of Defense for Personnel and Readiness and the Undersecretary of Defense for Acquisition and Sustainment established a joint working group to identify ways in which DOD could improve moving experience during peak season. As a result, the Services are attempting to spread military moves to off-peak timeframes and are issuing PCS orders earlier to facilitate planning. These are important initiatives that will generate marginal progress to mitigate stress on the moving industry but will not fundamentally improve DP3, a program plagued by diffused responsibilities and accountability, lack of transparency, and insufficient quality capacity to meet peak requirements. In support of the DOD reform initiative, USTRANSCOM is exploring a centralized acquisition approach that would transition DP3 to a single move manager. This concept would improve capacity and curbside service by incentivizing long-term investment by industry, reduce barriers to entry into DOD markets, and establish clear accountability and transparency. If approved, this contract will be in place by 2021.

## **Executive Summary**

The Nation relies on USTRANSCOM to project an immediate force tonight and a decisive force when needed and continues to adapt to the most complex security environment in recent history. JDDE power projection utilizes the global deployment network; global command & control and integration; and transportation and mobility capacity, to include commercial industry, to move Joint Force capability in support of national priorities. This capability is underwritten by whole-of-government coordination to secure and sustain access, basing, and diplomatic agreements. To maintain strategic comparative advantage, we have three top mobility concerns to fulfill NDS mission requirements: 1) readiness of the U.S. Navy's aging sealift fleet, 2) readiness and capacity of the U.S. Air Force's air refueling platforms, and 3) cyber domain mission assurance. We appreciate the exceptional teamwork from the Services, Combatant Commands, the Office of the Secretary of Defense, and Congress.

USTRANSCOM's ability to project the Joint Force globally at the time and place of our choosing provides our Nation's leaders with multiple options while presenting multiple dilemmas for potential adversaries. I am extremely proud of our Soldiers, Sailors, Marines, Airmen, and Coast Guardsmen who serve with pride and answer our Nation's call every day.

Together, We Deliver.