

Advance Questions for Marvin R. Sambur
Nominee for the Position of Assistant Secretary of the Air Force for Acquisition

Defense Reforms

More than a decade has passed since the enactment of the Goldwater-Nichols Department of Defense Reorganization Act of 1986 and the Special Operations reforms.

Do you support full implementation of these defense reforms?

Yes, I support full implementation of the Goldwater-Nichols Act.

What is your view of the extent to which these defense reforms have been implemented?

I believe that the reforms outlined in the Goldwater-Nichols Act are now part of the day-to-day business of the Department. We have seen how the Goldwater-Nichols Act significantly enhanced the Department's joint warfighting effectiveness. From a management standpoint, the Goldwater-Nichols Act was an important milestone in furthering the reform mind set within the Department, which led to today's pursuit of acquisition excellence.

What do you consider to be the most important aspects of these defense reforms?

I believe the most important aspect of the Goldwater-Nichols Act is the improved joint warfighting capabilities. The Department's quick, unified response to the recent heinous terrorist attacks shows the strength of the joint force team. Today's acquisition excellence mindset, which had its genesis in the Goldwater-Nichols Act, will enable the acquisition community to efficiently deliver the combat capabilities the joint warfighters need to successfully accomplish the full range of military missions that will be required as we wage the war of the 21st century against terrorism.

The goals of the Congress in enacting these defense reforms, as reflected in section 3 of the Goldwater-Nichols Department of Defense Reorganization Act, can be summarized as strengthening civilian control; improving military advice; placing clear responsibility on the combatant commanders for the accomplishment of their missions; ensuring the authority of the combatant commanders is commensurate with their responsibility; increasing attention to the formulation of strategy and to contingency planning; providing for more efficient use of defense resources; and enhancing the effectiveness of military operations and improving the management and administration of the Department of Defense.

Do you agree with these goals?

Yes.

Recently, there have been articles that indicate an interest within the Department of Defense in modifying Goldwater-Nichols in light of the changing environment and possible revisions to the national strategy.

Do you anticipate that legislative proposals to amend Goldwater-Nichols may be appropriate? If so, what areas do you believe it might be appropriate to address in these proposals?

Over the past several years, I have seen the Air Force make dramatic improvements in the way it acquires and sustains weapon systems, and much of this progress was due to Congress passing historic reform legislation. As a nominee for this prestigious position, I am not aware of any current legislative efforts. If confirmed, I would look forward to working closely with the Congress and the Department to identify the best way ahead.

Duties

What is your understanding of the duties and functions of the Assistant Secretary of the Air Force for Acquisition?

It is my understanding that the Assistant Secretary of the Air Force for Acquisition serves as the Service Acquisition Executive for the Air Force. It is my understanding that, if confirmed, I would have the authority, responsibility, and accountability for acquisition functions and programs within the Air Force. Further, it is my understanding that the Air Force is in the process of implementing the Space Commission's recommendations regarding the acquisition of space systems. If confirmed, I would look forward to working closely with all involved to ensure an orderly transition.

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

As President and Chief Executive Officer of ITT Defense, my business career centered around the acquisition, management, and engineering of high technology programs. I believe my experience leading a cutting edge technology firm provides me with a strong foundation for leading the Air Force's acquisition team.

Do you believe that there are actions you need to take to enhance your ability to perform the duties of the Assistant Secretary of the Air Force for Acquisition?

I believe that, if I have the honor of being confirmed for this prestigious position, I am professionally and technically prepared to assume the duties of the Assistant Secretary of the Air Force for Acquisition. If confirmed, I would look forward to being aided in my duties by the strong leadership team that currently exists within the Department, the Air Force, and the Acquisition staffs. If confirmed, I would look forward to seeking advice and counsel from those who have preceded me and other experts, and I would look forward to the challenge of the job.

Assuming you are confirmed, what duties and functions do you expect that the Secretary of the Air Force would prescribe for you?

If confirmed, I would look forward to having a close working relationship with the Secretary and the Under Secretary of the Air Force. It is my understanding that the Under Secretary of Defense for Acquisition, Logistics, and Technology has revised the Defense Acquisition Board process. If confirmed, I would look forward to being part of that important body. Furthermore, if confirmed, I would look forward to continuing the acquisition community's close working relationship with the operational side of the Air Force team, including the Chief of Staff of the Air Force and commanders of the major commands. By working together as a leadership team, we would understand each other's problems and concerns and ultimately provide airmen with needed combat capabilities that are effective, reliable, and affordable.

If confirmed, how would you work with the following officials:

- 1. The Under Secretary of Defense for Acquisition, Technology and Logistics.**
- 2. The Deputy Under Secretary of Defense for Acquisition and Technology.**

If confirmed, I would look forward to having a close working relationship with the Under Secretary of Defense for Acquisition, Logistics, and Technology and his deputies. It is my understanding that, if confirmed, I would be charged with representing the Air Force on all matters relating to Air Force acquisition policy and programs.

- 3. The Secretary of the Air Force.**

If confirmed, I would look forward to having a close working relationship with the Secretary and the Under Secretary of the Air Force. It is my understanding that the Secretary of the Air Force has made the Assistant Secretary of the Air Force for Acquisition responsible for all research, development, and acquisition of weapon systems within the service. Additionally, it is my understanding that, if confirmed, I would serve as the Service Acquisition Executive and Senior Procurement Official.

- 4. The other Assistant Secretaries of the Air Force.**

It is my understanding that the other Assistant Secretaries have responsibilities for their respective areas: Manpower and Reserve Affairs, Installations and Environment, Financial Management and Comptroller, General Counsel, and Supervisor of Space Matters. If confirmed, I would look forward to working with them on crosscutting issues affecting our respective areas of responsibility, and would provide the assistance of the acquisition team on matters affecting their particular responsibilities as appropriate.

5. The assistant secretaries for acquisition in the other military services.

If confirmed, I would look forward to developing a sound working relationship with the Acquisition Executives in the other Military Departments to ensure each of us can successfully carry out the statutory responsibilities assigned to us.

6 The Commander in Chief, U.S. Space Command.

7. The commanders in chief of the space commands in the military services.

It is my understanding that the Space Commission provided recommendations regarding acquisition of space systems. If confirmed, I would look forward to cooperating fully with the Commander In Chief U.S. SPACE Command and the commanders of the space commands in the military services to ensure continued efficient administration of matters related to acquisition of space systems for the joint warfighting team.

Major Challenges and Problems

In your view, what are the major challenges that will confront the Assistant Secretary of the Air Force for Acquisition?

I believe the most important challenge facing the Air Force is ensuring our nation's aerospace force can successfully accomplish the myriad of missions airmen must perform within a fiscally constrained environment. If confirmed as the Assistant Secretary of the Air Force for Acquisition, I believe that my challenge would be to integrate research, development, and acquisition functions in the context of this complex equation. I believe my challenge would be to promote an environment that encourages the acquisition team to continue to refine Air Force processes and Air Force bureaucracies and find even more efficient and effective ways to deliver affordable combat capabilities to our warfighters in support of the joint team.

Assuming you are confirmed, what plans do you have for addressing these challenges?

I believe that these are interrelated challenges and cannot be resolved individually. They must be addressed in the context of improving the way the acquisition community and the government

conducts business. I know this Administration is committed to achieving significant reform. It is my understanding that the Secretary of Defense and the Service Secretaries have established the Senior Executive Council and Business Initiatives Council, both of which are reviewing the Department's processes and working hard to implement a wide range of "best practices." If confirmed, I would look forward to reviewing current progress, and ensuring any plans that I implement would complement the initiatives already underway.

What do you consider to be the most serious problems in the performance of the functions of the Assistant Secretary of the Air Force for Acquisition?

At this time as the prospective Assistant Secretary of the Air Force for Acquisition, I am not aware of any systemic problems in the office. If confirmed and problems were to arise, I would look forward to working closely with the Congress and the Department to identify the best way ahead.

If confirmed, what management actions and timelines would you establish to address these problems?

At this time as the prospective Assistant Secretary of the Air force for Acquisition, I am not aware of any systemic problems in the office. However, if confirmed and problems were to arise, I would do my best to solve them as expeditiously as possible to maintain the integrity of the acquisition process.

Priorities

If confirmed, what broad priorities will you establish in terms of issues which must be addressed by the Assistant Secretary of the Air Force for Acquisition?

I believe that the set of priorities stated by the Secretary of Defense present an excellent framework for the service. If confirmed, I would work diligently to address these priorities as part of the Air Force's acquisition process. Broadly speaking, I believe this includes:

- ?? Supporting transformation - by leveraging new technology, the acquisition team can enable the Air Force to posture itself to face the challenges of an uncertain future.
- ?? Improving readiness - providing the warfighter with sustainable combat capability is a crucial responsibility of the acquisition team.
- ?? Increasing retention - the acquisition team can only be successful if they have a skilled and motivated team supporting them.
- ?? Supporting recapitalization - the acquisition team is the linchpin for enabling the Air Force to provide the tools our airmen need to fly, fight, and win.

Testing

What is your view of the role that realistic testing should play in the acquisition process prior to any decision to enter into high rate production?

Realistic testing ensures that we know the capabilities, effectiveness, and suitability of the weapon system, and have the opportunity to correct any deficiencies, prior to making the long-term commitment of funds and staking the nation's and warfighter's future on it. If confirmed, I would seek to ensure that proper test and evaluation continues to be an integral part of the planning for all acquisition programs.

Is there potential for saving both time and money in the pre-production testing of major weapons systems by:

- 1. Making greater use of simulation?**
- 2. Combining simulation with low-rate production and testing in the field?**

The synergy obtained through the use of validated models and simulations, ground testing, and in-flight testing enables the acquisition team to identify deficiencies and make changes to a system early in its development. It's easier from a technical standpoint, and more cost effective from a financial standpoint. Therefore, the more we can learn about a system early in its development, the better we can guide the acquisition process. If confirmed, I would seek to ensure plans of weapon acquisition programs continue to utilize the proper balance of using validated modeling and simulation, ground testing, and in-flight testing to reduce cycle times while providing the best combat capabilities to the warfighter.

Streamlining the Acquisition Process

Both Secretary Rumsfeld and Under Secretary Aldridge have indicated that they believe that there is a compelling need to streamline the acquisition process to reduce the fielding times for new weapons systems and capabilities. Some would point to the testing process as an overall area that should be scrutinized in this effort to reduce these cycle times.

However, the increasing complexity and interaction of complex systems would tend to argue for achieving higher confidence during testing that these systems will work as advertised.

If you are confirmed as the Assistant Secretary of the Air Force for Acquisition, how would you propose to achieve the appropriate balance between the desire to reduce acquisition cycle times and the need to perform adequate operational testing?

I believe that the Secretaries are correct. There is definitely a need to reduce the time it takes to get combat capability to the warfighter. If confirmed, I would look forward to working with the

acquisition and test communities to determine how greater use of modeling and simulation can help the Air Force in evaluating weapon systems. If confirmed, I would work diligently to ensure the acquisition community continues to take advantage of all the tools available to provide the best combat capabilities to the warfighters in the shortest time possible.

Do you anticipate the need for changes in legislative or regulatory authority to achieve this balance?

Over the past several years, I have seen the Air Force make dramatic improvements in the way it acquires and tests weapon systems, and much of this progress was due to Congress passing historic reform legislation. As the nominee for this prestigious position, I am not aware of any current legislative efforts. If confirmed, I would look forward to working closely with Congress and the Department to identify the best way ahead.

Aerospace Industrial Base

The Department has decided to make a winner-take-all selection for moving to the engineering and manufacturing development phase of the Joint Strike Fighter program. This raises questions about the future viability of the aircraft industrial base.

To what extent, if any, do you see a connection between maintaining a healthy aerospace production base and maintaining superior war-fighting capabilities?

I believe that our national security needs require a strong industrial base to provide technologically superior and affordable weapon systems to the nation's warfighters. A healthy aerospace industrial base is vital for maintaining superior combat capabilities for our airmen now and in the future. Key to this is a competitive defense marketplace with financially sound companies that are able to attract outstanding technical and managerial talent, as well as investment capital.

Do you believe a change or modification to the Joint Strike Fighter acquisition strategy will be necessary, after the upcoming source selection, to preserve the U.S. industrial bases' ability to design, develop, and produce tactical aircraft?

I am aware that the Joint Strike Fighter program is currently in a source selection. However, as a nominee for this prestigious position, I have not received any briefings on this program and thus am not aware of the specifics of the program's plans. If confirmed, I would seek to ensure that directors of all weapon system acquisition programs continue to consider the effect their plans have on the defense industrial base while providing the best combat capabilities to the warfighter.

Depots vs. Contract Maintenance

Many defense contractors have argued that it is a waste of money to have government depots duplicate their production capacity in order to maintain systems after initial production. They argue that a cradle-to-grave approach, where the production facility becomes the maintenance facility over the life of a system, would save time and money in weapons acquisition. Others argue that there are certain capabilities that must be maintained in government-owned facilities to ensure that the Services will have ready access to this capability during a national emergency, and that the cradle-to-grave approach would subject the Department to a potentially more costly sole-source maintenance contract.

How do you believe that the government should decide on the appropriate balance between these competing views of the maintenance strategy?

I am not immersed in the particulars of this subject. However, I believe the acquisition community must provide reliable, sustainable combat capabilities to the warfighter. If confirmed, I would look forward to working closely with the Air Force's logistics team to ensure weapon system acquisition program plans continue to consider the importance of sustainability to the warfighter.

Should the Department maintain a core weapon systems maintenance capability?

I am not immersed in the particulars of this subject. However, I believe that all available options must be considered to ensure the highest state of readiness for our airmen. If confirmed, I would look forward to working closely with the Air Force's logistics team to ensure weapon system acquisition program plans continue to consider the importance of sustainability to the warfighter.

Acquisition Workforce

The Department has been reducing the size of the acquisition workforce for a number of years. Since these reductions have taken place primarily through attrition and reductions in hiring new employees, the average age of the workforce has been increasing. Some have estimated that a significant percentage of the workforce may retire in the next few years, creating a situation that could complicate our efforts to recapitalize or transform the Department's forces.

What are your plans to achieve the correct size in the acquisition workforce and to support that force as potentially large numbers of older workers retire in the next few years?

I had limited insight into the acquisition workforce issues as President and Chief Executive Officer of ITT Defense. The acquisition team is the linchpin for enabling the Air Force to

provide the tools our airmen need to fly, fight, and win. If confirmed, I would look forward to working closely with the experts from the manpower and personnel areas to determine the best way ahead on this issue.

F-22 Program

Over the past several years, the F-22 program has been operating under a legislated production cost cap. This cap was based on the Air Force's assessment of what would be required to complete the buy of 339 aircraft. At the time, it was understood that there were other offices, including the Congressional Budget Office (CBO) and the Cost Analysis Improvement Group or CAIG that had higher estimates of F-22 production costs.

Over the past couple of years, the Air Force has assured the Committee that various cost estimates for F-22 production were beginning to converge, giving the Committee reason to believe that F-22 production would fit within the cost gap.

This year, the Air Force estimate of production costs for the F-22 is up by roughly \$2 billion. In such a circumstance, we should have expected that this increase would have indicated some further convergence of the cost estimates. Press reports, however, indicate that the independent cost estimates have begun to diverge from the Air Force estimate.

In your opinion, why are these cost estimates diverging?

I am aware that a Defense Acquisition Board was conducted on the F-22, and the Board authorized the Air Force to proceed with Low Rate Initial Production. I believe that this was a good decision for the country in light of the combat capability the F-22 will bring to the joint warfighting team when it becomes operational. However, as a nominee for this prestigious position, I have not received any briefings on this program and thus am not aware of the specifics of the program's plans. If confirmed, I would look forward to working closely with the Secretary of the Air Force to ensure all weapon acquisition program plans, to include the F-22, continue to consider the importance of affordability. If confirmed, I would take advantage of all available management tools to maintain oversight of weapon system costs.

What steps should the Air Force take to ensure that it will be able to produce enough aircraft to meet the requirements for the program within the cost cap?

As a nominee for this prestigious position, I have not received any briefings on this program and thus am not aware of the specifics of the program's plans. If confirmed, I would look forward to working closely with the Secretary of the Air Force to ensure all weapon acquisition program plans, to include the F-22, continue to consider the importance of affordability of the weapon systems. If confirmed, I would take advantage of all available management tools to maintain oversight of weapon system costs.

F-22 Event-based Decision Making

The Air Force is required to manage the F-22 program on the basis of achieving certain milestones, rather than “graduating” when certain time on the calendar has elapsed. There have been delays in the testing program that will delay the start of operational testing by up to one year from the previously planned date. Nevertheless, there is still some risk that developmental testing may not be able to support operational testing even on this delayed schedule.

Can you assure the Committee that the Air Force will not proceed to operational testing before the program has completed sufficient developmental testing?

If confirmed, I would be firmly committed to ensuring the safety and effectiveness of all weapon systems the acquisition team provides to the warfighters. Realistic development and operational testing ensures that we identify and fix safety and effectiveness concerns, prior to making the long-term commitment of funds and staking the nation’s and warfighters' future on it. If confirmed, I would look forward to working with the acquisition and test communities to ensure proper test and evaluation continues to be an integral part of the planning for all acquisition programs.

Unmanned Air Vehicles

The Air Force has demonstrated a capability on the Predator Unmanned Air Vehicle (UAV) to fire Hellfire missiles at fixed targets, and will soon be expanding this capability to include mobile targets. The unmanned combat air vehicle (UCAV) is scheduled for first flight within a year. The Global Hawk High Altitude Endurance UAV is entering production and will be collocated with the U-2 fleet at Beale Air Force Base in California.

What is your vision for the future of UAVs and UCAVs in the Air Force?

It is my understanding that the warfighters' determine required combat capabilities. It is my understanding that the acquisition team is then charged to deliver that combat capability when needed at an affordable cost. If confirmed, I would continue the acquisition community's close working relationship with the operational side of the Air Force team, including the Chief of Staff of the Air Force and commanders of the major commands. By working together as a leadership team, we would understand each other's problems and concerns and ultimately provide our airmen with needed combat capabilities that are effective, reliable, and affordable.

In the Fiscal Year 2001 Floyd D. Spence National Defense Authorization Act, Congress set a goal that within ten years one-third of U.S. military operational deep strike capability would be unmanned. In addition, Congress invested an additional \$50 million above the President’s

budget request in the Air Force Unmanned Combat Air Vehicle.

Do you support the ten-year goal of one-third of U.S. military operational deep strike aircraft being unmanned?

I am aware of the public law that outlined this important goal, and am aware that there are programs within the Department geared to attaining this objective. As a nominee for this prestigious position, I am not aware of the specifics of the program plans. However, if confirmed, I would look forward to working with Department and Air Force officials to ensure the Air Force continues to support the Department's demonstration program that is integral to achieving that goal.

In your view, is the current level of investment, the Fiscal Year 2002 President's budget request of \$60 million, sufficient to realize this goal?

As a nominee for this prestigious position, I am not aware of the specifics of this issue. If confirmed, I would look forward to working with the acquisition team to ensure they continue to identify the level of investment needed to efficiently provide needed combat capabilities to the warfighters. I would look forward to working closely with the Department and the Congress to determine the best way to provide the necessary resources.

Acquisition Process Problems

The Committee has been concerned about schedule and cost problems in a number of Defense Department acquisition programs. Perhaps more troubling is that the Department seems to have been surprised by some of these problems. Various Department officials have testified that the implementation of earned value management systems and integrated product teams should have provided greater visibility into cost and schedule, but there would appear to have been some shortcomings in that regard.

Do you believe that structural changes or policy changes are appropriate to help avoid similar problems on current or future programs? If so, what changes would you recommend?

As a nominee for this prestigious position, I am not aware of any systemic problems in the office. If confirmed, I would work diligently to ensure directors of all Air Force weapon system acquisition programs continue to take advantage of the tools available to manage cost, schedule, and technical performance and to provide the best combat capability to the warfighter when needed at an affordable cost. If confirmed and problems were to arise, I would do my best to solve them as expeditiously as possible to maintain the integrity of the acquisition process.

Oversight of Space-related Programs

Secretary Rumsfeld has announced that he intends to vest oversight of space programs in the Under Secretary of the Air Force.

Do you believe that programs such as GPS receivers and satellite communications ground terminals appropriately fit within the “space” portfolio of the Under Secretary?

It is my understanding that the Space Commission provided recommendations regarding acquisition of space systems. However, as a nominee for this prestigious position, I am not aware of the specifics of the report or the implementation plan. If confirmed, I would look forward to cooperating fully with the Commander In Chief U.S. SPACE Command and the commanders of the space commands in the military services to ensure continued efficient administration of all matters related to acquisition of space systems for the joint warfighting team.

Do you know exactly what space-related responsibilities you will handle, if you are confirmed, and what responsibilities will be handled by the Under Secretary?

It is my understanding that the Space Commission provided recommendations regarding acquisition of space systems. However, as a nominee for this prestigious position, I am not aware of the specifics of the report or the implementation plan. If confirmed, I would look forward to having a close working relationship with the Under Secretary of the Air Force, and other Department leaders, in the space realm. If confirmed, I would look forward to cooperating fully with them to ensure continued efficient administration of all matters related to acquisition of space systems for the joint warfighting team.

If the Air Force becomes the executive agent for the DOD for Space, how will this impact your duties?

It is my understanding that the Space Commission provided recommendations regarding acquisition of space systems. However, as a nominee for this prestigious position, I am not aware of the specifics of the report or the implementation plan. If confirmed, I would look forward to having a close working relationship with the Under Secretary of the Air Force, and other Department leaders in the space realm. If confirmed, I would look forward to cooperating fully with them to ensure continued efficient administration of all matters related to acquisition of space systems for the joint warfighting team.

If the Air Force is the executive agent for DOD for Space, how will this affect your relationship with the service acquisition assistant secretaries and Under Secretary of Defense Aldridge?

It is my understanding that the Space Commission provided recommendations regarding acquisition of space systems. However, as a nominee for this prestigious position, I am not aware of the specifics of the report or the implementation plan. If confirmed, I would look forward to developing a sound working relationship with Under Secretary of Defense Aldridge and the Acquisition Executives in the other Military Departments to ensure each of us can successfully carry out the statutory responsibilities assigned to us. If confirmed, I would look forward to cooperating fully with them to ensure continued efficient administration of all matters related to acquisition of space systems for the joint warfighting team.

Science and Technology Investment

In his June 28, 2001 testimony before this Committee, Secretary Rumsfeld stated that he has set a goal of 3 percent of the total defense budget for the Defense Science and Technology Program.

If confirmed, would you support a similar goal for the Air Force Science and Technology portfolio, as a percentage of the entire Air Force budget?

I believe that a strong science and technology program is crucial to providing future generations of airmen the combat capabilities they will need in the future. Science and technology is certainly an area I am most interested in. If confirmed, I would work diligently to ensure that the acquisition community enables the Air Force to continue to maintain its technological dominance over any potential adversary. If confirmed, I would look forward to working with the leadership of the Air Force, the Department, and the Congress to ensure the Air Force continues to provide an appropriate level of resources in the Science and Technology arena.

In your view, does the current Air Force Science and Technology portfolio adequately support the warfighter of today and the future?

As a nominee for this prestigious position, I am not aware of the specific technologies within the Air Force's Science and Technology portfolio. I am certainly most interested in this arena. If confirmed, I would work diligently to ensure that the acquisition community enables the Air Force to continue to maintain its technological dominance over any potential adversary. If confirmed, I would look forward to working with the leadership of the Air Force, the Department, and the Congress to ensure the Air Force continues to provide an appropriate level of resources in the Science and Technology arena.

If confirmed, how do you intend to facilitate communication between the science and technology community and the warfighter?

If confirmed, I would look forward to continuing the close working relationship the acquisition community has with the operational side of the Air Force team, including the Chief of Staff of

the Air Force and commanders of the major commands. By working together as a leadership team, we would understand each other's problems and concerns and ultimately provide the airmen with needed combat capabilities that are effective, reliable, and affordable. If confirmed, I would work diligently to use this understanding to ensure the Air Force Science and Technology portfolio continues to invest in research that will provide the needed capabilities in the future.

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, 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 Assistant Secretary of the Air Force for Acquisition?

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.