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**Advance Questions for Vice Admiral James G. Stavridis, USN
Nominee for Commander, United States Southern Command**

Defense Reforms

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

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

Answer: Yes, I do.

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

Answer: The Defense Authorization Act of 1986 vastly improved the way our joint force operates.

An area that I believe could be readdressed is the resourcing of joint requirements. As an example, Combatant Command headquarters are funded through a Service as an Executive Agent. As a result, Joint Commands with different Service Executive Agents are resourced according to the budgeting priorities of the respective service. The Quadrennial Defense Review (QDR) highlighted the need to review this resourcing approach. The Joint Task Assignment Process development project, currently underway by the Department as part of a QDR roadmap, is looking at potential improvements in joint management constructs. The analysis and recommendations of the group led by the Office of the Director, Administration and Management may provide courses of action to strengthen the Goldwater-Nichols Act.

Additionally, there may be benefit in amending the Goldwater-Nichols Act to encourage Professional Education in the civil service employee sector, as the original legislation did for military officers. As more of the force is civilianized, it is in the Department's interest to promote joint educational opportunities for civilian employees of the Department of Defense.

Duties

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Question: What is your understanding of the duties and functions of the Commander, U.S. Southern Command?

Answer: The Commanders of Combatant Commands exercise COCOM of assigned forces and are directly responsible for the preparedness of their respective Commands as well as the performance of assigned missions. Combatant Commanders prescribe the chain of command within their combatant commands and designate the appropriate command authority to be exercised by subordinate commanders.

As the Commander of U.S. Southern Command, the duties and functions would include responsibility for the geographical area of responsibility (AOR) defined in the Unified Command Plan, which now includes 32 countries and 13 territories/protectorates. The duties and functions also include, but are not limited to, the authoritative direction for all military operations, joint training and logistics in the AOR.

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

Answer: I am deeply honored by the President's nomination to be the Commander of U.S. Southern Command. Over the past decades, I have served in a wide variety of Navy and Joint Commands that I believe will prepare me well for the challenges ahead if confirmed by the U.S. Senate.

Operationally, I have served in several key command positions for the Navy, culminating in command as a Rear Admiral of a Navy Carrier Strike Group, which conducted operations in the Southern Command AOR as well as in the Mediterranean and the Arabian Gulf. I have also served on the Joint Staff, the Secretary of Defense Staff, the Secretary of the Navy Staff, and Chief of Naval Operations Staff. During my time in each of these locations, I actively worked on issues involving Southern Command's AOR.

Most recently, while serving as the Senior Military Assistant to the Secretary of Defense, I had the opportunity to travel widely with the Secretary throughout Latin America and the Caribbean. This experience allowed me to observe international, interagency, Joint and Combined strategy and policy formulation pertaining to the region.

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Other specific experiences and background include:

- Maritime operations with numerous Latin American and Central American naval forces throughout my operational career 1976 to present, including counter-narcotic operations in the Caribbean and Eastern Pacific and multiple combined training operations with most significant militaries in the region at one time or another.
- Integration of an Argentine destroyer, SARANDI, into the Carrier Strike Group I commanded 2002-2004, including a full training work-up and deployment to the Mediterranean during Operation SOLID STEP, leading to the award to me of the Argentine Naval Cross.
- PhD in International Relations from the Fletcher School of Law and Diplomacy at Tufts University, where my regional work was focused on Latin America.
- Many strategic projects involving Latin America during staff assignments in the Pentagon, including, for example, the Unified Command Plan process shaping Southern Command responsibilities in the late 1990s.
- Numerous visits to the region over the past two years, including attending small group meetings with many of the Defense Ministers and Heads of State, as well as attendance at the most recent Defense Ministerial of the Americas in Quito, Ecuador as a result of my present assignment.
- Working knowledge of Spanish and French, and continuing study of Spanish.

Question: 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. Southern Command?

Answer: If confirmed, I will engage with key officials and personnel within the Executive and Legislative branches of the U.S. government to uphold and advance the national policies and interests of the United States for the region through the missions established and executed within the Command. To this end, I will also engage with the governments and militaries of partner nations to understand the magnitude and interdependent issues within the region. I will seek the cooperation of the Latin American and Caribbean leadership to work together to engage on vital regional issues. Additionally, I intend to continue to study Spanish.

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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.

Question: Please describe your understanding of the relationship of the Commander, U.S. Southern Command, to the following:

The Secretary of Defense

Answer: The President and the Secretary of Defense, or their authorized alternates, exercise authority over the Armed Forces through the Combatant Commanders for those forces assigned to the respective Commands. The Combatant Commander exercises command authority over assigned forces and is directly responsible to the National Command Authority for the performance of assigned missions and the preparedness of the Command.

The Deputy Secretary of Defense

Answer: The Deputy Secretary of Defense is delegated full power and authority to act for the Secretary of Defense and to exercise the powers of the Secretary on any and all matters for which the Secretary is authorized to act pursuant to law. The Commander coordinates and exchanges information with the Deputy Secretary on matters delegated by the Secretary. The Commander directly communicates with the Deputy Secretary on a regular basis.

The Under Secretary of Defense for Policy

Answer: A direct command relationship between the Under Secretary of Defense for Policy and the Combatant Commander does not exist. However, the Combatant Commander regularly interacts, coordinates and exchanges information with the Under Secretary of Defense for Policy.

The Under Secretary of Defense for Intelligence

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Answer: A direct command relationship between the Under Secretary of Defense for Intelligence and the Combatant Commander does not exist. However, the Combatant

Commander regularly interacts, coordinates and exchanges information with the Under Secretary of Defense for Intelligence.

The Assistant Secretary of Defense for International Security Affairs

Answer: A direct command relationship does not exist between the Assistant Secretary of Defense for International Security Affairs and the Combatant Commander. Although, the Combatant Commander and the Assistant Secretary of Defense for International Security Affairs work together on mutual issues of concern.

The Assistant Secretary of Defense for Special Operations and Low Intensity Conflict

Answer: A direct command relationship does not exist between the Assistant Secretary of Defense for Special Operations and Low Intensity Conflict (SOLIC) and the Combatant Commander. The Assistant Secretary of Defense for SOLIC works with the Combatant Commander on mutual issues of concern.

The Assistant Secretary of Defense for Homeland Defense

Answer: There is no direct command relationship between the Assistant Secretary of Defense for Homeland Defense and the Combatant Commander. The Assistant Secretary of Defense for Homeland Defense works closely with all DoD components, to include Combatant Commanders.

The Chairman of the Joint Chiefs of Staff

Answer: The Chairman functions under the authority, direction and control of the National Command Authority. The Chairman transmits communications between the National Command Authority and Combatant Commanders as well as oversees the activities of a Combatant Commander as directed by the Secretary of Defense. As the principal military advisor to the President and the Secretary of Defense, the Chairman is a key conduit between the Combatant Commander, Interagency and Service Chiefs. The

Combatant Commander continues to keep the Chairman informed on significant issues regarding his Command and its AOR.

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The Secretaries of the Military Departments

Answer: The Secretaries of Military Departments are responsible for administration and support of forces that are assigned or attached to Combatant Commands. The Secretaries fulfill their responsibilities by exercising administrative control (ADCON) through the Service Component Commands assigned to the Combatant Commands.

The Chief of Staff of the Army, Chief of Naval Operations, Commandant of the Marine Corps and Chief of Staff of the Air Force

Answer: The Service Chiefs are responsible for ensuring the organization and readiness of each respective service branch and for advising the President. However, as with the other joint chiefs, the Service Chiefs do not have operational command authority. The Combatant Commander must rely upon the Service Chiefs to provide properly equipped and capable forces to accomplish missions in his assigned AOR.

The other Combatant Commanders

Answer: Formal relationships between the Combatant Commanders are based upon operational plans. The plans lay out clearly the roles of the Commanders as “supporting” or “supported.” These planned relationships mandate close coordination in peacetime and training.

U. S. Chiefs of Mission within the U. S. Southern Command area of responsibility

Answer: A formal command relationship between the Chiefs of Mission and the Commander does not exist. In a foreign country, the U.S. Ambassador is responsible to the President for directing, coordinating and supervising all U.S. Government elements in the host nation except for those under the Command of a Combatant Commander. Geographic Combatant Commanders are responsible for coordinating in their AOR as necessary, across the range of military operations and for negotiating force protection agreements with the Chief of Mission in designated countries. The Commander also coordinates and exchanges information with Chiefs of Mission regularly on matters of mutual interest, to include military operations and engagement activities. I understand that in addition to the regular exchange of information with the Chiefs of Mission, Southern Command Commanders in the past have hosted annual sub-regional

conferences with each country’s respective U.S. Ambassador. If confirmed, I intend to continue these conferences.

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Major Challenges

Question: In your view, what are the major challenges and problems you would confront if confirmed as the next Commander, U. S. Southern Command?

Answer: If confirmed, I would seek to learn more about all the many challenges and transnational threats within the region. Challenges include conditions of poverty, inequality, and corruption that create an environment conducive to threats such as illicit trafficking and narco-terrorists. There are also under-governed areas within the AOR that may be used by individuals affiliated with terrorist organizations and criminal groups for logistical support and revenue generation.

There are also key challenges facing the United States in Cuba, where we must remain hopeful that a transition to true democracy will begin to unfold soon; in Colombia, where we must continue to aid an important regional partner in the fight against narco-terrorism; in Haiti, where a fragile democracy struggles against crime with the assistance of an important United Nations (UN) Mission; throughout Central America, where important partners combat crime and drugs; and in other venues throughout the region. The U.S. Southern Command must also be poised and ready to support U.S. Government efforts to provide humanitarian assistance throughout the AOR

Another important challenge for U.S. Southern Command is running a safe, secure and effective detention facility at Guantanamo Bay, Cuba in full compliance with applicable law, policy and regulation.

Question: If confirmed, what plans do you have for addressing these challenges and problems?

Answer: By working collaboratively with our partner nations to enhance their capabilities at both national and regional levels, we can best ensure the forward defense of the United States. If our partner nations are better equipped and trained to face the transnational threats facing us all, the entire region, including the U.S., will be safer. If confirmed, I would continue to reach out to those countries that have been distancing themselves from the U.S. to encourage military engagement. Also, if confirmed, I will ensure that the U.S. Southern Command develops and executes a comprehensive regional plan to address the challenge of regional security throughout the entire AOR.

Finally, if confirmed as Commander of U.S. Southern Command, I will maintain command focus on the detention center in Guantanamo Bay, where we must ensure all

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laws, regulations and policies are followed fully at all times and that we uphold the highest standards in the execution of our assigned mission.

Role of U. S. Southern Command

If confirmed as the Commander of the U. S. Southern Command, you will be responsible for all military operations in that region. These include operations supporting homeland defense and security, the Department's counter-narcotics efforts in the source nations and transit zone, detainee and interrogation operations at Guantanamo Bay, security of the Panama Canal, and development of democratic values within in the military organizations of the region. If confirmed, you will face the challenge of pursuing these missions at a time when there appears to be movement away from democracy in some nations, and increasing instability in other nations.

Question: If confirmed, what will be your highest priorities?

Answer: If confirmed as Commander, U.S. Southern Command, my highest priority would be to ensure the forward defense of the United States. In working toward this, it is imperative to work cooperatively with partner nations to meet our shared security challenges. I would also continue to support the Global War on Terrorism by conducting safe, secure and legal detainee operations at the Joint Task Force Guantánamo (JTF-GTMO) and through operations to deter and disrupt terrorist activity within the region.

Question: What actions would you propose to counter the growing threat to democracy in the region?

Answer: The key to safeguarding democratic institutions is to encourage security, stability and adherence to the rule of law, which allows economic growth and prosperity. Without appropriate security, illegal activities and corruption flourish and over time can undermine democracy. Southern Command can improve security in the region by helping to build Partner Nation security force capabilities through a focused Theater Security Cooperation program. Additionally, we can further seek opportunities to partner together to promote regional security.

Role of U. S. Southern Command (continued)

Question: What is your assessment of the strengths and weaknesses of military-to-military exchange programs and contacts in the U. S. Southern Command area of responsibility?

Answer: My impression is that Southern Command has an extensive and robust Defense

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military exchange and contact program with a broad reach from the ministerial to the operational levels. During Fiscal Year 2006 alone, there were 503 events. Unfortunately, Southern Command military-to-military exchanges and contacts have been reduced with some countries as political events unfold in those countries. If confirmed, I will work hard to increase the military to military programs.

Counter-Narcotics Efforts

Each year the Department of Defense spends several hundred million dollars for counter-narcotics programs. Despite the expenditure of about \$5 billion since 2000 for these programs, the flow of illegal drugs into the United States and the availability of drugs on the street have not been significantly reduced, and countries such as Colombia and Peru continue to face tremendous internal security challenges in responding to this threat. This has led many to question the effectiveness and focus of our counter-narcotics programs.

Question: How would you recommend that the success of the Department's counter-narcotics programs be measured?

Answer: This is a complicated problem. My impression is that there is no single metric to measure Department of Defense success with regards to counter-narcotics efforts. Department of Defense is the lead agency for Detection and Monitoring in the source and transit zone and we concentrate on successful detections and resultant endgames. Recent interdiction and disruption data for the source and transit zones indicate the Department's success with 252 metric tons of narcotics being seized or disrupted during calendar year 2005. This is 252 metric tons of cocaine that will not reach its destination. Additionally, Department of Defense efforts to train and provide logistical support to Partner Nation militaries, and drug law enforcement agencies, has substantially improved Partner Nation ability contribute to counter-narcotics efforts.

Counter-Narcotics Efforts (continued)

Question: Do you believe that the current programs that the Department is pursuing are the most effective for the region, or should the Department's efforts focus elsewhere?

Answer: My belief is that U.S. Southern Command constantly evaluates their efforts and continuously seeks ways to improve results. Department of Defense programs are complementary to other U.S. programs, such as the Department of

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State's eradication and economic development programs. No single focus program is a panacea. I believe that current Department of Defense programs are appropriately synchronized with other agency efforts, but if confirmed, I would continue to explore ways to increase efficiency.

Question: Compared to other missions that you would be responsible for as Commander, U. S. Southern Command, if confirmed, where would you rank counter-narcotics in terms of its contribution to our national security and the ability of the Department of Defense to make a meaningful contribution?

Answer: If confirmed, my number one priority would be supporting the Global War on Terrorism. My impression is that the counter-narcotics mission is intertwined with the U.S. Southern Command's top priority. I believe the Department needs to continue to provide support to U.S. and partner nation drug enforcement efforts to deny narco-traffickers the freedom of movement they require to transport illegal drugs to the United States.

Coca Eradication

In Ecuador and Bolivia, the governments have adopted policies of "Zero Cocaine -- Not Zero Coca," asserting that legitimate uses of coca crops exist and that coca farmers should be protected. Opponents of U. S. policies regarding eradication have argued that its side effects of environmental and social damage caused by migrating cultivation zones, outweigh its benefits and that the policy fundamentally isn't working.

Coca Eradication (continued)

Question: What is your view of the costs versus the benefits of the existing eradication policy?

Answer: My impression is that coca eradication is one of a combination of mutually supportive efforts necessary to effectively reduce the availability of cocaine in the U.S. market. It appears sensible to continue the eradication program while at the same time more effectively disrupting the cocaine market by targeting key organizers and narco-trafficking leaders.

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Question: In what areas of the counter-drug eradication program, if any, is change most needed?

Answer: Although the Department of State (DoS) is the lead agency for the eradication program, my preliminary impression is that the U.S. Southern Command needs to continue to seek engagement opportunities with Partner Nation forces in order to improve their ability to support DoS-sponsored eradication. However, current governments have limited military engagement with the United States.

Haiti

The U.N. Security Council voted unanimously on August 15, 2006, to extend the U.N. peacekeeping mission in Haiti for six months. Haiti continues to experience turmoil and instability.

Question: How would you characterize the current military, economic, and political situation in Haiti, including the role of the UN multinational peacekeeping force and the U. S. military?

Answer: The challenges continue in this fragile democracy. The UN Stabilization Mission in Haiti (MINUSTAH) maintains a peace-enforcement role in Haiti. The UN mandate calls for a modest increase in police support, a decrease in troop involvement and support from member nations to assist the Government of Haiti in addressing the shortcomings of the prison system.

Haiti (continued)

Question: How do you assess the security situation in Haiti now and what is your estimate of how the situation will look in six months?

Answer: The UN is directly involved in addressing the security situation in Haiti, which continues to be complex and gang-centric. The primary threats are turf wars and kidnappings for profit and the Government of Haiti continues to address this problem while rebuilding their police forces. With continued UN involvement, I am hopeful that the security situation in six months will be improved over that of today.

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Question: What conditions or indicators do you consider important in determining whether there will be another wave of Haitian emigration?

Answer: A significant condition for a potential mass migration from Haiti is the Haitian perception that they will not be quickly interdicted and repatriated by the U.S. Coast Guard and/or other U.S. authorities. Another factor is the Haitian perception of the country's ability to ensure their safety and develop an effective economy. Between June and July 2006, for example, there was a spike in violence in Haiti and Haitian emigration increased over 300 percent within that period. In August 2006, violence decreased with a commensurate decrease in migration.

Question: In your view, what is the cost and effectiveness of U. S. assistance to Haiti?

Answer: All assistance provided to the people of Haiti is valuable as a humanitarian effort. The monetary cost, however, is high for military humanitarian projects in Haiti because of force protection requirements driven by the current security environment. Fortunately, our allies are involved and helpful.

Cuba

The Commander of U. S. Southern Command, General Craddock, has stated that he does not view Cuba as a military threat to the United States and that policies and laws regarding Cuba need to be reviewed "stem to stern" in order to determine if they make sense. General Craddock questioned whether the continuing ban on U.S./Cuban military-to-military contacts should remain in effect.

Cuba (continued)

Question: What is your opinion about the need for and pros and cons of military-to-military contact with Cuba?

Answer: I believe General Craddock was referring to the fact that we now live in a multi-polar, globalized world in which it would be prudent for the U.S. to re-examine our engagement policies throughout the world. Generally, military-to-military engagement is valuable; however, any engagement must be consistent with U.S. Government law and policy. Currently, the only authorized military-to-military contacts in Cuba are minimal administrative conversations surrounding the military facility at Guantanamo Bay. If confirmed, I will assess the specific situation regarding military engagement with Cuba.

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Question: What is your view of the need for review and potentially, revision of U. S. policies regarding Cuba?

Answer: I believe the U.S. policy toward Cuba, like all policy, should be periodically reviewed and reassessed to ensure it is relevant to the changing environment. When adjustments to policy are recommended, we should feel free to openly debate both the pros and cons of any given proposal for change.

Bolivia

In the past few years, Bolivia has experienced extreme political unrest and lately, President Morales has taken some positions that could complicate U.S. relations with Bolivia.

Question: How do you assess the situation in Bolivia and, if confirmed, how would you seek to accomplish the goals of combating drug trafficking and enhancing military engagement goals?

Answer: The Bolivian Armed Forces continue to pursue military engagement with the U.S. If confirmed, I would hope to maintain this relationship. My understanding is that Bolivian security forces remain cooperative in the interdiction of narcotics and their precursor chemicals. My understanding is that although the eradication of illegal coca has decreased, Southern Command through its Military Group in La Paz intends to supplement the Department of State's International Narcotics and Law Enforcement division's counter-narcotics programs by coordinating training and serving as the conduit for equipment as appropriate.

Joint Intelligence Operation Centers

Earlier this year, the Secretary of Defense approved an executive order that established Joint Intelligence Operations Centers (JIOC) in each combatant command as a means to reduce "stovepiping" of communications and improve the integration of intelligence and operations staffs.

Question: Do you think that U.S. Southern Command will benefit from the formation of a JIOC and if so, how?

Answer: My initial impression is that the command will benefit from the reduced time required to plan and execute intelligence driven operations. I prefer, however, to reserve judgment until I have the benefit, if confirmed, of personal experience as a Combatant

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Commander.

Question: What is your understanding of the steps that must be taken within U.S. Southern Command to implement this directive, and what resources must be made available to U.S. Southern Command to do so?

Answer: Generally speaking, it appears that we should pursue measures that give Combatant Commanders the authority to task intelligence sources relevant to their regions; to possess well developed processes that integrate intelligence, planning and operations; have qualified people with appropriate skill sets; and the right management tools to produce the most quality intelligence products possible.

Venezuela

In 2006, U. S. - Venezuelan relations have continued to be strained as President Chavez has allied himself with Fidel Castro, imported increasing amounts of military armament, politicized the Venezuelan military forces, and exported his brand of populism to the region.

Question: How would you characterize the current state of military-to-military relations between the U. S. and Venezuela?

Answer: It has been U.S. policy to maintain as much dialogue as possible between our militaries. Opportunities for contact have been increasingly limited. My understanding is that the Government of Venezuela has not been responsive to invitations from the US to participate in international and regional military forums. If confirmed, I would seek opportunities to engage with the Venezuelan military as responsible members of the region.

Venezuela (continued)

Question: What is your view of President Chavez's intentions in the region?

Answer: My impression is that the Government of Venezuela intends to create a cooperative group of regional partners, which, they hope will coalesce into Latin America's dominant diplomatic, military and economic bloc. All indicators are that this bloc would not be generally supportive of U.S. policies.

Question: What role do you see President Chavez playing in national elections throughout the U. S. Southern Command's area of operations?

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Answer: Allegations of the Government of Venezuela's support to political parties, grass-roots organizations and anti-U.S. candidates will probably continue as long as the current government is in a position to use its nation's oil wealth to attempt to establish governments supportive of its regime's efforts.

Question: How would you assess Venezuelan relations with Cuba, China, and Iran vis-à-vis the national interests of the United States?

Answer: The Government of Venezuela is apparently continuing to develop relationships with countries it views as anti-U.S. These relationships with Cuba and Iran may be meant to develop ties with U.S. antagonists. The Government of Venezuela may hope that its relationship with the People's Republic of China (PRC) will give it more credibility and a louder voice on the world stage.

Panama

Question: How do you assess the current political and economic situation in Panama?

Answer: The country seems largely stable and is developing well economically.

Panama (continued)

Question: To what extent do you assess that the Panamanian government attempts to interdict the drug flow out of South America through Panama?

Answer: My impression is that Panama actively cooperates with U.S. counter-drug efforts within the constraints of their resources. The Panamanian government is actively engaged in restructuring their law enforcement agencies. Resources available to traffickers and associated networks challenge the Government of Panama's interdiction efforts.

Question: What is your assessment of how Panama is protecting and maintaining the Panama Canal?

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Answer: My preliminary assessment is that protecting and maintaining the Panama Canal is a very complex and difficult operation. Since the canal plays such a significant role in Panama's economic and national identity, the government of Panama has made the security and maintenance of the canal a top priority. Panama continues to invest in technology and security training and continues to work collectively with allies to protect this very important resource through a number of ways to include the annual Southern Command sponsored exercise "PANAMAX," which just successfully concluded last month with its largest multinational participation to date.

Question: How vulnerable is the Panama Canal to attack by terrorists, and what would be the consequences of an attack to U. S. national security interests?

Answer: Challenges of securing the Canal will continue to exist. There has been some reported Islamic extremist operational/pre-operational activity in Panama. These events include occasional surveillance of the locks and other areas around the Panama Canal. For example, in 2001, known al-Qaida operative traveled through the Caribbean region and into Panama, reportedly to conduct surveillance on the Panama Canal. A successful attack on the Panama Canal would severely hamper U.S. commerce and trade as, since nearly 15,000 ships pass through the canal each year, of which 65% are traveling to or from U.S. ports. Any degradation of the canal's functioning would also restrict the U.S. Navy's ability to swing ships between the Pacific and Atlantic fleets.

Forward Operating Locations

One of the elements of the regional counter-narcotics strategy is the United States Southern Command's establishment of forward operating locations (FOLs) in the source and transit zone. There is some concern that the Department has not deployed sufficient aircraft and other resources to these FOLs to justify sustainment costs and continued improvements. There is also concern that after U. S. investment of several million dollars on these facilities, the host nations will restrict our use of these facilities.

Question: What is the role that these FOLs play in the Department's counter-drug efforts?

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Answer: My understanding is that the U.S. Southern Command currently has the capability to operate from four Forward Operating Locations, now called Cooperative Security Locations (CSLs): Manta, Ecuador; Curaçao and Aruba, Netherlands Antilles; and Comalapa, El Salvador. Ongoing counter-drug operations are actively conducted from Manta, Curacao and Comalapa. These CSLs are used by Command for the strategic basing of assets used in the regional Detection and Monitoring (D&M) operations targeting illicit air and sea movement and drug production. They provide vital forward basing of aircraft in support of the Department of Defense's statutory mission to be the lead federal agency for D&M in the source and transit zones.

Question: Does current use continue to justify the costs of sustaining these locations?

Answer: From what I have learned thus far, I believe so. Specifically, these CSLs continue to support the National Drug Control Strategy by targeting the flow of narcotics to the United States. The current use of these CSLs appears to justify the costs of sustaining these four locations. For example, the CSLs supported the seizure or disruption of 252 metric tons of cocaine during 2005.

Forward Operating Locations (continued)

Question: What assurance do we have from host nations that these locations will continue to be available to us, and under what conditions?

Answer: I am told that there are no concrete assurances from any of the host nations with which we have agreements that U.S. Southern Command will be able to continue counter-narcotics operations from them beyond the initial ten-year agreement. However, Southern Command is hopeful of maintaining CSLs at all three locations. The Command will have to monitor that situation closely.

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Colombia

Under President Uribe's leadership Colombia has improved its military performance in pursuing the narco-terrorist groups, and demonstrated an increased willingness and commitment to decisively address and defeat the terrorist insurgency.

Question: Please outline your views regarding the current situation in Colombia focusing upon: (1) the current military and political situation in Colombia; (2) the ability of the Colombian military to regain control of its territory; and (3) ongoing DOD programs, including the effects of the caps on U. S. troops and contractor personnel.

Answer: As I learn about Colombia, it appears that: (1) The military's capabilities continue to improve as the Illegally Armed Groups (IAGs) in Colombia are attrited either through combat operations or through demobilization. The Uribe administration has done a good job providing support so the Colombian Military can effectively prosecute their war. (2) Having said this, Colombia has not yet fully defeated the violent terrorist groups within its borders and has not yet fully gained complete control of all of its territory. To do so, they are working to better synchronize actions against IAG centers of gravity.

(3) The Uribe administration is developing a focused strategy aimed at achieving further success in Colombia within the next four years. In support, I understand that Southern Command is conducting a review of current programs and is determining how best to support the Government of Colombia in the future.

Colombia (continued)

When the U. S. began providing increased support through Plan Colombia for Colombia's efforts to significantly reduce or eliminate narco-terrorists operating in their country, much concern was expressed about human rights abuses that the Colombian military forces had committed.

Question: What is your assessment of the record of the Colombian military with regard to respect for human rights over the past three years?

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Answer: I am told that the Colombian military is one of the most respected institutions in Colombia today. While waging a civil war with an accelerating operational tempo and increased military presence throughout Colombia's territory, the Colombian government and military leadership also worked hard to establish a human rights and international humanitarian law program. Colombia's human rights program has included mandatory human rights training for every officer and soldier at every stage of their military careers. The Colombian military continues to partner with civil society groups, universities, and international organizations to collaborate on strengthening their human rights programs. These programs have been instrumental in reducing the number of human rights complaints against the Colombian military.

Question: What more remains to be done and how would you approach the issue of respect for human rights in the Colombian military?

Answer: The Colombian government views human rights as a vital element in its national strategy. If confirmed, I intend to continue to make respect for human rights a key component of U.S. Southern Command interaction with Colombia.

Western Hemisphere Institute for Security Cooperation (WHINSEC)

WHINSEC, which replaced the School of the Americas in 2001, has the mission of contributing to theater cooperation activities through the education and training of students in the Western Hemisphere from Canada to Chile. Earlier this year, Bolivia, Argentina, and Uruguay joined Venezuela in no longer sending their military personnel for instruction at WHINSEC.

Question: What is the relationship between U. S. Southern Command and WHINSEC?

Answer: WHINSEC is not subordinate to U.S. Southern Command. However, the Commander of Southern Command is a member of the Board of Visitors.

WHINSEC (continued)

Question: How does U. S. Southern Command participate in command oversight and curriculum development?

Answer: Southern Command reviews the WHINSEC curriculum to ensure the school's curriculum supports theater security cooperation strategic objectives and the combatant commander's regional priorities and makes appropriate recommendations.

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Question: What is your assessment of the impact on regional cooperation of the decisions by Venezuela, Argentina, Bolivia, and Uruguay to no longer send military personnel to WHINSEC for instruction?

Answer: I have been briefed that Bolivia has 59 students programmed to attend WHINSEC in 2006. It is my understanding that Venezuela, Argentina, and Uruguay have not stated that they will no longer send military personnel to WHINSEC. However, these three countries do not currently have any students programmed to attend the institution. These countries will miss opportunities to establish lasting relationships with the future leaders from the rest of the hemisphere.

Question: In your view, what more, if anything, does WHINSEC need to do to emphasize human rights in its curriculum?

Answer: I am told that WHINSEC currently has the most complete human rights program available to the militaries and police forces of the Western Hemisphere. The school has maximized the quantity and quality of human rights instruction in its curriculum.

Question: How can WHINSEC improve its outreach efforts to individuals or groups interested in its activities, particularly those who have accused the school of contributing to human rights violations by former students?

Answer: In a word, “transparency.” It is my understanding that WHINSEC has consistently responded with a strong and open program of information that allows individuals and groups to see the professionalism associated with its instructors and effective human rights curriculum. During Human Rights Week, I am told that NGO’s are invited to participate in classroom discussions and practical exercises. Additionally, on an annual basis, WHINSEC invites critics to an Open House to tour the Institute and receive briefings.

American Service-Members' Protection Act

The American Service-Members' Protection Act precludes foreign military financing and international military exchange training with countries which have not executed an article 98 bilateral agreement in which they pledge not to extradite serving or former U. S. personnel, officials, or citizens to the International Criminal Court. General Craddock has testified that this law affects 11 countries in Latin America and has resulted in lost opportunities in engaging with generations of military officers and noncommissioned officers in nations in the U. S. Southern Command area of responsibility.

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Question: What is your assessment of the impact of the American Service-Members' Protection Act on WHINSEC?

Answer: I believe ASPA sanctions have not impacted the total number of yearly WHINSEC graduates. Most recently, the number of students from sanctioned countries has been offset by additional students from non-sanctioned countries. However, although the total number of graduates has not been impacted, there are hundreds of military officers and noncommissioned officers from those 11 sanctioned countries that have missed out on the opportunity to attend WHINSEC. The United States has lost the opportunity to forge relationships with the military officers from those countries and to educate them on the democratic principles by which our military operates.

American Service-Members' Protection Act

Question: What changes, if any, in your view are needed to the American Service-Members' Protection Act?

Answer: My preliminary view is that the exemption of the International Military Education and Training (IMET) program from sanctions is necessary. The ASPA contains provisions for Presidential National Interest Waivers, and while a legislative change is debated, I support Presidential National Interest Waivers to allow IMET funding to our partner nations.

Question: What actions, if any, do you believe are needed to ameliorate the adverse effects of existing law?

Answer: I agree with General Craddock that the sooner we can reinstate the IMET programs for the currently sanctioned countries, the sooner we can begin offering educational opportunities to all our partner nations' security forces. The best way to ameliorate the adverse effects is to ensure the IMET program is adequately funded to support the needs of our partner nations.

Detainee and Interrogation Operations

U. S. Southern Command has been given significant responsibility for managing detainee and interrogation operations in the Global War on Terrorism, and is responsible for these operations at Guantanamo Bay, Cuba.

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Question: What is U. S. Southern Command's overall role in managing detainee and interrogation operations, not only at Guantanamo Bay, but in the larger Global War on Terrorism?

Answer: I am told that U.S. Southern Command is responsible for the operation of a strategic level detention and interrogation facility to collect and exploit intelligence in support of the Global War on Terrorism, and Southern Command is responsible for ensuring that all detainees at such a facility are treated humanely and in accordance with U.S. law, the law of war, and U.S. policy. Southern Command exercises these responsibilities through the Joint Task Force – Guantanamo (JTF-GTMO) at Naval Station Guantanamo, Cuba. Additionally, Southern Command and JTF-GTMO are charged with supporting law enforcement and war crime investigations, as well as military commissions when and if such proceedings are resumed.

Congress has authorized and appropriated considerable sums for military construction and operation of detainee facilities. In June 2006, President Bush declared that he would "like to close Guantanamo."

Question: Under what circumstances, if any, would you recommend that the detainee facilities at Guantanamo should be closed?

Answer: The Department of Defense and the U.S. Southern Command support the Global War on Terrorism as directed by the Secretary of Defense and Joint Staff. If confirmed, I will provide the Secretary and Chairman of the Joint Chiefs of Staff with my candid assessment and recommendation on all issues affecting U.S. interests within Southern Command's AOR, including detention operations.

As the President recently stated, "America has no interest in being the world's jailer" and that "we will move toward the day when we can eventually close the detention facility at Guantanamo Bay," but so long as the United States remains engaged in the Global War on Terrorism, our nation will likely need to remove from the battlefield and detain those who would do our country harm. We must do so in accordance with our own law and policy.

Question: What do you expect to be the population of the Guantanamo detainee facilities for the next several years?

Answer: Since its inception, JTF-GTMO has detained 770 enemy combatants. More than 300 have been returned to their country of origin leaving approximately 455

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detainees at Guantanamo today. I, like the President and the Secretary of Defense, hope that the future detainee population at Guantanamo continues to diminish. However, that will ultimately depend on many factors, including the willingness of other countries to accept transfer of their nationals being detained at Guantanamo or to provide assurances that those detainees will be treated humanely upon return to their own nations or to prevent those detainees from returning to the battlefield. Beyond that, I cannot speculate how many unlawful enemy combatants JTF-GTMO will be required to detain in the future.

Question: Would you advocate bringing new detainees to the facility?

Answer: JTF-GTMO provides a secure facility for the humane detention and interrogation of unlawful enemy combatants. I support the transfer of any detainee to Guantanamo if, after an appropriate assessment, it is determined by President or Secretary of Defense that such transfer is legal and will further U.S. interests in support of the Global War on Terrorism.

Question: Do you believe that military commissions can and should be held at Guantanamo?

Answer: I have not been fully briefed as yet on this issue, and there are clearly issues that must be worked out between the Executive, Legislative and Judicial Branches of the Federal government. From what I know now, I believe that the Secretary of Defense has directed Southern Command to provide administrative, personnel, logistics, facilities, security, linguists and media support to the Office of Military Commissions. To that end, JTF-GTMO has developed procedures, prepared facilities, and is well postured to support military commissions once prescribed by the President and Congress.

Detention and Interrogation Operations (continued)

The Assistant Secretary of Defense for Health Affairs has recently issued new guidance on medical support for detainee operations (Department of Defense Instruction 2310.08E dated April 28, 2006). The new guidelines appear to reaffirm the role of mental health professionals, including physicians, in providing assistance to interrogators. Standards

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and procedures are also authorized for behavioral science consultants, comprising Behavioral Science Consultant Teams (BSCT) teams, in the interrogation of detainees.

Question: Please describe your understanding of the requirements of this policy and what your role would be, if you are confirmed, in its implementation at Guantanamo Bay.

Answer: As I understand it, the policy authorizes mental health professionals to provide direct support to interrogators and detention personnel as consultants to ensure safe, legal, ethical, and effective interrogation and detention operations. However, the policy also states that mental health professionals who serve as Behavioral Science Consultants to interrogation and detention operations may not serve as mental health clinicians who treat mental health issues of detainees or staff. If confirmed, I would ensure this policy is followed.

Question: If confirmed, what criteria would you establish for the training and employment of BSCT teams in the interrogation of detainees?

Answer: I am not fully briefed on this program, but my inclination is to continue to ensure that each member of the Behavioral Science Consultation Team is properly trained in the current policies to work with interrogation teams. As part of this training, each member of the BSCT must know the ethical standards of their profession – psychology or psychiatry. I will learn more about this issue if confirmed and will look at it carefully.

Facilities for Headquarters, U. S. Southern Command

The Headquarters complex for U. S. Southern Command in Miami Florida, has consistently been an issue for Congress since the command moved from Panama in 1997. The Department of Defense is considering a proposal by the State of Florida that would provide leased facilities constructed by a private developer to meet the military and space requirements for the 2,884 personnel assigned to headquarters at Southern Command. This Committee has expressed concern that this lease may cost up to \$24 million annually, and may not be in the best economic interests of the Department over the long term as compared to other alternatives for new headquarters facilities, such as new construction on a military installation.

Facilities for Headquarters, U.S. Southern Command

Question: What is your understanding of the Department's position on this proposal?

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Answer: I am told that the Department of Defense currently recommends build-to-lease of the new Southern Command Headquarters Facility on no-cost State of Florida land. It is my understanding that the economic analysis report submitted by the Department of Defense to Congress cites this as the best option.

Question: What are your views about the most desirable location for the Headquarters complex for U. S. Southern Command?

Answer: I am not an expert on this issue. It is certainly an important one. My current sense is that the best location for Southern Command Headquarters is Miami, Florida.

Command Responsibility

In recent years, you have authored and co-authored several books including *Command at Sea*, *The Watch Officers Guide*, and *The Division Officers Guide*. The topics covered in these books reflect the historical and traditional skills and expectations of the U.S. Navy for its officer corps. Developments such as the emphasis on joint warfighting, technological advances in communications, information sharing, and weaponry, and the asymmetric threats of the 21st century may require a re-examination of the responsibilities and accountability traditionally placed upon commanders and commanding officers.

Question: What is your assessment of the responsibility and accountability that vests in commanding officers in today's Armed Forces?

Answer: A Commanding Officer, first and foremost, must assume the role of leader. As leader, that individual is answerable for the people and resources entrusted to them. To that end, the commanding officer is ultimately responsible for all that happens within his or her Command. That is the essence of command, and it remains a bedrock principle of the U.S. military, even in the changing world of the 21st century.

Question: Do you believe that evaluating a commander's performance and culpability for errors based on whether the actions taken or not taken would have made a difference in the outcome is an appropriate standard?

Answer: I believe a Commander is responsible and accountable whenever the commander or his or her command fails to meet relevant standards. The judgment whether standards have been met in a particular case must be based on a careful review of the facts and circumstances.

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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.

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

Answer: Yes, I do.

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

Answer: Yes, I do.

Question: 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. Southern Command?

Answer: Yes, I do.

Question: 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?

Answer: Yes, I do.