

**Advance Policy Questions for William J. Lynn III**  
**Nominee to be Deputy Secretary of Defense**

**Defense Reforms**

**The Goldwater-Nichols Department of Defense Reorganization Act of 1986 and the Special Operations reforms have strengthened the warfighting readiness of our Armed Forces. They have enhanced civilian control and clearly delineated the operational chain of command and the responsibilities and authorities of the combatant commanders, and the role of the Chairman of the Joint Chiefs of Staff. They have also clarified the responsibility of the Military Departments to recruit, organize, train, equip, and maintain forces for assignment to the combatant commanders.**

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

As the executive director of the Defense Organization Project at the Center for Strategic and International Studies, I was involved in developing the analytical work that served as a foundation for the eventual Goldwater-Nichols Act. I believe that Act has yielded enormous benefits to the Department through strengthened joint operational commanders, better joint advice in the Pentagon, and improved acquisition management structures. At this time, I do not see the need for any specific changes. If confirmed, my subsequent experience in the Deputy Secretary of Defense position could potentially suggest needed changes and I would consult with the Congress on any such issues.

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

I believe the Department's acquisition management processes and organizations should be a high priority for review by the new administration with the objective of improving the cost controls and responsiveness of that system. That review could potentially suggest changes to certain aspects of Goldwater-Nichols. I also believe it will be important to address recommendations for inter-agency reform.

**Relationships**

**What is your understanding of the relationship between the Deputy Secretary of Defense and each of the following?**

**The Secretary of Defense**

I expect the Deputy to be able to perform any of the duties of the Secretary, but to be largely focused on the daily operations of the Department. The Secretary and the Deputy would work together to develop defense strategy and policy, but the Deputy

would serve largely as the Department's Chief Operating Officer, responsible for the operation of DOD and implementation of national defense policy and strategy. This will include financial management, personnel policies, acquisition management and integrity, oversight of Military Departments' roles, BRAC, Quadrennial Defense Review management, legislative affairs, public affairs and the like.

### **The Under Secretaries of Defense**

If confirmed, my role as Chief Operating Officer would be to ensure collaboration across the various offices of the Under Secretaries of Defense. I would further provide that the Secretary's guidance and priorities are understood and implemented, and that matters requiring the Secretary's attention are raised to his level.

### **The Deputy Chief Management Officer of the Department of Defense**

As a direct reporting relationship, the DCMO would provide feedback on the progress of the Department toward achieving its management goals. The DCMO would also work closely with me, if confirmed, to determine future changes to our strategic plan. The DCMO would routinely interact with the Military Department CMOs to ensure success.

### **The Assistant Secretaries of Defense**

If confirmed, for direct reporting ASDs the relationship would be the same as with the Under Secretaries. For those reporting to an Under Secretary, I would rely primarily on that Under Secretary to manage each area.

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

The Chairman is the principal advisor to the President and National Security Council. If confirmed, I will work closely to coordinate any issues with the Chairman and Vice Chairman.

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

If confirmed, I will work closely with the Secretaries of the Military Departments to ensure that the policies of the President and the Secretary of Defense are carried out in their respective Military Departments.

### **The Chief Management Officers of the Military Departments**

If confirmed, one of my most important duties would be to ensure that the Department can carry out its strategic plan. Interactions with the Military Department CMOs would largely be through the DCMO. This would allow for monitoring and measuring of the

Department's progress by establishing performance goals and measures for improvement.

### **The Service Acquisition Executives**

If confirmed, I will be actively involved in setting acquisition policy. However, I would expect most policy coordination to occur through the USD (AT&L). My objective would be to ensure acquisition policy, procedures, and regulations are followed and appropriate improvements pursued.

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

If confirmed, I will work to ensure the Service Chiefs are aware of the Secretary's guidance and their concerns are coordinated with the Secretary.

### **The Director of National Intelligence**

If confirmed, I would, together with the Secretary of Defense, routinely interact with the DNI. More detailed coordination will occur between the DNI's staff and the USD (I).

### **The Inspector General of the Department of Defense**

If confirmed, I would encourage the Inspector General to carry out his/her duties in accordance with the Inspector General Act while ensuring there are no barriers to independence or mission accomplishment.

### **The General Counsel of the Department of Defense**

If confirmed, I will seek advice from the General Counsel on all relevant subjects.

### **The Chief of the National Guard Bureau**

If confirmed, I will work closely with the Chief of the National Guard Bureau to understand all Guard-related issues and to ensure he understands the Secretary's guidance.

### **The Judge Advocates General of the Services**

The Services' Judge Advocates General have important roles in their respective services. However, the majority of Service Judge Advocate General issues would be coordinated through the Office of the General Counsel.

## **Duties of the Deputy Secretary of Defense**

**Section 132 of title 10, United States Code, provides that the duties of the Deputy Secretary of Defense are to be prescribed by the Secretary of Defense.**

**Assuming that you are confirmed, what duties do you expect the Secretary to prescribe for you?**

If confirmed, I expect to function as a traditional deputy, serving as the alter ego to the Secretary of Defense in a variety of forums. However, I expect the Secretary would continue to focus primarily on external aspects of the Defense Department, while I would focus on the internal management functions of the Department, similar to that of a Chief Operating Officer. Those functions would most likely be particularly focused on the Department's planning, budgeting, acquisition, personnel, and management activities.

**What background and expertise do you possess that you believe qualify you to perform these duties?**

My background includes service in two previous civilian positions in the Defense Department, more recent experience in defense industry, and previous work in support of the Congress. I believe these three bodies of experience will provide a solid foundation for performing the duties of the Deputy Secretary of Defense, if confirmed. I served as the Under Secretary of Defense (Comptroller) from 1997 to 2001. In that position, I was the chief financial officer for the Department of Defense and the principal advisor to the Secretary of Defense for all budgetary and fiscal matters. From 1993 to 1997, I was the Director of Program Analysis and Evaluation in the Office of the Secretary of Defense, where I oversaw the Defense Department's strategic planning process. I currently serve as senior vice president of Government Operations and Strategy at Raytheon Company, leading the company's strategic planning. Before entering the Department of Defense in 1993, I served for six years on the staff of Senator Edward Kennedy as liaison to the Senate Armed Services Committee. Earlier in my career, I worked as a Senior Fellow at the National Defense University and on the professional staff at the Institute for Defense Analyses, and served as the executive director of the Defense Organization Project at the Center for Strategic and International Studies. Although I believe my background provides a solid foundation for the position, I also recognize that the job of Deputy Secretary of Defense encompasses a very diverse set of challenges and responsibilities, and I also know that the Defense Department and its programs have undergone significant changes in the eight years since I left government service. So I have much to learn and my success in fulfilling the duties of the position will be dependent on the knowledge and advice of the civilian experts and military service members in the Department.

**Do you believe there are actions you need to take to enhance your ability to perform the duties of the Deputy Secretary of Defense?**

The Defense Department has experienced profound changes over the eight years since I left government service in 2001. If confirmed, I will need to receive extensive information and advice from the civilian and military professionals in the Department on recent developments on operations, defense programs, and organizational and process changes. I believe it is important to establish strong working relationships with the senior leaders in the Joint Staff and the Military Departments and to establish an atmosphere of open communications so that I can assist the Secretary with the benefit of the best information and advice available for decision-making. I also look forward to the opportunity to spend time with Deputy Secretary England and previous incumbents of the office to receive the benefit of their experience and wisdom.

**What changes to section 132, if any, would you recommend?**

Based on my previous experience in the Department, I believe the statutory authorities for the Office of the Secretary of Defense are appropriate for the effective performance of the assigned duties. So at this time, I have no changes to recommend, though, if confirmed, my view could change at a later date based on experience in the position.

**Section 132 was amended by section 904 of the National Defense Authorization Act for Fiscal Year 2008, to provide that the Deputy Secretary serves as the Chief Management Officer (CMO) of the Department of Defense. The Deputy Secretary is to be assisted in this capacity by a Deputy Chief Management Officer (DCMO).**

**What is your understanding of the duties and responsibilities of the Deputy Secretary in his capacity as CMO of the Department of Defense?**

If confirmed, my most important duty as DoD CMO will be to ensure that the Department can carry out its strategic plan. To do this, I will ensure the Department's core business missions are optimally aligned to support the Department's warfighting mission. I will develop and maintain a strategic management plan for business reform, and will monitor and measure the Department's progress by establishing performance goals and measures for improving and evaluating overall economy, efficiency, and effectiveness of the Department's business operations.

**What background and expertise do you possess that you believe qualify you to perform these duties and responsibilities?**

My previous service as Under Secretary of Defense (Comptroller) included major responsibilities for the oversight and improvement of the Department's financial management processes and organizations, and I devoted considerable time and attention to those aspects of my responsibilities. Although the responsibilities of the Deputy Secretary are far broader, I believe my experience as Comptroller provides a strong

foundation for the CMO duties. In addition, as Director of the Office of Program Analysis and Evaluation (PA&E), I was responsible for the Department's strategic planning. My experience in that area has also been broadened over the past six years through my experience with industry strategic planning.

**Do you believe that the CMO and DCMO have the resources and authority needed to carry out the business transformation of the Department of Defense?**

My understanding is that an office has been established and funded, and a career senior executive civilian has been appointed as Assistant DCMO to provide continuity in overseeing business transformation initiatives. The DCMO has been added to the membership of all of the Department's senior decision boards, and the DCMO has been named as vice-chair of the Defense Business Systems Management Committee (DBSMC). The charter of the Business Transformation Agency (BTA) has been amended so that the Director of BTA reports directly to the DCMO. Finally, the Military Departments have established CMO organizations, which will oversee newly established Business Transformation Offices. This provides a framework for ensuring integrated information sharing and collaborative decision making across the Department. These organizational changes occurred after I left government service, so, if confirmed, I will need to review their effectiveness and determine, in consultation with the DCMO, whether any additional authorities or resources are appropriate.

**What role do you believe the DCMO of the Department of Defense should play in the planning, development, and implementation of specific business systems by the military departments?**

I expect the DCMO will provide integrating guidance and liaison with the Director of the BTA and the CMOs of the military departments. The DCMO will also work to resolve policy impediments to implementing cross-functional solutions across the Department.

**Do you believe that the DCMO should have clearly defined decisionmaking authorities, or should the DCMO serve exclusively as an advisor to the Deputy Secretary in his capacity as CMO?**

The DCMO is a new position that did not exist during my tenure in the Department, and the position has not yet been filled and fully implemented. I believe some time will be needed to review the Department's experience with the operation of the new position in order to determine the precise authorities and relationship to the Deputy Secretary.

**What changes, if any, would you recommend to the statutory provisions establishing the positions of CMO and DCMO?**

I would defer any recommendations regarding potential changes to statutory provisions pending experience with the new position and time to review its operation within the Department.

**Major Challenges**

**In your view, what are the major challenges confronting the next Deputy Secretary of Defense?**

See below.

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

There are an enormous number of challenges facing the Department of Defense today, and the next Deputy Secretary will have the responsibility to assist the Secretary of Defense in addressing a large number of critical tasks. If confirmed for this important position, I would focus on three initial challenges. First, during a transition in a time of war, it is essential that the Department execute a smooth transition of the leadership as quickly as possible. To that end, I would work with the Secretary and the Congress to assemble a top-quality cadre of civilian leaders with the expertise and experience to effectively perform the duties of the key positions that must be filled. As part of that effort, I would also place a high priority on strengthening the capabilities of the career staff, which is essential to address the many near-term tasks facing the Department as well as the longer-term challenges. A second challenge will be to conduct at least three sets of major program and budget reviews in the first few months of the new administration. These include review of the second FY 2009 Supplemental Appropriation submission, revisions to the draft FY 2010 budget and its timely submission to the Congress, and the expeditious completion of the Quadrennial Defense Review and the associated formulation of a defense strategy and the FY 2011 defense program and budget. In the QDR, I believe a key task will be to lay the foundation for an effective force for the 21<sup>st</sup> century and to establish the right balance among capabilities for addressing irregular warfare and counter-insurgent operations, potential longer-term threats from a high-end or near-peer competitor, and proliferation threats from rogue states or terrorist organizations. A third major challenge will be to pursue an active reform agenda for the management of the Department. In particular, if confirmed, I would devote a considerable portion of my time and energies to efforts to improve the Department's processes for strategic planning, program and budget development, and acquisition oversight. Improving the Department's record on cost control, and the credibility of its budget and cost forecasts, would be a priority objective for those efforts.

## **Priorities**

### **What broad priorities would you establish, if confirmed, with respect to issues which must be addressed by DOD?**

My first priority, if confirmed, would be to work with Secretary Gates to provide the resources needed to support our forces currently engaged in operations in Iraq, Afghanistan, and other parts of the world. That includes meeting the military end strength goals needed to support those operations while easing the deployment burdens on our service members and their families. It also includes ensuring the effectiveness of the programs needed to support the readiness and quality of life of those forces and the equipment they need to operate effectively with adequate protection. While I believe the needs of the current operations must be the highest priority, the Department's leaders must also address the longer-term recapitalization and modernization needs of the force. To that end, another key priority, if confirmed, would be to provide strong leadership and management of the Quadrennial Defense Review and the various program and budget formulation efforts that will be needed over the next few months. The priorities in those efforts would be to oversee the development of an integrated strategy, program, and budget for meeting the challenges of the 21<sup>st</sup> century. Meeting the recapitalization and modernization needs of the forces will also require acquisition programs and processes that deliver effective equipment in a timely manner and within cost targets so that the Department can sustain the confidence of the Congress and the taxpayers that public funds are being used effectively.

## **Fiscal Year 2010 President's Budget Request**

### **What role do you expect to play, if confirmed, in the development of the President's Budget Request for the Department of Defense for fiscal year 2010?**

If confirmed, I would expect to oversee the development of the FY2010 budget request, working with Secretary Gates to ensure that it reflects his strategic vision. I would work with the Office of Management and Budget (OMB) to shape the Department's FY 2010 fiscal controls in a way that allows the Department to achieve the nation's national security goals.

### **What steps do you expect the incoming Administration to take to formally review the Department's 2010 budget request and, as necessary, make those changes required to ensure that the budget request fully conforms with the policies of the incoming Administration and the needs of the Department of Defense?**

My understanding is that the Department has prepared a draft FY 2010 budget baseline that is ready for review by the new administration. Although that budget will eventually be submitted by President Obama, there will be only a limited amount of

time for the DoD and the Office of Management and Budget (OMB) to make revisions prior to submission to the Congress in the late-March to mid-April timeframe. This is a problem common to all new administrations. The review of the FY 2010 budget request will, of necessity, have to be limited in scope, addressing the key initiatives of the new administration such as ground forces end strength, quality of life programs, and selected acquisition programs. A broader review would be conducted as part of the Quadrennial Defense Review and the associated formulation of the FY 2011 defense program and budget.

**What steps do you believe need to be taken to ensure an appropriate level of investment in the future force in the face of pressing requirements for completing the mission in Iraq and Afghanistan, for re-setting of the force, and for meeting ongoing operational commitments across the globe?**

If confirmed, I will vigorously review the Department's resources requirements and work to ensure that any budget request provides sufficient resources to achieve the appropriate level of investment in the future force to meet the nation's national security needs.

**In the John Warner National Defense Authorization Act for Fiscal Year 2007, section 1008, Congress required that the President's annual budget submitted to Congress after fiscal year 2007 include a request for the funds for ongoing operations in Iraq and Afghanistan and an estimate of all funds expected to be required in that fiscal year for such operations.**

**What problems, if any, do you anticipate the Department will encounter in complying with this budgeting requirement?**

The FY 2009 defense budget passed by the Congress last year did not include funding for current war operations. In addition, the FY 2009 supplemental appropriation enacted by the Congress last year provided funds for war operations for roughly half of the fiscal year. As a result, as Secretary Gates recently indicated, substantial additional funds will be needed for the remainder of the fiscal year. The draft request prepared by the Department will need to be reviewed by the new administration, and it will also need to be updated to reflect expanded deployments to Afghanistan. For the FY 2010 budget, as indicated above, there will be limited time available to review and revise the draft prepared by the current administration. A key issue for that review will be the formulation of new guidelines for what costs are appropriate for supplemental requests and identifying items that should be funded in the base budget. An objective should be for the Department to work with the Congress to move away from dependence on supplementals for predictable items, and any supplemental requests should be carefully reviewed against strict and consistent criteria and should be provided to the Congress early in the year with full explanatory information.

**If confirmed, what steps will you take to ensure that the Department complies with the requirements of this provision?**

If confirmed, Secretary Gates and I will work with the White House and the Office of Management and Budget to comply with the requirements of this provision.

### **Management Issues**

**If confirmed, what key management performance goals would you want to accomplish, and what standards or metrics would you use to judge whether you have accomplished them?**

The Department has a long history of using performance information to manage. When I last served in the Department, I oversaw initial efforts to produce a Department-wide set of performance plans and reports under GPRA. Therefore, I know first-hand the challenges of identifying key management performance goals – and for establishing metrics supporting those goals that capture results accurately for an entity as varied, complex, and large as the Department of Defense. I know the Department has a suite of established performance goals, standards and metrics. If confirmed, I would need to work with Secretary Gates to align the strategic outcomes of the Department to the defense missions assigned to us by the President before I would be in a position to select which of these I would retain, change, or revise. In general, it is important that the Department establish goals that focus on outcomes, not activities or programs. Any supporting measures should account for all aspects of performance, including but not limited to financial performance and savings.

**The Government Performance and Results Act (GPRA) is intended to provide managers with a disciplined approach – developing a strategic plan, establishing annual goals, measuring performance, and reporting on the results – for improving the performance and internal management of an organization. The Government Accountability Office has reported that DOD’s initial Strategic Management Plan, issued in July 2008, fails to meet statutory requirements to address performance goals and key initiatives to meet such goals.**

**What steps would you take, if confirmed, to ensure that the Department meets statutory requirements for a Strategic Management Plan?**

The Department is on record that it will provide performance goals and key initiatives in its July 2009 update to the Strategic Management Plan. If confirmed, a priority will be to work with Secretary Gates to review this plan for any revisions.

**Section 2222 of Title 10, United States Code, requires that the Secretary of Defense develop a comprehensive business enterprise architecture and transition plan to guide the development of its business systems and processes.**

**Do you believe that a comprehensive, integrated, enterprise-wide architecture and transition plan is essential to the successful transformation of DOD's business systems?**

I believe that a federated enterprise-wide architecture and transition plan can contribute significantly to the development of business systems and processes.

**What steps would you take, if confirmed, to ensure that DOD's enterprise architecture and transition plan meet the requirements of section 2222?**

It is a common challenge throughout government to bring new systems on line, while keeping legacy systems in place. Therefore, if confirmed, I will ensure that the Department adheres to the necessary goals and milestones. I also will work to ensure that architecture efforts are synchronized across all the military departments and defense agencies.

**What are your views on the importance and role of timely and accurate financial and business information in managing operations and holding managers accountable?**

There is no question that financial and business information is a primary tool in managing operations well and establishing a fact trail that holds managers accountable for results. The Department is a complex enterprise that requires input from many diverse programs and activities to achieve its goals. Therefore, our financial and business information should be viewed within the context of overall mission performance across the Department.

**How would you address a situation in which you found that reliable, useful, and timely financial and business information was not routinely available for these purposes?**

If confirmed, I would take steps to make sure that any such gaps were filled. However, the Department cannot afford to optimize for all information needs. If confirmed, it will be my responsibility to set priorities for identifying what kinds of information should be routinely available to decision makers, and to guide investments in new technology and business processes accordingly.

**What role do you envision playing, if confirmed, in managing or providing oversight over the improvement of the financial and business information available to DOD managers?**

If confirmed, I will work to develop a refined Defense Strategy and Strategic Management Plan. Once our priorities are defined, I will ask the Department's senior military and civilian leaders to identify key performance goals and measures. This is an example of an area will I will rely on the DCMO leadership to guide the Department in aligning financial and business information systems and initiatives to achieve the goals of the defense strategy.

**The Department has chosen to implement the requirement for an enterprise architecture and transition plan through a “federated” approach in which the Business Transformation Agency has developed the top level architecture while leaving it to the military departments to fill in most of the detail. The Comptroller General has testified that “the latest version of the [business enterprise architecture] continues to represent the thin layer of DOD-wide corporate architectural policies, capabilities, rules, and standards” and “well-defined architectures [do] not yet exist for the military departments.”**

**If confirmed, would you continue the federated approach to business enterprise architecture and transition plan?**

Yes, this approach has value, as it shares the responsibility and accountability for architectural development and transition planning at the appropriate level of the Department. This is an example of an area where, if confirmed, I will rely on the DCMO and the Military Department CMOs to help continue and extend an important business transformation initiative to all components of the Department.

**What is your understanding of the extent to which the military departments have completed their share of the federated architecture and transition plan?**

My understanding is that each military department is at a different place in the development of their component level architectures. Accordingly, this is an area that, if I am confirmed, will require my review, working through the DCMO.

**If confirmed, how would you work with the Secretaries and Chief Management Officers of the military departments to ensure that a federated architecture meets the requirements of section 2222 and the GAO framework?**

If confirmed, I will ask the DCMO to work with the Military Department CMOs to ensure adherence to the DoD Federated Strategy guidance for architecture development and implementation.

## **Financial Management**

**You were the Under Secretary of Defense (Comptroller) prior to 2001 and testified before the Committee about financial management issues in that capacity.**

**What is your understanding of the efforts and progress that have been made in DOD since 1999 toward the goal of being able to produce a clean audit?**

My understanding is the Department has made significant strides toward a clean audit but still has substantial work left to achieve the objective. If confirmed, I will ensure that appropriate actions are taken to continue progress toward meeting clean audit goals.

**Do you believe that the Department can achieve a clean audit opinion through better accounting and auditing, or is the systematic improvement of the Department's business systems and processes a prerequisite?**

I do not believe the Department's clean opinion goals can be met without improvements to its business systems and processes.

**When do you believe the Department can achieve a clean audit?**

I have not had the opportunity to review the Department's current plan for clean audit, including the goals for timing. If confirmed, I will review the plan and ensure that appropriate actions are taken to make progress toward meeting clean audit goals.

## **Acquisition of Business Systems**

**Most of the Department's business transformation programs are substantially over budget and behind schedule. In fact, the Department has run into unanticipated difficulties with virtually every new business system it has tried to field in the last ten years.**

**Do you believe that unique problems in the acquisition of business systems require different acquisition strategies or approaches?**

I understand there are a myriad of reasons for the failure to deliver these systems, some based on the way responsibilities are divided and many based on technical complexities. Based on my experience with financial management systems during my service as Under Secretary of Defense (Comptroller), many of the problems are based in culture and the failure to fix the underlying business process before buying the business system. Therefore, the approach to acquisition must be tailored to the unique challenges of each business area. In many instances, to achieve progress, it may be

necessary to do more than simply upgrade the business systems, but instead change the underlying approach to the business processes.

**If confirmed, how would you work with the Deputy Chief Management Officer and the Under Secretaries of Defense to address these problems?**

If confirmed, I would empower the DCMO to resolve the cross-functional issues that the Department faces in fielding business transformation programs. I believe cultural and business process alignment is required for any business transformation effort.

### **Business Transformation Agency**

**Four years ago, the Secretary of Defense established the Business Transformation Agency (BTA) to ensure an organizational focus for business transformation efforts within the Department. The Director of the Business Transformation Agency reports to the Deputy Chief Management Officer in his capacity as vice chairman of the Defense Business Systems Management Committee.**

**What role do you believe the BTA should play in improving the business operations and business systems of the Department of Defense?**

Working with the principal staff assistants, BTA is responsible for developing enterprise level business processes, standards and data elements and ensuring that they are accurately reflected in the Business Enterprise Architecture. BTA also has the responsibility of delivering certain Enterprise-wide business capabilities and working with the Combatant Commands to identify and satisfy operational business needs of the warfighter.

**What role do you expect to play, if confirmed, in the supervision and management of the activities of the BTA?**

The Director of BTA will report to the DCMO. However, if confirmed, I will set key priorities for performance that business operations and business systems must achieve, and the DCMO will be accountable to me for ensuring that BTA demonstrates how those priorities are reflected in the Department's enterprise architecture and enterprise-wide system investments.

**Do you see the need for any changes in the BTA, or the statutes authorizing the BTA? If so, what changes would you recommend?**

I have no changes to recommend at this time.

## **Major Weapon System Acquisition**

### **What are your views regarding the Defense acquisition process and the need for reform?**

I believe the management of Defense acquisition programs needs to be improved substantially to achieve better outcomes with regard to delivering effective equipment within reasonable cost and schedule objectives. A number of studies over the years have observed significant problems of cost growth, schedule slips, and insufficient responsiveness to urgent warfighter needs. These problems have reached the point where they have the potential to erode the credibility of the Department in this area and the confidence of the Congress and the tax-payers that public funds are being used effectively. It is not clear that reform efforts over the past several years have achieved the desired objectives in terms of better outcomes in cost and schedule control as well as responsiveness. If confirmed, a high priority would be to review acquisition processes with the objective of improving stability, realism, accountability, and effective execution.

### **If confirmed, how would you improve all three aspects of the acquisition process – requirements, acquisition, and budgeting?**

I believe there are critical linkages among requirements, acquisition managing, and budgeting. To achieve effective outcomes, all three areas must be addressed in an integrated way, which requires active involvement by the Deputy Secretary of Defense, working closely with the Under Secretary of Defense for Acquisition, Technology, and Logistics and other key officials in the Department. I believe effective acquisition programs require realism and stability, together with accountability for effective execution of program outcomes. To promote these principles, I believe the overall defense program needs to be realistic and balanced within the programming and budgeting process. Within the acquisition process, realism and stability can be fostered through greater emphasis on independent assessments of costs, technology readiness, and testing maturity, particularly during the early stages of programs. Successful programs also require a careful balancing among cost, schedule, and performance goals. From my observation, the current requirements and acquisition processes have a reluctance to balance performance demands, particularly in the early stages of programs when decisions have a major impact on subsequent cost and schedule outcomes. Early cost and technology maturity assessments of the impacts of various performance requirements have the potential to achieve a better balance among cost, schedule, and performance, thus leading to better outcomes in subsequent program execution.

### **Do you believe that the current investment budget for major systems is affordable given increasing historic cost growth in major systems, costs of current operations, projected increases in end strength, and asset recapitalization?**

I believe this is a major challenge facing the Defense Department and that addressing these trends should be a central theme of the Quadrennial Defense Review conducted later this year. If current trends continue, it will be very difficult to sustain a force large enough to meet the demands associated with both near-term operations and the long-term defense strategy. A key task for the QDR will be to formulate a strategy, force structure, and overall defense program that are in balance and are affordable within the national resources available for defense.

**What steps would you take, if confirmed, to address out-of-control cost growth on DOD's major defense acquisition programs?**

If confirmed, I would assign this as a key priority for the new Under Secretary of Defense for Acquisition, Technology, and Logistics. Central themes would be greater competition, stability, realism, and accountability. Close integration of the requirements, acquisition, and resource processes is key to achieving these objectives, as is better balancing of cost, schedule, and performance objectives. I also believe that improvements can be made through greater emphasis on, and attention to, independent assessments of costs, technology readiness levels, and testing maturity.

**What steps do you believe that the Department should consider taking in the case of major defense acquisition programs that exceed the critical cost growth thresholds established in the "Nunn-McCurdy" amendment?**

The Congress recently passed legislation revising the methodology for establishing cost baselines used for the purposes of establishing Nunn-McCurdy thresholds. I believe this type of approach has the potential to change institution incentives in a way that will promote greater realism and accountability in the management of acquisition programs. If confirmed as Deputy Secretary, I would assess the impact of this change on institutional behavior and examine other measures that would promote the objective of enhancing realism and accountability as a central theme in improving acquisition management.

**Contracting for Services**

**Over the past eight years, DOD's spending on contract services has more than doubled with the estimated number of contractor employees working for the Department increasing from an estimated 730,000 in Fiscal Year 2000 to an estimated 1,550,000 in Fiscal Year 2007. As a result, the Department now spends more for the purchase of services than it does for products (including major weapon systems).**

**Do you believe that the Department of Defense should continue to support this rate of growth in its spending on contract services?**

Service contractors provide a valuable function to DoD. But if confirmed, I would support efforts by the Under Secretary of Defense (Acquisition, Technology, and Logistics) and other leaders to review the level of contracting services required in

keeping with President-elect Obama's pledge to have the Department improve its strategy for determining when contracting makes sense.

**Do you believe that the current balance between government employees (military and civilian) and contractor employees is in the best interests of the Department of Defense?**

DoD requires some mix of federal employees and contractors to carry out its mission effectively. If confirmed, I would support efforts to help ensure the appropriate balance in that mix.

**What steps would you take, if confirmed, to control the Department's spending on contract services?**

Service contractors provide a valuable function to the Department of Defense, but there has been substantial growth in this area over the past decades. If confirmed, I intend to review the Department's policies and procedures and make any necessary adjustments.

### **Contractor Performance of Critical Governmental Functions**

**Over the last decade, the Department has become progressively more reliant upon contractors to perform functions that were once performed exclusively by government employees. As a result, contractors now play an integral role in areas as diverse as the management and oversight of weapons programs, the development of personnel policies, and the collection and analysis of intelligence. In many cases, contractor employees work in the same offices, serve on the same projects and task forces, and perform many of the same functions as DOD employees.**

**In your view, has DOD become too reliant on contractors to support the basic functions of the Department?**

Over the last several years, the Defense Department has implemented very large reductions in the government workforce, and I believe a careful review is needed of whether, in the process, DoD has become too dependent on contractors to perform inherently governmental functions. The Congress has recently codified a definition of inherently governmental functions and required a review by the Department. I believe this review provides a mechanism to address this important question.

**Do you believe that the current extensive use of personal services contracts is in the best interest of the Department of Defense?**

I am not familiar with the degree to which the Department of Defense is using personal services contracts. I do know, however, that there are statutory restrictions that govern the use of personal services contracts. If confirmed, I will ensure that if personal

services contracts are being used in a manner that is inappropriate, that practice is ended immediately.

**U.S. military operations in Iraq have relied on contractor support to a greater degree than any previous U.S. military operations. According to widely published reports, the number of U.S. contractor employees in Iraq exceeds the number of U.S. military deployed in that country.**

**Do you believe that the Department of Defense has become too dependent on contractor support for military operations?**

See below.

**What risks do you see in the Department's reliance on such contractor support? What steps do you believe the Department should take to mitigate such risk?**

See below.

**Do you believe the Department is appropriately organized and staffed to effectively manage contractors on the battlefield?**

See below.

**What steps, if any, do you believe the Department should take to improve its management of contractors on the battlefield?**

It is my understanding that Secretary Gates has tasked Admiral Mullen to personally oversee a Department-wide review of contractor roles and missions. If confirmed, I will work with the Secretary and Chairman Mullen in this review and implement recommendations where appropriate and if necessary work with the Congress to institutionalize reforms.

### **Private Security Contractors**

**Do you believe the Department of Defense and other federal agencies should rely upon contractors to perform security functions that may reasonably be expected to require the use of deadly force in highly hazardous public areas in an area of combat operations?**

As a general matter, DoD should use all elements of the "total force" (military forces, DoD civilians, and contractors) to address the full spectrum of operational requirements. President-elect Obama has cited the need to improve transparency in how private security contractors are utilized and to establish clear standards regarding Rules of Engagement, personnel policies, and communications guidelines. If

confirmed, I will work with the Department and interagency process, as well as with the committee, to address these issues.

**In your view, has the United States' reliance upon private security contractors to perform such functions risked undermining our defense and foreign policy objectives in Iraq?**

I do not have a view on this matter. If confirmed, I will review this issue and keep Congress informed.

**What steps would you take, if confirmed, to ensure that any private security contractors who may continue to operate in an area of combat operations act in a responsible manner, consistent with U.S. defense and foreign policy objectives?**

I do not have any specific recommendations at this time. But, if confirmed, I will review the question of private security contractors and work with the committee on any needed changes.

**How do you believe the ongoing operations of private security contractors in Iraq are likely to be affected by the new Status of Forces Agreement between the United States and Iraq?**

It is my understanding that since January 1<sup>st</sup>, U.S. government private security contractors no longer have immunity from host nation law. Furthermore, they must comply with host nation registration and licensing and, therefore, they already have been impacted. Many contractors already have had other contractual relationships within Iraq and already have been subject, for those contracts, to Iraqi law and regulations. For all contractors, the SOFA has meant substantially more liaison and coordination with Iraqi authorities at all levels.

**Do you support the extension of the Military Extraterritorial Jurisdiction Act to private security contractors of all federal agencies?**

Yes.

**What is your view of the appropriate application of the Uniform Code of Military Justice to employees of private security contractors operating in an area of combat operations?**

If confirmed, I will review this issue in conjunction with the advice of the General Counsel.

## **Contractor Performance of Information Operations**

**In October 2008, the Department of Defense announced a plan to award contracts in excess of \$300 million to U.S. contractors to conduct “information operations” through the Iraqi media.**

**What is your view on the effectiveness of information operations conducted by the United States through the Iraqi media?**

I have not had an opportunity to become familiar with the details of these programs. If confirmed, I would be happy to look into these matters and discuss them with the committee.

**Do you believe that it is appropriate for the United States to pay for media campaigns to build up support for the government and the security forces of Iraq at a time when the Iraqi government has a surplus of tens of billions of dollars?**

See previous answer.

**Do you believe that the U.S. government, or the Iraqi government, should be responsible for developing a message to build up support for the government and security forces of Iraq, and for developing media campaigns for this purpose?**

See previous answer.

**In your view, is DOD’s use of private contractors to conduct information operations through the Iraqi media appropriate?**

See previous answer.

**Do you see a risk that a DOD media campaign designed to build up support for the government and security forces of Iraq could result in the inappropriate dissemination of propaganda inside the United States through the internet and other media that cross international boundaries?**

See previous answer.

**A spokesman for the Iraqi government has been quoted as saying that any future DOD information operations in the Iraqi media should be a joint effort with the Iraqi government. According to a November 7, 2008 article in the *Washington Post*, the spokesman stated: “We don’t have a hand in all the propaganda that is being done now. It could be done much better when Iraqis have a word and Iraqis can advise.”**

**Do you believe that DOD information operations through the Iraqi media should be conducted jointly with the Iraqis?**

I have not had an opportunity to become familiar with the details of these programs. If confirmed, I would be happy to look into these matters and discuss them with the committee.

**Under what circumstances do you believe that it is appropriate for the Department of Defense to conduct information operations in a sovereign country without the knowledge and support of the host country?**

See previous answer.

## **Iraq**

**What, in your view, are the greatest challenges facing the Department in implementing the U.S.-Iraq status of forces agreement and what actions, if any, would you recommend to maximize the chances of success in meeting the requirements for the withdrawal of U.S. forces?**

I have not had the opportunity to review any plans regarding the repositioning and redeployment of U.S. forces in Iraq. If confirmed, I would review such plans and make any necessary recommendations to the Secretary of Defense.

**What do you believe is the appropriate role for the United States in reconstruction activities in Iraq going forward?**

I support the President-elect's views on bringing in Iraq's neighbors to help with reconstruction efforts. I also believe American policy should continue to be supportive in working by, with, and through our Iraqi partners and that the U.S. role in reconstruction should focus on capacity development and assisting our Iraqi partners in prioritizing, planning, and executing their reconstruction projects.

## **Afghanistan**

**What, in your view, are the main challenges facing United States and coalition forces in Afghanistan?**

Our strategic objective is a stable and secure Afghanistan in which Al Qaeda and the network of insurgent groups, including the Taliban, are incapable of seriously threatening the Afghan state and resurrecting a safe haven for terrorism.

**What changes, if any, would you recommend to our current strategy in Afghanistan?**

Achieving our strategic objectives in Afghanistan will require a more integrated and comprehensive approach to security, economic development, and governance. All of the instruments of national power and persuasion must be harnessed in order to be successful. It is imperative that we improve coordination and cooperation between Afghanistan and its neighbors and that there be better unity of effort among our coalition partners, international institutions, and the government of Afghanistan.

**Do you support an expansion of U.S. forces in Afghanistan? If so, would you support drawing down U.S. forces in Iraq faster in order to increase U.S. force levels in Afghanistan sooner?**

President-elect Obama consistently stated throughout the campaign that he believed the deteriorating security conditions in Afghanistan required additional U.S. and international forces. If confirmed, I will work carefully with the Secretary and Congress in balancing the demands of our Iraq and Afghanistan deployments while ensuring the military is ready to meet other challenges.

**Do you believe that there is a need to develop a comprehensive civil-military plan for Afghanistan, akin to that used in Iraq?**

Yes.

**How do you assess the contributions of NATO allies to the effort in Afghanistan, and how do you believe that the United States can persuade them to increase their efforts as the United States does so?**

Afghanistan would be less secure without the contributions and sacrifices of our NATO allies and other international ISAF partners. President-elect Obama and Secretary Gates have both called for greater contributions with fewer caveats from our NATO allies. By providing better American leadership in Afghanistan, and by committing more of our own resources to the challenge, the United States will be better positioned to persuade our allies to do more.

**One of the main threats to U.S. and coalition forces in Afghanistan comes from cross-border attacks by the Taliban and extremist militants who find safe haven in Pakistan's border regions.**

**What in your view needs to be done to eliminate the threat posed by Taliban and extremist militants hiding out across the Afghan-Pakistan border?**

Both President-elect Obama and Secretary Gates have cited the need to eliminate the terrorist sanctuary in the border regions of Pakistan, but there is no purely military

solution. The U.S. must have an integrated strategy to promote development and combat terrorism across the Afghanistan-Pakistan border region.

**The cultivation of poppies and trafficking of opium has reached alarming proportions in Afghanistan. Some estimate that over 50 percent of Afghanistan's gross national product is associated with the illegal opium trade and that Afghanistan is at risk of failing as a nation state. Coalition strategies for countering the opium trade have not been effective to date.**

**What should be the role of the U.S. military forces in the counterdrug program in Afghanistan?**

The international community must play a role in helping the Afghan government to strengthen Afghan institutions, including the judicial and law enforcement system, intelligence service, and Afghan National Security Forces, that will increasingly take the lead in combating narcotics in Afghanistan. While current NATO rules of engagement restrict NATO forces from direct operations against the narcotics industry, NATO can assist in training Afghan counternarcotics forces.

**What are the main challenges facing the United States and international community's reconstruction efforts in Afghanistan?**

I have not had the opportunity to review the reconstruction effort in Afghanistan; however, if confirmed, will make this a high priority.

**What would be your priorities for addressing those challenges?**

If confirmed, I look forward to working across the interagency and with international partners to create a truly comprehensive civil-military strategy to build the necessary foundation for a stable and secure Afghanistan.

## **Pakistan**

**In your view, is the Pakistani Government doing enough to combat the threat posed by militant groups along the Afghan-Pakistan border and to fight terrorism in general? If not, what more should it be doing?**

I have not reviewed this area but, if confirmed, will review it as a high priority.

**What changes, if any, would you recommend in the United States approach to Pakistan on these issues?**

See above.

**Tensions between Pakistan and India have increased as a result of the horrific attacks in Mumbai, India.**

**In your view, what impact has this rise in tensions between Pakistan and India had on the stability of the South Asia region, generally, and on the prospects for security in Afghanistan?**

India, Pakistan, and Afghanistan are linked by history, culture, language, and trade, and regional stability cannot be achieved without the cooperation of all three countries. It is in America's national interest to play a constructive role in helping defuse the recent rise in tensions and to help derive from the tragic attacks in Mumbai an opportunity for further cooperation between three of America's crucial allies.

## **Iran**

**Do you believe it would be in the United States' interest to engage Iran in a direct dialogue to promote regional stability and security, to dissuade Iran from pursuing a nuclear weapons program, or for other purposes?**

I support the President-elect's view that the United States should be willing to engage with all nations, friend or foe, and be willing, with careful preparation, to pursue direct diplomacy. Furthermore, I fully support the President-elect's view that we should not take any options off the table, but that we should employ tough, direct diplomacy backed by real incentives and pressures, to prevent Iran from acquiring nuclear weapons and end their support of terrorist organizations such as Hezbollah.

**What more do you believe the United States and the international community could be doing to dissuade Iran from pursuing a nuclear weapons program?**

I have no recommendations in this area. But if confirmed, I will review it as a high priority.

## **China**

**What do you believe are China's political-military objectives regarding Taiwan, the Asia-Pacific region, and globally?**

Broadly, the overriding objectives of China's leaders appear to be to ensure the continued rule of the Chinese Communist Party, to continue China's economic development, to maintain the country's domestic political stability, to defend China's national sovereignty and territorial integrity, and to secure China's status as a great power. Within this context, preventing any moves by Taipei toward de jure independence is a key part of Beijing's strategy. Within each dimension there lies a

mix of important challenges and opportunities for the United States that will continue to deserve priority attention.

**What is your view of the U.S. policy of selling military equipment to Taiwan, despite China's objections?**

U.S. policy on arms sales to Taiwan is based on the 1979 Taiwan Relations Act, which provides that the U.S. will make available to Taiwan defense articles and services in such quantities as may be necessary to enable Taiwan to maintain a sufficient self-defense capability. That policy has contributed to peace and stability in the region for nearly 30 years and is consistent with the longstanding U.S. calls for peaceful resolution of the Taiwan issue in a manner acceptable to the people on both sides of the Taiwan Strait. If confirmed, I would work closely with Congress and the interagency to ensure the continued effective implementation of this longstanding policy.

**How do you believe the United States should respond to China's military modernization program?**

The pace and scale of Chinese modernization, coupled with the lack of transparency surrounding both capabilities and intentions, are a source of concern for the United States as well as for its allies and the region more broadly. An appropriate U.S. response would include efforts to fully comprehend the future direction of China's programs, active engagement to reduce the potential for miscalculations and to manage unwanted competition, and, finally, defense preparedness to ensure we retain our edge in areas that are critical to achieving specific operational objectives. If confirmed, I would seek to ensure that DoD places a high priority on this issue and would consult closely with Committee members on appropriate U.S. responses.

**What is your assessment of the current state of U.S.-China military-to-military relations, and do you favor increased military-to-military contacts with China?**

Much more can be done to improve the U.S.-China military-to-military relationship, both in terms of the quality and the quantity of exchanges between the armed forces of our countries. If confirmed, I would look closely at exchanges with the Chinese armed forces at all levels and across a range of issues, including the recently opened dialogue on nuclear policy and strategy, which I understand is a priority for Secretary Gates. If confirmed, I look to engage in a wide range of areas where we can encourage China to act responsibly both regionally and globally.

## **North Korea**

**What is your assessment of the threat posed to the United States, its forward deployed forces, and its allies by North Korea's ballistic missile and WMD capabilities and the export of those capabilities?**

North Korea poses a serious threat to the United States, the rest of Asia, and the world through its missile and WMD programs and proliferation of associated technologies, materials and systems. North Korea's continuing nuclear ambitions compound this situation. Strong alliances, regional partnerships and forward military presence remain key means to deal with these threats. U.S. national capabilities are also an essential element in deterring the threat and defending our interests. Additionally, in the event of a DPRK collapse, the U.S. would need to work closely with the ROK to rapidly and safely secure loose nuclear weapons and materials.

**In your view, how should U.S. forces be sized, trained, and equipped to address this threat?**

If confirmed, I would work closely with Chairman of the Joint Chiefs of Staff, senior military commanders and members of this Committee to ensure that the U.S. military has the capabilities needed to deal with the range of threats North Korea poses and that our contingency planning is adaptive and responsive.

**In your view, what steps, if any, should be taken to maintain or strengthen deterrence on the Korean peninsula?**

Maintaining a strong alliance between the United States and the Republic of Korea remains central to effective deterrence on the Peninsula. Our alliance with Japan is likewise a critical factor in security and stability in the wider Asia-Pacific region, including on the Peninsula. If confirmed, I would work hard to continue strengthening these alliances.

## **Republic of South Korea**

**If confirmed, what measures, if any, would you recommend to improve the U.S.- Republic of Korea (ROK) security relationship?**

If confirmed, I would work with Congress to complete the realignment of U.S. forces on the Korean peninsula and return facilities our forces no longer require. I would also work to ensure that our command and control relationships with Korea and our contingency plans remain appropriate to the situations we face. Additionally, I believe it is important to ensure the U.S. and Korean publics continue to understand the enduring mutual benefits derived from this alliance.

**What is your view regarding the timing of the transfer of authority for wartime operational command to the ROK?**

As Secretary Gates said following his meeting with the Korean Minister of Defense last October, the Republic of Korea military forces and U.S. forces are on track to complete the alliance agreement to transition wartime operational control in 2012. This effort will enable the ROK military to take the lead role in the defense of its nation. If confirmed, I will work with the Secretary and this Committee to ensure that the important transition in command relationships is carried out in a manner that strengthens deterrence and maintains a fully capable U.S.-ROK combined defense posture on the Korean Peninsula.

**U.S. Africa Command (AFRICOM)**

**On October 1, 2008, U.S. Africa Command was authorized Unified Command status.**

**What do you see as the role of AFRICOM in U.S. African policy, in development assistance, and in humanitarian engagement?**

The Department of State and USAID lead U.S. foreign policy and development engagements abroad, to include in Africa. President-Elect Obama has argued that AFRICOM should promote a more united and coordinated engagement plan for Africa. If confirmed, I would take steps to implement that vision.

**Combating Terrorism**

**How can the Department best structure itself to ensure that all forms of terrorism are effectively confronted?**

I do not have enough information to recommend changes in the Department's structure for confronting terrorism at this time. If confirmed, I look forward to evaluating the Department's structure for counter-terror efforts.

**What changes, if any, would you recommend to the Defense intelligence community to ensure optimal support to combating terrorism and other homeland security efforts?**

I have not had the opportunity to review this area. But, if confirmed, I will work with the USD (Intelligence) and the intelligence community to review this area for any improvements.

## **War on Drugs**

**The DOD serves as the single lead agency for the detection and monitoring of aerial and maritime foreign shipments of drugs flowing toward the United States.**

**What is your assessment of the ongoing efforts of the United States to significantly reduce the amount of drugs illegally entering into our nation?**

If confirmed, I will work with my interagency colleagues to assess the U.S. government's efforts to date and craft a strategic way forward.

**In your view, what is the appropriate role of the Department of Defense in U.S. counterdrug efforts?**

The Department's global focus, organization, expertise, and its ability to act as an honest broker complement law enforcement goals, and make it an effective actor in counterdrug efforts. DoD brings important tools and global capabilities to interagency efforts to counter both terrorist and international criminal networks.

## **Engagement Policy**

**One of the central pillars of our recent national security strategy has been military engagement as a means of building relationships around the world. Military-to-military contacts, Joint Combined Exchange Training exercises, combatant commander exercises, humanitarian demining operations, and other engagement activities have been used to achieve this goal.**

**Do you believe that these activities contribute positively to U.S. national security?**

Military-to-military contacts contribute to U.S. national security in a variety of important ways. Such activities can build capacity among partner nations to participate in coalition operations to counter terrorism and other transnational threats, potentially relieving stress on U.S. forces. They can help harmonize nations' views of common security challenges. Military-to-military activities can also help sustain investments made by other U.S. assistance programs. Finally, when performed effectively, military-to-military activities should show by example how military forces can act effectively while respecting human rights and civilian oversight.

**If confirmed, would you support continued engagement activities of the U.S. military?**

If confirmed, I will support continued U.S. military-to-military engagement. I believe the current and emerging security environment will require robust engagement with the militaries of our partners and allies around the world.

**What improvements, if any, would you suggest to the interagency process for undertaking these activities?**

None at this time.

### **Building Partner Capacity**

**In the past few years, Congress has provided the Department of Defense a number of temporary authorities to provide security assistance to partner nations. These include the global train and equip authority (“Section 1206”) and the security and stabilization assistance authority (“Section 1207”).**

**In your view, what should be our strategic objectives in building the capacities of partner nations?**

One of the greatest threats to international security is the violence that is sparked when human security needs are not met by governments. This creates space for terrorists, insurgents, and other spoilers to operate and, as the 9/11 attacks demonstrated, to threaten the United States and its allies. The goal, therefore, is to close this space through efforts that strengthen bilateral relationships; increase access and influence; promote militaries that respect human rights, civilian control of the military and the rule of law; and build capacity for common military objectives. In addition to promoting regional and global security, enhanced partner capacity reduces the risk of future military interventions and reduces stress on U.S. armed forces.

**Secretary Gates has called for an expansion of the Government’s resources devoted to instruments of non-military “soft power” – civilian expertise in reconstruction, development, and governance.**

**Do you agree with Secretary Gates that there is a need to expand the Government’s resources devoted to the ability of civilian departments and agencies to engage, assist, and communicate with partner nations?**

Yes. The President-elect and Secretary Gates have both made clear their strong desire to see more robust non-military instruments of national power. If confirmed, I will certainly make it my priority to assist in this effort.

**In your view, what should be the role of the Department of Defense, vis-à-vis the civilian departments and agencies of the Government, in the exercise of instruments of soft power?**

Generally, the Department's role should be to support, not lead, in the exercise of "soft power." Where DOD plays a vital role is in helping to promote – through the full gamut of planning, exchanges, exercises, operations, and bilateral defense relationships – the conditions that enable these instruments to be applied with maximum beneficial effect.

### **Stability Operations**

**The U.S. experience in Iraq has underscored the importance of planning and training to prepare for the conduct and support of stability operations in post-conflict situations.**

**In your view, what are the appropriate roles and responsibilities between the Department of Defense and other departments and agencies of the Federal Government in the planning and conduct of stability operations?**

In stabilizing post-conflict environments, success depends upon the integrated efforts of both civilian and military organizations in all phases of an operation, from planning through execution. Ideally, civilian agencies should lead in areas such as building accountable institutions of government, restoring public infrastructure and in reviving economic activity. Military forces, in turn, are best suited to help provide a safe and secure environment and to assist in building accountable armed forces.

**In developing the capabilities necessary for stability operations, what adjustments, if any, should be made to prepare U.S. Armed Forces to conduct stability operations without detracting from its ability to perform combat missions?**

The most important lesson is that 21<sup>st</sup> century conflict is "full spectrum." That is, the military cannot be prepared only for combat. They must plan and train with their civilian counterparts and be prepared to operate effectively in all phases of conflict. That said, the military should also be prepared to undertake critical non-military tasks when the civilian agencies cannot operate effectively, either due to the security environment or, more likely, due to lack of capacity. Indeed, the need for greater capabilities and capacity in civilian agencies has been a recurring lesson for the entire government. Finally, we need to obtain better situational awareness of the underlying drivers – political, cultural and economic – of stability and conflict so as to ensure that our actions will meet our objectives and not trigger unintended consequences.

## **Special Operation Forces (SOF)**

**Do you believe that the force size, structure, and budget of the Special Operations Command is sufficient, given the current roles and missions of SOF? If not, why not, and what changes would you recommend, if confirmed?**

DoD special operations forces have been significantly strengthened in recent years, which I believe is an entirely appropriate response to the demands of the current national security environment. I have not had a chance to review in detail any possible organizational issues associated with force structure or resources required for U.S. special operations forces. However, the next Quadrennial Defense Review will consider Special Operations Forces (SOF) capabilities.

## **Russia**

**What are the areas of engagement with Russia that are most beneficial from a Department of Defense perspective? How would you recommend carrying out such engagement?**

If confirmed, I will make it a priority to assess areas where greater military-to-military and other exchanges with Russia might be beneficial.

**Is it in the U.S. interest to extend the duration of the START Treaty, or, alternatively, to negotiate a new treaty that will offer similar benefits to both parties and further reduce their nuclear forces?**

If confirmed, I will make it a priority to review to determine the best path forward with respect to START, the Moscow Treaty, and any successor agreements.

## **DOD's Cooperative Threat Reduction Program**

**In your view, what are the nonproliferation and threat reduction areas in which DOD's Cooperative Threat Reduction program should focus in the next four years?**

I anticipate that the President-elect will require the State Department, Department of Energy, and the DoD to much more closely coordinate nuclear risk reduction efforts. The Congressional initiative to expand the geographic reach of the Nunn-Lugar CTR program beyond the former Soviet Union is an important step toward reducing WMD threats and building global partnerships. If confirmed, I will work closely with Congress, other U.S. government agencies, and global partners to strengthen our efforts to prevent WMD proliferation and terrorism.

## **Tactical Fighter Programs**

**Perhaps the largest modernization effort that we will face over the next several years is the set of programs to modernize our tactical aviation forces with fifth generation tactical aircraft equipped with stealth technology, to include the F-22 and the Joint Strike Fighter (JSF).**

**Based on current and projected threats, what are your views on the requirements for and timing of these programs?**

The F-22 is the most advanced tactical fighter in the world and, when combined with the F-35 Joint Strike Fighter, will provide the nation with the most capable and lethal mix of 5<sup>th</sup> generation aircraft available for the foreseeable future. The tremendous capability of the F-22 is a critical element in the Department's overall tactical aircraft force structure requirements, as it replaces our legacy F-15 fleet. The F-35 will provide the foundation for the Department's tactical air force structure. It will replace the legacy F-16 aircraft for the Air Force and the F/A-18 and AV-8 aircraft for the Navy and Marine Corps, as well as numerous legacy aircraft for the international partners participating in the F-35 program. A critical question is the appropriate mix between the F-22 and the F-35. If confirmed, I would expect this to be a key issue for the early strategy and program-budget reviews that the Department will conduct over the next few months.

**Even if all of the current aircraft modernization programs execute as planned, the average age of the tactical, strategic, and tanker fleet will increase. Aging aircraft require ever-increasing maintenance, but even with these increasing maintenance costs, readiness levels continue to decline.**

**Can both the maintenance of the legacy force and the modernization efforts be affordable at anywhere near the current budget levels?**

Clearly, the operational tempo and the increased employment of the nation's aircraft to execute the Global War on Terrorism are extracting a toll on the existing equipment and the personnel who maintain that equipment. If confirmed, I would expect the Quadrennial Defense Review and the associated processes to formulate the FY 2011 defense program and budget to examine the question of how best to balance the force structure and modernization programs needed to meet the demands of the strategy within available resources.

**Some critics believe that there is still too much service parochial duplication in procuring new systems.**

**Do you agree with these critics? If so, what would you recommend to ensure more jointness in procurement?**

There are individual cases that can be identified to support both sides of the debate. The Department's largest acquisition program, the Joint Strike Fighter, is certainly an example of how the Services have been able to work together to procure common systems when the mission needs, operating environments, and operational tactics are sufficiently similar to allow common solutions. However, our nation has evolved to a defense structure with separate services because of the broad nature of our defense posture, which operates across the globe in the air, land, maritime, and space domains. In an organization as large and complex as the U.S. Department of Defense, there is a need for specialization among organizational sub-elements, which in our system are structured around the traditional military departments. This has been an effective structure, but it does inevitably create "seams" among the sub-elements. In turn, there are inevitably issues that cut across those seams. These are not necessarily a result of parochialism, but they do require an overarching corporate process to address those seam issues. In my experience, this is one of the critical functions of the Office of the Secretary of the Defense and the Joint Staff. If confirmed as Deputy Secretary, I would regard promoting joint solutions, where appropriate, to be one of my key functions, working in close cooperation with the Vice Chairman of the Joint Chiefs of Staff.

### **Unmanned Systems**

**Congress has established a goal that by 2015, one-third of the aircraft in the operational deep strike force aircraft fleet and one-third of operational ground combat vehicles will be unmanned.**

#### **Do you support this goal?**

I support the goal of increasing operational capability through the expanded use of unmanned systems. I believe that substantial progress has been made in this area in recent years and that more will be needed in the coming years. If confirmed, I expect this would be a focus area for the program and budget reviews that will be conducted this year, as well as the Quadrennial Defense Review. At this time, I do not have a view on the exact portion of capability that should be obtained through unmanned systems, though I expect more insight on this question would be obtained during those reviews.

#### **What is your assessment of DOD's ability to achieve this goal?**

If confirmed, I will review DoD's progress towards achieving this goal during the Quadrennial Defense Review and other program and budget reviews that must be conducted later this year.

#### **What steps do you believe the Department should take to achieve this goal?**

I believe this issue should be an area of focus during the Quadrennial Defense Review and the other program and budget reviews that must be conducted later this year.

### **Joint Improvised Explosive Device Defeat Office**

**The Deputy Secretary of Defense issued a directive granting full authority and responsibility to the Joint Improvised Explosive Device Defeat Office (JIEDDO) to lead the Department's efforts in fighting the IED threat.**

**What are your views regarding the Department's process for addressing the combatant commander's requirements for the fielding of IED countermeasures?**

I agree with Secretary Gates—this is a vitally important mission that requires a level of effort beyond the business-as-usual approach. I understand IEDs have been the most frequent cause of casualties to our armed forces in Iraq that consequently has demanded a cross-functional organization with a strong mandate from the senior leadership to streamline acquisition, budgetary, testing, and other processes.

**What else can and should be done to get this critical capability to the warfighters?**

The current approach appears to be sound, but if confirmed, I will continually evaluate its effectiveness, seek the advice of senior operational commanders, and remain open to options that would improve our responsiveness and effectiveness in this crucial area.

### **Readiness Impact of Contingency Operations**

**Over the past several years, military units have been increasingly deployed to contingency operations around the world. Participation in these operations disrupt operating budgets, cause lost training opportunities, and accelerate wear and tear on equipment. Additionally, increased OPTEMPO impacts quality of life and could jeopardize retention of high-quality people.**

**What ideas do you have with regard to how to reduce the impact of these operations on both near and long-term readiness and modernization programs?**

I agree with both Secretary Gates and President-Elect Obama that restoring a semblance of balance to the operational tempo of our military forces, particularly the Army and Marine Corps, is very important to ensure the future health of the all-volunteer force. If confirmed, I look forward to balancing the necessity of contingency deployments with readiness concerns, and working closely with the committee on this important subject.

### **Information Assurance**

**Protection of military networks, information, and communications is critical to Department of Defense operations. The Department's Inspector General has noted that the Department does not yet have a comprehensive enterprise-wide inventory of information systems which makes reliable evaluation of the security of information systems impossible.**

**What is your assessment of the security of the Department's information systems?**

See below.

**What Department-wide policies or guidance do you believe are necessary to address information and cyber security challenges for current and future systems?**

I recognize that cyber infrastructure is a critical asset to the Department. If confirmed, I will familiarize myself with ongoing efforts to secure DoD's information systems and address cyber challenges in the development of new capabilities.

### **Test and Evaluation (T&E)**

**What is your assessment of the appropriate balance between the desire to reduce acquisition cycle times and the need to perform adequate testing?**

I support rigorous independent testing and evaluation to provide accurate and objective information on the capabilities and limitations of defense systems to both acquisition executives and the warfighters. When systems are urgently needed in the field, the imperative for accurate and objective T&E assessments is just as important but should be addressed through efforts to expedite the test and evaluation process, as has been accomplished successfully for such urgent efforts as the MRAP vehicle program.

**Under what circumstances, if any, do you believe we should procure weapon systems and equipment that has not been demonstrated through test and evaluation to be operationally effective, suitable, and survivable?**

In extremely rare circumstances, it might be necessary to field a system prior to operational testing in order to address an urgent gap in a critical capability. But even in such cases, operational evaluation should still be conducted at the earliest opportunity to assess the system's capabilities and limitations and identify any deficiencies that might need to be corrected.

**Congress established the position of Director of Operational Test and Evaluation to serve as an independent voice on matters relating to operational testing of weapons systems. As established, the Director has a unique and direct relationship with Congress which allows him to preserve his independence.**

**Do you support the Director of Operational Test and Evaluation's ability to speak freely and independently with Congress?**

Yes.

### **Funding for Science and Technology Investments**

**In the past, the Quadrennial Defense Review and the Department's leaders have endorsed the statutory goal of investing 3% of the Department's budget into science and technology programs.**

**Do you support that investment goal?**

If confirmed, I plan to place a high priority on maintaining a robust science and technology program for the Department. Basic science and technology research ensures the department remains on the cutting edge of combat capability and is responsive to the warfighter.

**How will you assess whether the science and technology investment portfolio is adequate to meet the current and future needs of the Department?**

Determining the suitability of the Department's science and technology program is a complex challenge. The Department should take a holistic approach, assessing the opportunities and threats across all the Services, to determine where to best focus investment and energy.

### **Technology Strategy**

**You were a member of the National Academy's panel that produced the report "Rising Above the Gathering Storm" recommending doubling investments in defense basic research over seven years.**

**What is your assessment of the Department's ability to develop a responsive research strategy capable of quick reaction but which is also designed to include sustained investments in the development of a set of capabilities based on threat predictions and identification of related technology gaps?**

See below.

**How should the Department proceed to implement the National Academy's recommendations regarding basic research investments?**

While not a participant in “Rising Above a Gathering Storm,” I support its foundational principles of developing knowledge-based resources through education and research to maintain our country’s competitive edge.

### **Ballistic Missile Defense**

**Do you agree that any ballistic missile defense systems that we deploy operationally must be operationally effective, suitable, survivable, cost-effective, affordable, and should address a credible threat?**

The effectiveness of missile defense systems must be viewed not as a stand alone capability, but as part of an overarching strategy to counter the proliferation and deter the use of ballistic missiles. The criteria to demonstrate the operational effectiveness, suitability, and survivability should be collaboratively determined early in the development of missile defense systems by the operational test community and Missile Defense Agency, and independently evaluated by the Director of for Operational Test and Evaluation. Based on independently validated cost estimates, DoD must compare the cost and effectiveness of missile defense systems. We then must determine the priority of funding and time-frame to develop missile defense systems.

**Do you agree that U.S. missile defense efforts should be prioritized on providing effective defenses against existing ballistic missile threats, especially the many hundreds of short- and medium-range ballistic missiles that are currently within range of our forward-based forces, allies, and other friendly nations?**

Our development and deployment of missile defenses is only one component of a strategy to counter the proliferation and deter use of ballistic missiles of all ranges. This development and deployment should be proportional to the types and ranges of ballistic missiles threats existing today, but should also deter today’s pursuit by many countries to acquire greater inventories, ranges and accuracies of ballistic missiles.

**Do you agree that ballistic missile defense testing needs to be operationally realistic, and should include Operational Test and Evaluation, in order to assess operational capabilities and limitations of ballistic missile defense systems, prior to making decisions to deploy such systems?**

The criteria to demonstrate the operational effectiveness, suitability, and survivability should be collaboratively determined early in the development of missile defense systems by the operational test community and Missile Defense Agency, and independently validated by the Director of for Operational Test and Evaluation. The Department of Defense must clearly understand and consider the capabilities and limitations of ballistic missile defense systems prior to any deployment decisions.

**If the United States and Russia could agree on a cooperative approach on missile defense issues, do you believe it would be in the security interest of the United States to pursue such an effort?**

A critical step to counter the proliferation of ballistic missile technologies and inventories is to demonstrate the ability of the international community to observe all ballistic missile testing and exercises around the world. Cooperative efforts to combine today's considerable US and Russian ballistic missile surveillance assets, and link them to international organizations such as NATO, would demonstrate the US and Russia's resolve to stop proliferation. Additionally, it would be an important confidence building step for further cooperative development of missile defense capabilities in the interest of the security of both the US and Russia.

### **Chemical Weapons Elimination and the Chemical Weapons Convention**

**Do you agree that the United States should make every effort to meet its treaty obligations, including its obligations under the Chemical Weapons Convention?**

See below.

**Would you take steps, if confirmed, to raise the priority of the Department's efforts to eliminate the U.S. chemical weapons stockpile as close to the CWC deadline as possible?**

The United States has a long history and tradition of meeting and strictly complying with international treaties. I understand that we will have destroyed 90% of our stockpile by the treaty mandated date of 2012, and will even have started to eliminate the facilities that performed the actual destruction. Because of a decision to use an alternative destruction technology rather than the incineration method currently in use at each facility today, two new destruction facilities must be built to destroy that last 10% of the stockpile. If confirmed, I will review the progress of facility construction and eventual chemical weapons elimination at those two remaining facilities to ensure that we complete destruction of our total stockpile as rapidly and safely as possible.

### **Nuclear Weapons and Stockpile Stewardship**

**As the stockpile continues to age, what do you view as the greatest challenges with respect to assuring the safety, reliability, and security of the stockpile?**

The safety, reliability, and security of our nuclear weapons needs to be a top priority of the Department of Defense. The greatest challenge is not technical, but rather the restoration of a proactive, zero-defect culture in the stewardship of nuclear weapons in

the operational force. Secretary Gates has focused a great deal of attention on this issue, and, if confirmed, I would intend to support his efforts to address the problems.

**Would you support substantial reductions in the U.S. nuclear stockpile?**

The President-elect has indicated that he believes the United States should lead an international effort to deemphasize the role of nuclear weapons. Toward that end, he intends to open discussions with Russia and with other nuclear powers with an aim toward reducing global nuclear weapons stockpiles. Such negotiations would require close coordination with other Departments and, if confirmed, I would intend to perform whatever role the Secretary designates for me in that effort.

**Active-Duty End Strength**

**What is your view of the adequacy of the existing active-duty Army and Marine Corps end strength to support current missions including combat operations in Iraq and Afghanistan?**

If confirmed, I know that this is a question that will require my immediate attention. It must, among other things, consider both the potential contributions of our Guard and Reserve forces, and the adequacy of a "rotation base" sufficient to assure that we meet the needs of our volunteers and their families.

**Do you believe the planned increases in end strength for the Army and the Marine Corps are affordable and necessary?**

The President-elect supports the expansion of our ground forces, and I understand that the Department has made significant progress toward those goals. If confirmed, I will review these plans, as well as the associated housing, training, and equipment programs to support our ground forces.

**Treatment of Wounded Warriors**

**In November 2008, the Acting Comptroller General identified care for service members as one of the most urgent issues facing Congress and the new Administration.**

**If confirmed, what will you do to ensure that injured service members receive the quality health care that they need for as long as they need it, including diagnosis and treatment of traumatic brain injury, post-traumatic stress disorder, and other mental health conditions?**

Providing needed care and support for Service-members, Veterans and their families is a continuing and urgent priority for Congress and the Department. If confirmed, I will

make research on prevention and treatment of traumatic brain injury, post-traumatic stress disorder, and other mental health conditions a priority.

**The Wounded, Ill, and Injured Senior Oversight Committee (SOC), co-chaired by the Deputy Secretary of Defense and the Deputy Secretary of Veterans Affairs, has improved the cooperation between the Departments of Defense and Veterans Affairs, the two Federal agencies charged with the care of our military personnel and veterans, and their families. Because of reports that the SOC would discontinue operations and to ensure that senior leadership of the new Administration would remain focused on this issue, Congress required the Secretaries of Defense and Veterans Affairs to continue the operation of the SOC through December 31, 2009.**

**What is your view of the value of the Senior Oversight Committee?**

As I understand it, the Senior Oversight Committee has engaged the senior leadership of both departments in finding joint solutions to support the wounded warrior. This is a unique and valuable forum for addressing the major issues confronting us.

**If confirmed, will you continue the operation of the Senior Oversight Committee, and what role do you expect to play?**

If confirmed, I will review the work of the Committee and our current and future challenges in coordination with the Department of Veterans Affairs. As envisioned by the Congress, the SOC will continue to address those challenges through this year, and I anticipate that I would continue to co-chair it with the Deputy Secretary of VA.

### **Disability Severance Pay**

**Section 1646 of the Wounded Warrior Act, included in the National Defense Authorization Act for Fiscal Year 2008, enhanced severance pay and removed a requirement that severance pay be deducted from VA disability compensation for service members discharged for disabilities rated less than 30% incurred in line of duty in a combat zone or incurred during the performance of duty in combat-related operation as designated by the Secretary of Defense. In adopting this provision, Congress relied on an existing definition of a combat-related disability (see 10 U.S.C. 1413a(e)). Rather than using the definition intended by Congress, the Department of Defense adopted a more limited definition of combat related operations, requiring that the disability be incurred during participation in armed conflict.**

**If confirmed, will you reconsider the Department's definition of combat-related operations for purposes of awarding enhanced severance pay and deduction of severance pay from VA disability compensation?**

If confirmed, I will review the rationale behind this decision to ensure that all wounded warriors are treated fairly.

### **Family Support**

**Throughout the global war on terrorism, military members and their families in both the active and reserve components have made tremendous sacrifices in support of operational deployments. Senior military leaders, however, have warned of growing concerns among military families as a result of the stress of frequent deployments and the long separations that go with them.**

**What do you consider to be the most important family readiness issue for servicemembers and their families, and, if confirmed, what role would you play to ensure that family readiness needs are addressed and adequately resourced?**

I will have to look into this if confirmed, but I believe it may come down to building resiliency so that families are better prepared to meet the challenges of frequent moves and deployments - including psychological, social, financial, and educational.

**If confirmed, what would your priorities be for improving and sustaining quality of life for military members and their families?**

Maintaining robust quality of life programs for our military service members is one of the highest priorities of the President-Elect. If confirmed, I would make this one of the focus areas for the expedited review of the FY2010 budget request, as well as the Quadrennial Defense Review and the formulation of the FY2011 defense program. Areas of emphasis would be medical care and child care facilities and other programs that assist our service members in sustaining the burden of deployments.

**If confirmed, how would you ensure support for reserve component families and active duty families who do not reside near a military installation?**

I am familiar with a general pattern of much-needed improvement here recently, through the implementation of partnerships with state and community based services. But I know we have much to do, and look forward to being involved in this, if confirmed.

## **Sustaining the Military Health Care Benefit**

**In your view, what elements of the military health care system require reform and what steps would you take, if confirmed, to accomplish reform?**

Health care costs continue to grow nationally and DoD is not exempt. If confirmed, I will work closely with our health care leadership in DoD to examine every opportunity to ensure military beneficiaries are provided the highest quality care possible in the most cost effective manner.

**In light of the continuing growth of health care costs both in the military and civilian sectors, if confirmed, how would you address the issue of cost control?**

I am told that governmental estimates indicate these costs could rise to nearly 12% of the DoD budget in just a few years, and that the Congressionally directed Task Force on the Future of Military Healthcare provided useful insights. If confirmed, I will look at all these alternatives to ensure that DoD provides quality care in an affordable manner.

**What is your understanding of the requirements of 10 U.S.C. section 1102(d) concerning the disclosure of medical quality assurance information?**

Section 1102 protects information about a specific provider or patient. However, I am told that these data can be released in an aggregate statistical manner to inform both military and non-military medical providers in advancing the resolution of systemic health care problems.

**If confirmed, do you agree to provide information requested by the Committee in order to exercise its legislative and oversight responsibilities concerning medical quality assurance?**

Yes.

## **National Capital Region Medical Issues**

**The BRAC 220 decision to consolidate the Walter Reed Army Medical Center and the National Naval Medical Center at Bethesda is one of the most significant realignments in the history of military medicine. The outgoing Deputy Secretary of Defense established a joint Task Force charged with review of design, transition, staffing and operation of the new, consolidated medical center, integration of clinical services and medical education programs, and enhanced support for wounded warriors and their families.**

**If confirmed, what steps would you take to ensure that the highest quality care is maintained for military beneficiaries and wounded warriors before, during and after the transition to the new medical facility?**

Care for our Wounded Warriors is Secretary Gates' top concern, next to the war. I understand that DoD has set up a Joint Task Force to make sure high quality service is not terminated at one facility until a successor facility is fully ready. If confirmed, I look forward to evaluating measures to achieving that end.

**How would you ensure that the new facilities and medical capabilities are achieved in the most effective and timely manner possible?**

Care for our Wounded Warriors is the Secretary's #1 concern next to the war itself. Wounded Warriors deserve the most current capabilities and facilities we can provide. I note that there is a robust effort now in place to improve and expand medical care in the NCR overseen by the Joint Task Force National Capital Region Medical (JTF CAPMED). If confirmed, I will oversee and support the JTF CAPMED's efforts to ensure this effort achieves success.

### **National Security Personnel System**

**Section 1106 of the National Defense Authorization Act for Fiscal Year 2008 restored the collective bargaining rights of civilian employees included in the National Security Personnel System (NSPS) established by the Department of Defense pursuant to section 9902 of title 5, United States Code. Under section 1106, the Department retains the authority to establish a new performance management system (including pay for performance) and streamlined practices for hiring and promotion of civilian employees.**

**What is your view of the NSPS system, as currently constituted?**

I am generally familiar with the purpose and goals of NSPS, as well as the concerns expressed by Members of Congress and employee representatives. However, I have not reviewed the details of the system. If confirmed, I will conduct a thorough review of the program, in coordination with leadership from the Office of Personnel Management and other stakeholders, so I may gain a full understanding of the system.

**If confirmed, how will you evaluate its success or failure to meet its goals?**

If confirmed, I will work with and seek the views of the appropriate stakeholders both within and outside the Department to gain a full understanding of NSPS and the extent to which it is meeting program goals and Congressional intent. I am well aware of the important role civilian employees play in supporting the Department's critical mission, and I understand NSPS will be a priority issue for the Department.

**Do you support the pay-for-performance approach adopted for civilian employees in the NSPS system?**

I have not had a chance to thoroughly examine the details of the NSPS pay for performance system. If confirmed, I will review the entire system, including this component. I am mindful of the importance of good performance management in achieving organizational results, as well as the need for fairness and transparency in any civilian personnel system.

**Do you believe that the Department needs streamlined authority for hiring and promotion of civilian employees to meet its human capital needs?**

Although I have not yet fully examined NSPS streamlined hiring and promotion authorities, I am mindful of the challenges faced by the Department and the Federal government to attract and retain a high quality civilian workforce, particularly in light of the fact that a large portion of the Federal workforce is eligible to retire or nearing retirement eligibility. Given the important role of the DoD civilian workforce in supporting national security, our ability to compete for talent will become increasingly important. If confirmed, this will receive my early attention.

**In your view, is it viable in the long run for the Department of Defense to maintain two separate systems (NSPS and the General Schedule) for its civilian employees?**

If confirmed, I will conduct a full review of NSPS, including the status of the Department's implementation plan. The issue of maintaining two systems will certainly be a part of that review.

**What changes, if any, would you recommend to the NSPS authorizing legislation?**

I am not aware of any immediate need for legislative changes at this time. However, if confirmed, I will fully examine the program and confer with Congressional stakeholders in assessing the need for any statutory changes.

**What changes, if any, would you recommend to the NSPS regulations?**

I understand the regulations jointly issued by the Department and the Office of Personnel Management provide much of the detail concerning NSPS. However, I have not had a chance to fully review those regulations or the NSPS program. If confirmed, I will make that an early priority.

## **Human Capital Planning**

**Section 1122 of the National Defense Authorization Act for 2006, as amended by Section 1102 of the John Warner National Defense Authorization Act for 2007 and Section 851 of the National Defense Authorization Act for 2008, requires the Secretary of Defense to develop and annually update a strategic human capital plan that specifically identifies gaps in the Department's civilian workforce and strategies for addressing those gaps. The Department of Defense has not yet produced a strategic human capital plan that meets the requirements of these provisions.**

**Would you agree that a strategic human capital plan that identifies gaps in the workforce and strategies for addressing those gaps is a key step toward ensuring that the Department has the skills and capabilities needed to meet future challenges?**

See below.

**Do you see the need for any changes in the requirements of sections 1122, 1102, and 851, regarding the requirement for a strategic human capital plan?**

I have not had the opportunity to become familiar with this area. If confirmed, I will solicit views of others, including Secretaries of the Military Departments, and USD(P&R). I will ensure that we keep the Committee abreast of our progress.

**If confirmed, will you ensure that the Department of Defense fully complies with these requirements?**

If confirmed, I will work to support any objectives in this area.

## **All Volunteer Force**

**The All Volunteer Force came into existence over 35 years ago and, since its inception, volunteer soldiers, sailors, airmen and marines have helped to win the Cold War, defeat aggression during the Persian Gulf War, keep peace in the former Yugoslavia, combat terrorism in Iraq and Afghanistan, and defend freedom around the world.**

**Are you committed to the All Volunteer Force?**

Yes.

**Under what conditions, if any, would you support re-initiation of the draft?**

The nation should certainly preserve that option, but whether and when to use it would be a momentous decision.

**What factors do you consider most significant to the success of the All Volunteer Force?**

The focus should be on supporting military service members and their families. In addition to maintaining strong compensation programs, efforts such as assuring quality education for children and a meaningful career for the military spouse are high on the agenda of today's generation of military service members.

**What changes in pay, compensation, and benefits, if any, are needed in your view to sustain recruiting and retention?**

I will have to look into this more, if confirmed, but to achieve success we must treat people fairly in terms of compensation, benefits, and quality of life.

**Recruiting Standards**

**Recruiting highly qualified individuals for military service and retaining highly trained and motivated personnel for careers present unique challenges, particularly while the nation is at war. Criticism has been aimed at the Department for allowing relaxed enlistment standards in the Army with respect to factors such as age, intelligence, weight and physical fitness standards, citizenship status, tattoos, and past criminal misconduct.**

**What is your assessment of the adequacy of current standards regarding qualifications for enlistment in the Armed Forces?**

See below.

**In your view, does the Army have adequate procedures in place to ensure recruitment of only fully qualified individuals?**

I am not fully familiar with the details of the current service standards and procedures, but if confirmed, I would work closely with the Under Secretary of Defense for Personnel and Readiness to review recruiting standards for all the Services.

**What is your understanding of the status, cost (to date), and feasibility of implementation of the Defense Integrated Military Human Resources System (DIMHRS)?**

See below.

**Do you believe that it is preferable to have a consolidated approach to human capital management systems for all four military services, or to allow each of the services to develop its own systems?**

I am not fully familiar with the details of DIMHRS and efforts to consolidate the Services' human capital management systems but, if confirmed, I plan to examine them closely.

### **Detainee Treatment Policy**

**Section 1403 of the National Defense Authorization Act for Fiscal Year 2006 provides that no individual in the custody or under the physical control of the United States Government, regardless of nationality or physical location shall be subject to cruel, inhuman, or degrading treatment or punishment.**

**In your view, is the prohibition in the best interest of the United States? Why or why not?**

In my view, this prohibition is in the best interest of the United States. I also believe that the Department's leadership should always be mindful of multiple considerations when developing standards for detainee treatment, including the risk that the manner in which we treat our own detainees may have a direct impact on the manner in which U.S. soldiers, sailors, airmen or Marines are treated, should they be captured in future conflicts.

**If confirmed, will you take steps to ensure that all relevant Department of Defense directives, regulations, policies, practices, and procedures fully comply with the requirements of section 1403 and with Common Article 3 of the Geneva Conventions?**

Yes.

**Do you support the standards for detainee treatment specified in the revised Army Field Manual on Interrogations, FM 2-22.3, issued in September 2006, and in DOD Directive 2310.01E, the Department of Defense Detainee Program, dated September 5, 2006?**

Yes.

**Do you believe that the United States has the legal authority to continue holding alleged members and supporters of al Qaeda and the Taliban as enemy combatants?**

Yes. As a general matter, the United States is authorized to detain those individuals determined to be enemy combatants. I cannot comment on the circumstances of the detention of specific individuals, which, in many cases, is the subject of pending litigation.

**Do you believe that the Combatant Status Review Tribunals convened by the Department of Defense to provide Guantanamo detainees an opportunity to contest designation as enemy combatants provide detainees with appropriate legal standards and processes?**

If I am confirmed, I expect that I and others will examine this issue carefully.

**What role would you expect to play, if confirmed, in reviewing the status of Guantanamo detainees and determining whether the United States should continue to hold such detainees?**

At present the DepSecDef is delegated the responsibility to determine whether a GTMO detainee should be released or transferred, upon the recommendation of an Administrative Review Board. I anticipate that the new Administration will review the current process and may make changes to it.

**Do you support closing the detention facility for enemy combatants at Guantanamo Bay, Cuba (GTMO)?**

Yes. As both President-elect Obama and Secretary Gates have stated, the detention facility at Guantanamo Bay has become a liability for the United States.

**In order to mitigate the risk associated with the release of GTMO detainees, do you believe the Department of Defense should establish some form of rehabilitation training for enemy combatants held at GTMO?**

I understand that the efforts in Iraq to rehabilitate and reconcile detainees have been fairly successful. If confirmed, I would help explore whether such a program could be tailored appropriately and successfully implemented for the population at Guantanamo Bay.

**What other ways could the United States use to encourage or entice our allies or other nations to accept detainees from GTMO? Would monetary support or sharing of technology for monitoring detainees be helpful inducements?**

If confirmed, I would work closely with the State Department to seek new ways to encourage our allies and friends to assist us in transferring those detainees from GTMO who can be safely returned to their home countries or resettled in a third country when that is not possible.

**The Military Commissions Act of 2006 authorized the trial of “alien unlawful enemy combatants” by military commission and established the procedures for such trials.**

**In your view, does the Military Commissions Act provide appropriate legal standards and processes for the trial of alien unlawful enemy combatants?**

If confirmed, I intend to carefully confer with the Secretary and the OGC as to whether the Military Commissions Act strikes the right balance between protecting U.S. national security interests and providing appropriate legal standards and processes for a fair and adequate hearing.

**Under what circumstances, if any, do you believe that it would be appropriate to use coerced testimony in the criminal trial of a detainee?**

If confirmed, I anticipate looking carefully with the OGC at whether use of coerced testimony is ever appropriate in the criminal trial of a detainee.

**What role would you expect to play, if confirmed, in determining whether Guantanamo detainees should be tried for war crimes, and if so, in what forum?**

As I understand the current structure under the Military Commissions Act, the Convening Authority makes the decision on which cases are referred to a military commission. If confirmed, I anticipate reviewing with the OGC the current process to determine whether to recommend any changes to it.

**What role would you expect to play, if confirmed, in reviewing the Military Commissions Act and developing Administration recommendations for any changes that may be needed to that Act?**

If confirmed, I anticipate reviewing the Military Commissions Act with the OGC to determine whether to recommend any legislative proposals to change it.

**In the past two years, significant changes have been made in Iraq in the way detention operations have been conducted in a counterinsurgency environment, including through the establishment of reintegration centers at theater internment facilities.**

**What do you consider to be the main lessons learned from the changes to detention operations in Iraq?**

As we begin to transition detention operations and facilities to full Iraqi control, it is vital that we do our best to ensure that the increased quality of our facilities and our approach to detainee operations is maintained, as this line of operation is a critical component of successful counterinsurgency doctrine and practice.

**What should be done to incorporate those lessons learned into DoD doctrine, procedures and training for personnel involved in detention and interrogation operations?**

I believe that a lot of these lessons are being captured today, and are reflected in new doctrine and directives.

## **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 Secretary of Defense?**

Yes.

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

Yes.

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

Yes.