

**Statement of**  
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**Commander, United States Transportation Command**



**Before the House Armed Services Committee**

**On the State of the Command**

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## **Strategic Environment**

The 2020 Unified Command Plan clearly articulates TRANSCOM's responsibility for the Joint Deployment and Distribution Enterprise (JDDE) within the current and future global environment. The Interim National Security Strategy Guidance describes a global security landscape at an "inflection point" of shifting power dynamics and global crises, specifically calling out the need to work with allies and partners to strengthen and defend the global commons, freedom of navigation, and rights of overflight. This complex new security environment will test the future readiness of our JDDE, and challenge TRANSCOM's ability to deliver a decisive force for high-end conflict when needed. We must ensure the Joint Force is ready to defend our homeland, support our allies and partners, protect our interests abroad, deter potential adversaries, and defeat any threats that may emerge. For TRANSCOM, this means we will continue to integrate with the other Combatant Commands, the Services, other federal and state agencies, and our commercial industry partners to ensure the JDDE remains a credible deterrent, ready to respond tonight if called upon by our nation.

TRANSCOM's vital contribution to integrated deterrence is evident in the ongoing support to Ukraine and the EUCOM effort in support of our NATO allies. The JDDE's agility and responsiveness allowed for the rapid deployment of troops and equipment to the EUCOM AOR as an assure and deter effort, as well as the delivery of security assistance to Ukraine authorized under the Presidential Drawdown Authority. TRANSCOM's ability to execute these complex moves within days and even hours of authorization clearly communicates our nation's resolve to our allies and adversaries alike.

Every operation the Joint Force participates in starts and ends with TRANSCOM and is facilitated through the global networks and nodes made available to us through the JDDE. Our

commercial partners are essential to our ability to move the 85% of the force based in CONUS to locations around the world, in cooperation with our allies and partners. As TRANSCOM evolves to match the strategic environment, we are posturing our forces for the complexity of future operations and the increased demands on our warfighting framework. The contested environment will present challenges that degrade our ability to exercise command and control of our forces, delay integration of our commercial partners in a timely manner and disrupt the steady tempo of mobility operations. In addition, our adversaries are coercing other nations, causing them to make economic, diplomatic, and military decisions that can adversely affect our forward posture and reduce our freedom of maneuver. In light of these challenges, TRANSCOM's focus is on a more agile, resilient force while relying on integration, both internally and externally, with commercial industry as well as our allies and partners. This will ensure the JDDE remains united in effort and purpose as we illuminate the need for change necessary to defeat the pacing threat.

### **Delivering for our Nation**

TRANSCOM's enduring purpose is to project and sustain military forces anywhere on the globe at a time and place of our nation's choosing. Our ability to rapidly move forces transoceanic distances is a strategic comparative advantage that provides a wide range of options in support of the National Defense Strategy (NDS) while creating multiple dilemmas for our adversaries. As 1 of 11 Combatant Commands, TRANSCOM is responsible for operating the Defense Transportation System and integrating the entire JDDE. Our assigned Unified Command Plan responsibilities are executed through three component commands (U.S. Army's Military Surface Deployment and Distribution Command, U.S. Navy's Military Sealift Command, and U.S. Air Force's Air Mobility Command) and one major subordinate command

(Joint Enabling Capabilities Command). Our key mobility mission areas include airlift, air refueling, aeromedical evacuation, sealift, domestic rail, and motor freight, all of which are enabled by a global posture that provides the United States with positional, temporal, and psychological advantages to respond as needed across the operational spectrum. In addition to these tasks, FY2022 NDAA language designated TRANSCOM the Department of Defense's (DoD) element responsible for bulk fuel management and delivery on a global basis. Finally, none of this could happen without our total force and civilian personnel, who are critical to our daily capacity and ability to seamlessly transition to a wartime footing.

The DoD's ability to project military forces is inextricably linked to commercial industry. These industry partners provide critical transportation capacity and global networks to meet day-to-day and wartime requirements. On behalf of the Department, TRANSCOM spends approximately seven billion dollars with industry partners each year in transportation services to execute DoD mission requirements. Additionally, TRANSCOM manages several emergency preparedness programs that call on industry to specifically support wartime requirements. They include the Civil Reserve Air Fleet (CRAF), Voluntary Intermodal Sealift Agreement (VISA), and the anticipated to be renewed Voluntary Tanker Agreement.

### **Year in Review**

The events of 2021 further demonstrated how important logistics is to the DoD's global operations. TRANSCOM exercised deployment capabilities, sustained combat operations and managed the expansive JDDE, all while surging assets to facilitate the Afghanistan drawdown and the Noncombatant Evacuation Operation (NEO) that followed.

Starting early last year, the Command supported Afghanistan retrograde operations by moving 14,431 Pallet Position Equivalents and 12,944 passengers from April through June.

Moving into the summer, TRANSCOM moved 600,000 square feet of cargo and 7,212 passengers during Exercise Defender Pacific, a U.S. Army Pacific exercise designed to operationalize the NDS through realistic, iterative training across all domains—air, land, sea, cyber, and space. Concurrently, TRANSCOM supported all stages of the largest NEO airlift in history. To enable a rapid and effective planning process, TRANSCOM deployed members of the Joint Enabling Capabilities Command (JECC) to embed with U.S. Marine Corps Forces Central Command. This team of joint planners, public affairs specialists and communicators became a vital part of Joint Task Force - Crisis Response and deployed forward to Hamid Kharzi International Airport. Additionally, the JECC deployed multiple personnel to various locations across the United States to plan and execute the movement of evacuees to include standing up a 30-person TRANSCOM Coordination Cell led by the JECC Commander at the Department of State. TRANSCOM air refueling tankers created the air bridge to enable the airlift of approximately 9,716 passengers and 1,784 tons of cargo into the U.S. Central Command area of responsibility to facilitate the NEO. This resulted in the successful movement of more than 124,000 personnel over 16 days from Hamid Karzai International Airport in Kabul by all airlift providers, with USAF C-17s evacuating more than 79,000 people.

Throughout 2021, TRANSCOM conducted extensive global operations, delivering over 104 million gallons of fuel during air-to-air refueling missions resupplying nearly 32,000 receiver aircraft and directly supporting 39 Bomber Task Force missions, ensuring deterrence and reassuring our partners across all six theaters. Additionally, TRANSCOM transported over 790,000 passengers, 315,000 tons of cargo, and 24.2 million barrels of DoD petroleum products, all while complying with COVID-19 preventative measures, testing and restrictions. Many of

these missions would not have been successful without the strong relationships with our allies and partners, and our commercial transportation providers.

Globally, TRANSCOM executed 6,680 patient movements, including 129 battle injuries and 402 COVID-19 positive patients. As part of the Afghanistan NEO mission, TRANSCOM safely executed 187 total patient movements to include 156 Afghan Nationals. While only a small portion of our total movements, the importance of taking care of our people and engendering good will among our allies and partners cannot be overestimated.

### **TRANSCOM Warfighting Framework**

The success of DoD's power projection capability is contingent on three critical elements of TRANSCOM's organizational warfighting framework: Global Mobility Posture; Global Mobility Capacity; and Global Command, Control, and Integration.

#### ***Global Mobility Posture***

Global Mobility Posture is the foundation of power projection. It is enabled by a deep bench of allies and partners, which includes access to global transportation networks maintained by industry to support our nation's ability to mobilize and deploy. Diplomatic alignment with our allies and partners enables access, basing, and overflight for U.S. forces and is critically important to the rapid deployment of personnel and equipment at the time and place of our choosing. This robust and resilient network also provides the U.S. the positional advantage required to rapidly advance our national security interests, deter adversaries, and when necessary, win decisively. While this provides the U.S. a comparative advantage, it must be continually assessed and refined, as necessary, to meet the evolving geopolitical landscape. We must continually strengthen and diversify our global enroute infrastructure, and agreements to

maintain this advantage, especially as new operational concepts drive us to more distributed operations.

On the domestic front, TRANSCOM works closely with the U.S. Department of Transportation (DOT) on numerous transportation programs to include three National Defense Programs: Highways, Railroads, and Ports for National Defense. Although TRANSCOM assesses that our nation's infrastructure is currently capable of supporting military transportation requirements, substantial public and private sector investment is needed to sustain the current transportation infrastructure. The Infrastructure Investment and Jobs Act proposes substantial investments in roads and bridges which would positively impact the overall condition of the Strategic Highway Network and could have benefits for national security. Through these National Defense Programs, TRANSCOM will continue to proactively engage the Federal Highway Administration to encourage investment to enhance infrastructure critical to national security.

### ***Global Transport Capacity***

Our Global Mobility Capacity includes conveyances and platforms that move troops, supplies, fuel, and equipment through global transportation networks. These include rail, motor transport, sealift, air refueling, and airlift. During times of war, 90% of our personnel are transported via commercially contracted air and 90% of our military cargo is transported by sealift vessels. In addition, more than 60% of TRANSCOM's air transport aircrews reside in the Reserve Components – the National Guard and the Reserves, underscoring our reliance on the Total Force.

Mobility force sizing and shaping are informed by Mobility Capability Requirements Studies (MCRS). MCRS-20 released in June 2021, assessed future mobility forces, operating

environments, and necessary conditions to support the NDS's daily competition and wartime missions. The study found the programmed mobility capacity to be sufficient in most areas and identified a few areas that will be challenged to meet wartime demands with acceptable risk or active mitigations. Sufficiency and risk within our mobility programs will be critically reassessed in response to a new National Defense Strategy or changes to programmed capacity. The Fuel Tanker Study quantified the risk of reliance on foreign flag tankers, with recommendations to mitigate this risk in the Indo-Pacific. An initial significant step is implementing a 10-ship Tanker Security Program, along with the renewal of the Voluntary Tanker Agreement, to provide assured access to an increased fleet of U.S.-flag, U.S.-crewed tankers during contingency operations. With appropriations in hand, the Maritime Administration, in coordination with TRANSCOM, will implement the program later this year.

### ***Global Transport Capacity Modernization Priorities***

The DoD's programmed resources maintain our readiness and preserves strategic decision space. However, without continued Congressional support for the mobility recapitalization efforts, I am extremely concerned about our ability to effectively operate in a future contested logistics environment.

### ***Sealift***

By 2032, approximately 70% of government-owned surge sealift ships will approach the end of their service life and must be replaced. DoD, DOT, U.S. Navy and TRANSCOM made initial progress in executing the strategy to recapitalize the fleet with used sealift ships from the commercial market and are working through the process of the initial purchases. The Vessel Acquisition Manager will also survey additional ships authorized for purchase in FY22. These first ships are a welcome beginning to the recapitalization of vital square footage and capacity.

Our current recapitalization authority to acquire used vessels is limited by previous legislation, hampering the Department's ability to purchase ships when the market conditions are favorable. Without authorization changes and stable appropriations, DoD will not be able to recapitalize the sealift fleet. Instead, we would be forced to extend service life on existing and aging ships, which is not an effective means to maintain readiness. As we complete the upgrades on the first two used roll-on/roll-off ships purchased this year, and continue the acquisition process for five additional ships, we seek continuing support for future recapitalization.

#### ***Air Refueling***

The air refueling fleet remains our most stressed fleet under wartime conditions. It is critical to rapid global mobility and is the lifeblood of the Joint Force's ability to deploy and employ the immediate and surge forces across all NDS mission areas. The current air refueling fleet is comprised of the KC-135 and KC-10 aircraft, and the new KC-46. When the last KC-46 is purchased, the average age of the KC-135s will be 67 years. We ask for your continued support to recapitalize the KC-135s with a future air refueling platform. TRANSCOM continues to work with the USAF, OSD, Joint Staff and other Combatant Commands to ensure sufficient capacity to meet global demands during wartime at acceptable levels of risk as well as implement potential mitigation options if needed. TRANSCOM does assess the air refueling fleet is postured to meet expected future daily global demand using a combination of KC-46s, with some interim restrictions, along with existing KC-135s and KC-10s.

#### ***Intra-Theater Airlift***

From a requirements perspective, intra-theater airlift has experienced the greatest change of all mobility priorities over the past few decades. C-130 fleet capacity dropped almost 50% from a high of well over 500 aircraft in Operation DESERT STORM to the current programmed

levels. The elimination of a “two major war” sizing construct, as well as the de-emphasis of other high priority global missions not associated with a major contingency as a force-sizing demand, drove reductions to this mission area. However, MCRS-20 highlighted the potential value of this mission area in the future operating environment, and as such, intra-theater lift is an area of increased interest to the Department. TRANSCOM is assessing emerging warfighting concepts and future operating scenarios to evaluate mobility capacity along with other related variables to better characterize risk in meeting NDS wartime missions and expect to publish the results in the Summer of 2022.

### ***Strategic Airlift***

The strategic airlift fleet, comprised of our organic airlifters and commercial partners, stands as the cornerstone of this command’s, and the Nation’s, ability to rapidly project the Joint Force with an immediate response anywhere on the globe. The Afghanistan go-to-zero and Noncombatant Evacuation Operation were illustrative examples of the value provided by this critical capability. Given the U.S. asymmetric advantage in Strategic Airlift, coupled with the continued high demands placed on this fleet, we should anticipate the need to recapitalize and modernize this strategic capability.

### ***Global Command, Control, and Integration***

Global Command, Control, and Integration remains central to our ability to align scarce mobility resources with the highest strategic priorities. Our ability to command and control mobility forces is enabled by a portfolio of information technology (IT) systems and is contingent on secure networks and continuous digital modernization efforts.

Our competitors are actively leveraging the cyber domain to achieve their national objectives. As a result, cyber resiliency and digital modernization initiatives will remain a top

priority for the Command. We continue to modernize our IT systems by not only taking advantage of cloud computing services but also through advancing our ability to manage data as a strategic asset to advance decision making at all levels. We also continue to increase our cyber hygiene and harden our cyberspace terrain to impose costs on an adversary's ability to compromise our networks and systems. However, as adversaries advance their capabilities, cyber hygiene alone is not enough. We are also improving our ability to proactively operate within our terrain and look for signs of compromise or unusual activity. In addition, in partnership with U.S. Cyber Command, we are implementing Zero Trust security model principles on our classified network and expect to complete implementation no later than the Summer of 2022. These actions have increased our cybersecurity posture as well as our ability to detect and mitigate adversarial activity.

As we are inextricably linked to commercial industry, we remain focused on strengthening partnerships with our transportation providers to mitigate cyber vulnerabilities. We are in our fourth year of having contractual cybersecurity compliance requirements in place and requiring annual cybersecurity self-assessments of National Institute of Standards and Technology (NIST) security controls. Compliance continues to improve each year, which highlights our partners' understanding of the importance of implementing sound cybersecurity practices. This last year, we began a proof-of-principle contract to have a third-party assess commercial partner compliance with NIST security controls, and three companies have partnered with us on this initiative. The first assessment, on one of our CRAF partners, was complete this January and confirmed they have robust security controls in place. The other two assessments will occur later this year. We have also increased information sharing and collaboration

initiatives with our commercial partners and have a couple of special projects that link providers with defense intelligence agencies to help them mitigate risks.

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

The U.S. market experienced tighter-than-normal labor and supply chain capacity which plagued service members and their families who relocated this moving season. These conditions also negatively affected the Services' personnel operating Processing and Shipping Offices responsible for supporting our DoD customers. These issues further amplified the flaws in the current personal property system and highlighted the need for change. TRANSCOM, on behalf of the DoD, continues to lead this overhaul of the Defense Personal Property Program (DP3). Over the last year, TRANSCOM re-awarded the Global Household Goods Contract (GHC) and continued to develop MilMove, a new IT system, to replace the legacy system.

By transitioning to a single move manager, GHC fundamentally restructures DoD's relationship with the household goods moving industry to deliver not only the high quality our service members, DoD employees, and their families deserve, but also the accountability Congress demanded. This single move manager construct has already proven successful through the movement of privately owned vehicles (POVs). To date, the single move manager for POVs maintains a 99% customer satisfaction rating. In contrast, the current household goods program maintains a 93% customer satisfaction rating. Although 6% may not seem like a significant difference, when you consider the volume of moves, (314,000 households moved in 2021), having a single move manager capable of this higher performance equates to approximately 18,800 more satisfied families...that is significant!

TRANSCOM's awarding the GHC to HomeSafe Alliance is a crucial step in the right direction. It will improve access to and management of quality household goods moving

capacity to meet DoD's peak demand; enhance communication throughout the move process; deliver modern, digital management tools to customers; simplify the claims process in the event of loss, damage, or inconvenience; and enable the Department to affix accountability and responsibility lacking in today's program. The contract will also provide industry with the confidence and rationale to invest in capacity and relationships with trusted suppliers to meet DoD's demand.

TRANSCOM has not waited and is not waiting...GHC, although a critical step in addressing longstanding issues identified by DoD families, is only one component of a broader reform effort. For the 2021 moving season, TRANSCOM implemented numerous 'customer facing' changes, to include publishing metrics on a Customer Facing Dashboard via a publicly accessible website, addressing the transparency Congress requested. Additionally, TRANSCOM provided additional protections for residential property, improved claim options for families, and improved requirements for customer communication. Over the next year, TRANSCOM will continue with numerous reform efforts to include protecting a customer's sensitive personal information and implementing business rules that allow greater flexibility in requesting pickup and delivery dates and filing inconvenience claims. While I am pleased with these improvements, the current program limits the extent of these efforts, re-emphasizing the importance behind the GHC award.

I am grateful for your continued support in the Department's efforts to improve the Defense Personal Property Program and I look forward to providing you updates as we deliver the quality, accountability, and transparency our military families deserve.

## **Conclusion**

In closing, I'd like to reemphasize the leading role the men and women of TRANSCOM play in underwriting the lethality of the Joint Force, advancing American interests around the globe, and providing our nation's leaders with strategic flexibility while creating multiple dilemmas for our adversaries. While I know TRANSCOM is ready, our mobility enterprise will continue to modernize to meet the challenges of tomorrow, so we will not rest on the achievements of the past. We will continue to accelerate our momentum to ensure we can surge the entire enterprise at any moment, to anywhere.

The strategic comparative advantage the Joint Deployment and Distribution Enterprise provides our Nation is second to none and I am proud of the empowered, competitive, and resilient team who deliver for our Nation, every day. I thank Congress for their continued support to the men, women, and mission of TRANSCOM. We remain dedicated...to fight, deliver and win!

Together, We Deliver!