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# FY15 AIR FORCE BUDGET

U.S. SENATE, COMMITTEE ON APPROPRIATIONS, SUBCOMMITTEE ON DEFENSE

ONE HUNDRED THIRTEENTH CONGRESS, SECOND SESSION

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## HEARING CONTENTS:

### WITNESSES:

**Deborah Lee James** [\[view PDF\]](#)  
Secretary, U.S. Air Force

**General Mark A. Welsh III** [\[view PDF\]](#)  
Chief of Staff, U.S. Air Force

**Lieutenant General James F. Jackson** [\[view PDF\]](#)  
Chief of the Air Force Reserve

### AVAILABLE WEBCAST(S)\*:

Full hearing webcast (duration 1:42:31):

- <http://www.appropriations.senate.gov/webcast/fy15-air-force-budget-request>

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# United States Air Force

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Presentation

Before the Senate Appropriations  
Committee, Subcommittee on Defense

## ***Air Force Posture***

Witness Statement of  
Deborah Lee James  
Secretary of the Air Force  
General Mark A. Welsh III  
Chief of Staff

April 2, 2014



# BIOGRAPHY



**UNITED STATES AIR FORCE**

## DEBORAH LEE JAMES

Deborah Lee James is the Secretary of the Air Force, Washington, D.C. She is the 23rd Secretary of the Air Force and is responsible for the affairs of the Department of the Air Force, including the organizing, training, equipping and providing for the welfare of its more than 690,000 active duty, Guard, Reserve and civilian Airmen and their families. She also oversees the Air Force's annual budget of more than \$110 billion.

Ms. James has 30 years of senior homeland and national security experience in the federal government and the private sector. Prior to her current position, Ms. James served as President of Science Applications International Corporation's Technical and Engineering Sector, where she was responsible for 8,700 employees and more than \$2 billion in revenue.

For nearly a decade, Ms. James held a variety of positions with SAIC to include Senior Vice President and Director of Homeland Security. From 2000 to 2001, she was Executive Vice President and Chief Operating Officer at Business Executives for National Security, and from 1998 to 2000 she was Vice President of International Operations and Marketing at United Technologies.

During the Clinton Administration, from 1993 to 1998, Ms. James served in the Pentagon as the Assistant Secretary of Defense for Reserve Affairs. In that position, she was the Secretary of Defense's senior advisor on all matters pertaining to the 1.8 million National Guard and Reserve personnel worldwide. In addition to working extensively with Congress, state governors, the business community, military associations, and international officials on National Guard and Reserve component issues, she oversaw a \$10 billion budget and supervised a 100-plus-person staff. Prior to her Senate confirmation in 1993, she served as an assistant to the Assistant



Secretary of Defense for Legislative Affairs.

From 1983 to 1993, she worked as a professional staff member on the House Armed Services Committee, where she served as a senior advisor to the Military Personnel and Compensation Subcommittee, the NATO Burden Sharing Panel, and the Chairman's Member Services team.

Ms. James earned a Bachelor of Arts degree in comparative area studies from Duke University and a master's degree in international affairs from Columbia University School of International and Public Affairs.

## **EDUCATION**

1979 Bachelor of Arts degree in comparative area studies, Duke University, Durham, N.C.

1981 Master's degree in international affairs, Columbia University, N.Y.

## **CAREER CHRONOLOGY**

1. 1983 - 1993, Professional Staff Member, Armed Services Committee, U.S. House of Representatives, Washington, D.C.
2. 1993 - 1998, Assistant Secretary of Defense for Reserve Affairs, Office of the Secretary of Defense, Washington, D.C.
3. 1999 - 2000, Vice President of International Operations and Marketing, United Technologies, Washington, D.C.
4. 2000 - 2001, Executive Vice President and Chief Operating Officer, Business Executives for National Security, Washington, D.C.
5. 2002 - 2013, Senior Vice President and Director for Homeland Security; Senior Vice President, C4IT Business Unit General Manager; Executive Vice President, Communications and Government Affairs; President, Technical and Engineering Sector, Science Applications International Corporation, McLean, Va.
6. 2013 - present, Secretary of the Air Force, Washington, D.C.

(Current as of December 2013)



# BIOGRAPHY



**UNITED STATES AIR FORCE**

## GENERAL MARK A. WELSH III

Gen. Mark A. Welsh III is Chief of Staff of the U.S. Air Force, Washington, D.C. As Chief, he serves as the senior uniformed Air Force officer responsible for the organization, training and equipping of 690,000 active-duty, Guard, Reserve and civilian forces serving in the United States and overseas. As a member of the Joint Chiefs of Staff, the general and other service chiefs function as military advisers to the Secretary of Defense, National Security Council and the President.

General Welsh was born in San Antonio, Texas. He entered the Air Force in June 1976 as a graduate of the U.S. Air Force Academy. He has been assigned to numerous operational, command and staff positions. Prior to his current position, he was Commander, U.S. Air Forces in Europe.



### EDUCATION

1976 Bachelor of Science degree, U.S. Air Force Academy, Colorado Springs, Colo.

1984 Squadron Officer School, by correspondence

1986 Air Command and Staff College, by correspondence

1987 Master of Science degree in computer resource management, Webster University

1988 Army Command and General Staff College, Fort Leavenworth, Kan.

1990 Air War College, by correspondence

1993 National War College, Fort Lesley J. McNair, Washington, D.C.

1995 Fellow, Seminar XXI, Massachusetts Institute of Technology, Cambridge

1998 Fellow, National Security Studies Program, Syracuse University and John Hopkins University, Syracuse, N.Y.

1999 Fellow, Ukrainian Security Studies, John F. Kennedy School of Government, Harvard

University, Cambridge, Mass.

2002 The General Manager Program, Harvard Business School, Harvard University, Cambridge, Mass.

2009 Fellow, Pinnacle Course, National Defense University, Fort Lesley J. McNair, Washington, D.C.

2009 Leadership at the Peak, Center for Creative Leadership, Colorado Springs, Colo.

## **ASSIGNMENTS**

1. August 1976 - July 1977, Student, undergraduate pilot training, Williams Air Force Base, Ariz.
2. July 1977- January 1981, T-37 Instructor Pilot and class commander, Williams AFB, Ariz.
3. January 1981 - May 1981, Student, fighter lead-in training, Holloman AFB, N.M.
4. May 1981 - August 1981, Student, A-10 training, Davis-Monthan AFB, Ariz.
5. August 1981 - May 1984, Instructor pilot, Flight Commander and wing standardization and evaluation Flight Examiner, 78th Tactical Fighter Squadron and 81st Tactical Fighter Wing, Royal Air Force Woodbridge, England
6. May 1984 - June 1987, Commander, Cadet Squadron 5, later, executive officer to the Commandant of Cadets, U.S. Air Force Academy, Colorado Springs, Colo.
7. June 1987 - June 1988, Student, Army Command and General Staff College, Fort Leavenworth, Kan.
8. June 1988 - October 1988, Student, F-16 conversion training, Luke AFB, Ariz.
9. October 1988 - July 1992, Operations Officer, 34th Tactical Fighter Squadron, later, Commander, 4th Tactical Fighter Squadron, Hill AFB, Utah
10. July 1992 - June 1993, Student, National War College, Fort Lesley J. McNair, Washington, D.C.
11. June 1993 - June 1995, Chief, Defense and Space Operations Division, Operations Directorate (J3), Joint Staff, the Pentagon, Washington, D.C.
12. June 1995 - April 1997, Commander, 347th Operations Group, Moody AFB, Ga.
13. April 1997 - June 1998, Commander, 8th Fighter Wing, Kunsan Air Base, South Korea
14. June 1998 - June 1999, Commander, College of Aerospace Doctrine, Research and Education, Maxwell AFB, Ala.
15. June 1999 - September 2001, Commandant of Cadets and Commander, 34th Training Wing, U.S. Air Force Academy, Colorado Springs, Colo.
16. September 2001 - April 2003, Director of Plans and Programs, Headquarters U.S. Air Forces in Europe, Ramstein Air Base, Germany
17. April 2003 - June 2005, Director of Global Power Programs, Office of the Assistant Secretary of the Air Force for Acquisition, Headquarters U.S. Air Force, Washington, D.C.
18. June 2005 - June 2007, Deputy Commander, Joint Functional Component Command for Intelligence, Surveillance and Reconnaissance, U.S. Strategic Command, Bolling AFB, Washington, D.C.
19. July 2007 - August 2008, Vice Commander, Air Education and Training Command, Randolph AFB, Texas
20. August 2008 - December 2010, Associate Director of the Central Intelligence Agency for Military Support/Associate Director for Military Affairs, Central Intelligence Agency, Washington, D.C.
21. December 2010 - July 2012, Commander, U.S. Air Forces in Europe; Commander, Air

Component Command, Ramstein Air Base, Germany; and Director, Joint Air Power Competency Center, Ramstein Air Base, Germany  
22. August 2012 - present, Chief of Staff, Headquarters U.S. Air Force, Washington, D.C.

### **SUMMARY OF JOINT ASSIGNMENTS**

1. June 1993 - June 1995, Chief, Defense and Space Operations Division, Operations Directorate (J3), Joint Staff, the Pentagon, Washington, D.C., as a lieutenant colonel and a colonel
2. June 2005 - June 2007, Deputy Commander, Joint Functional Component Command for Intelligence, Surveillance and Reconnaissance, U.S. Strategic Command, Bolling AFB, Washington, D.C., as a major general
3. August 2008 - December 2010, Associate Director for Military Affairs, Central Intelligence Agency, Washington, D.C., as a major general and a lieutenant general
4. December 2010 - July 2012, Commander, U.S. Air Forces in Europe; Commander, Air Component Command, Ramstein Air Base; and Director, Joint Air Power Competency Center, Ramstein Air Base, Germany, as a general

### **FLIGHT INFORMATION**

Rating: Command pilot  
Flight hours: More than 3,300  
Aircraft flown: F-16, A-10, T-37 and TG-7A

### **MAJOR AWARDS AND DECORATIONS**

Defense Distinguished Service Medal with oak leaf cluster  
Distinguished Service Medal with oak leaf cluster  
Defense Superior Service Medal with oak leaf cluster  
Legion of Merit with oak leaf cluster  
Distinguished Flying Cross with oak leaf cluster  
Meritorious Service Medal with two oak leaf clusters  
Air Medal with oak leaf cluster  
Aerial Achievement Medal  
Joint Service Commendation Medal  
Air Force Commendation Medal

### **EFFECTIVE DATES OF PROMOTION**

Second Lieutenant June 2, 1976  
First Lieutenant June 2, 1978  
Captain June 2, 1980  
Major May 1, 1985  
Lieutenant Colonel June 1, 1989  
Colonel Feb. 1, 1994  
Brigadier General Aug. 1, 2000  
Major General Aug. 1, 2003  
Lieutenant General Dec. 9, 2008  
General Dec. 13, 2010

*(Current as of August 2012)*

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## INTRODUCTION

America's Airmen and Air Force capabilities play a foundational role in how our military fights and wins wars. The Air Force's agile response to national missions – in the time, place, and means of our choosing – gives our Nation an indispensable and unique advantage that we must retain as we plan for an uncertain future. Whether responding to a national security threat or a humanitarian crisis, your Air Force provides the responsive global capabilities necessary for the joint force to operate successfully.

It takes the combined efforts of all of our military Services and the whole of government to deny, deter, and defeat an enemy, and over the last decade this integration has tightened. Just as we depend on our joint partners, every other Service depends on the Air Force to do its job. Whether it is Global Positioning System (GPS) information to navigate waterways, airlift to get troops to and from the fight, manning intercontinental ballistic missile (ICBM) silos to deter aggression, or reconnaissance and satellite communication to tell forces where enemy combatants gather or hide, the Air Force provides these capabilities, as well as many others. Here at home, our Airmen patrol the skies ready to protect the homeland and are integral to the movement of people and lifesaving supplies when disasters, like Hurricane Sandy or the California wildfires, strike. This capability to see what is happening and project power anywhere in the world at any time is what *Global Vigilance*, *Global Reach*, and *Global Power* are all about.

The current fiscal environment requires the Air Force to make some very tough choices. When making decisions about the best way for the Air Force to support our Nation's defense, the abrupt and arbitrary nature of sequestration created a dilemma between having a ready force today or a modern force tomorrow. To best support national defense requirements, comply with the Defense Department's fiscal guidance, and meet defense strategy priorities, as updated by the 2014 Quadrennial Defense Review (QDR), we attempted to preserve capabilities to protect the homeland, build security globally, and project power and win decisively. To do this the Air Force emphasized capability over capacity. We worked hard to make every dollar count so we could protect the minimum capabilities for today's warfighting efforts, while also investing in capabilities needed to defeat potential high-end threats of the future. Moving forward, we seek to maintain a force ready for the full range of military operations while building an Air Force capable of executing our five core missions: 1) air and space superiority; 2) intelligence, surveillance, and reconnaissance (ISR); 3) rapid global mobility; 4) global strike; and 5) command and control, all against a well-armed and well-trained adversary in 2023 and beyond.

## STRATEGIC ENVIRONMENT

The United States Air Force has long enjoyed technological superiority over any potential adversary. However, the spread of advanced technology has eroded this advantage faster than anticipated. The proliferation of nuclear weapons, cyber capabilities, cruise missiles, ballistic missiles, remotely piloted vehicles, air defense systems, anti-satellite development efforts, and technologically advanced aircraft, including 5th generation fighters, are particularly concerning. Increased access to such capabilities heightens the potential for the emergence of additional near-peer competitors—adversaries capable of producing, acquiring, and integrating high-end capabilities that rival or equal our own and can possibly deny our freedom of action. This means

we may not be able to go where we need to in order to protect our national security interests. This dynamic security environment creates both opportunities and challenges for the United States. As we address known threats, we must also have the vision to understand the changing strategic landscape, and keep an open mind with regard to which of these changes represent true threats, and which may present strategic opportunities.

## FISCAL ENVIRONMENT

### **HISTORICAL PERSPECTIVE**

The Air Force has always had to balance what we can do (capability), how much we have to do it with (capacity), and how well trained and responsive we need to be (readiness). However, over time our trade space has been shrinking. As an Air Force, with respect to aircraft and personnel, we are on course to be the smallest since our inception in 1947. After peaking at 983,000 active component Airmen in 1952, we have consistently gotten smaller. While the military as a whole has grown since 9/11, the Air Force has further reduced our active component end strength from 354,000 to just over 327,600 today. Also, the Air Force post-war budget drawdowns in the 1950s and 1970s were followed by major acquisition programs that fielded most of our current missile, bomber, tanker, fighter, and cargo inventory, yet post 9/11 investments have replaced less than five percent of the currently active combat aircraft. Since 1990, our aircraft inventory has decreased from 9,000 to 5,400 aircraft, and the average aircraft age has increased from 17 to 27 years. Additionally, since 1962, our annual budget's non-Blue Total Obligation Authority (TOA) (funding that the Air Force does not control and cannot use to balance other requirements) has risen to more than 20 percent of our total Air Force TOA.

This narrow trade space and constrained funding leave no room for error. Past drawdown strategies suggest that the Air Force should prioritize high-end combat capabilities; near-term procurement of highly capable and cost-effective weapons and munitions as force multipliers; and long-term research and development for the next-generation weapon delivery platforms. Simultaneously, we must gain and maintain readiness across the full range of operations.

### **FISCAL REALITIES**

In fiscal year 2015 (FY15), the Air Force must be able to execute national defense requirements while also recovering from the impacts of FY13 sequestration, and adjusting to the FY14 Bipartisan Budget Act (BBA) funding levels and the uncertainty in the future years planned budget top line for FY16 and beyond. We are working hard to make the right choices that maximize each taxpayer dollar and ensure we can meet national security needs today and in the future.

### **EFFECTS OF FY13 BUDGET AND SEQUESTRATION**

The magnitude of the cuts generated in FY13 by sequestration was difficult to absorb in the short term. We stood down 31 active component squadrons for more than three months. We initiated civilian furloughs, putting extreme stress on the workload and personal finances of our civilian workforce. We cut maintenance of our facilities, in many cases by 50 percent, and delayed major maintenance actions, including depot aircraft overhauls.

With support from Congress, the Air Force was able to realign \$1.7 billion into operations accounts. This allowed us to cover our overseas contingency operations requirements and enabled us to resume flying operations, but these budget adjustments came at a sacrifice to future weapon system modernization. Of the units affected by the FY13 sequestration, only about 50 percent have returned to their already degraded pre-sequestration combat ready proficiency levels, and it will take years to recover from the weapon system sustainment backlog.

## FY14 GAME PLAN

Though the BBA and the FY14 Appropriations Act provided partial sequestration relief in FY14, and some help for FY15, they do not solve all of our problems. The additional funds help us reverse our immediate near-term readiness shortfalls and enable the Air Force to build a plan that mostly shields our highest priorities, including: flying hours; weapon system sustainment; top three investment programs; and key readiness requirements such as radars, ranges, and airfields. However, the tightening fiscal caps combined with the abrupt and arbitrary nature of sequestration clearly drove the Air Force into a “ready force today” versus a “modern force tomorrow” dilemma, forcing us to sacrifice future modernization for current readiness.

This dilemma is dangerous and avoidable and will continue to be a threat in 2015 and beyond. If given the flexibility to make prudent cuts over time and avoid sequestration, we can achieve significant savings and still maintain our ability to provide *Global Vigilance*, *Global Reach*, and *Global Power* for the Nation.

## FY15 AND BEYOND - LONG RANGE VISION

The FY15 President’s Budget (PB) is our effort to develop and retain the capabilities our Nation expects of its Air Force within the constraints placed upon us. The least disruptive and least risky way to manage a post-war drawdown is to wait until the end of the conflict to reduce spending and to provide a ramp to the cuts. Sequestration provides no such ramp. However, the FY15 PB in conjunction with the BBA does allow for a more manageable ramp, as seen in Chart I, *Air Force Budget Projections*. This funding profile allows us to move toward balance between capability, capacity, and readiness.

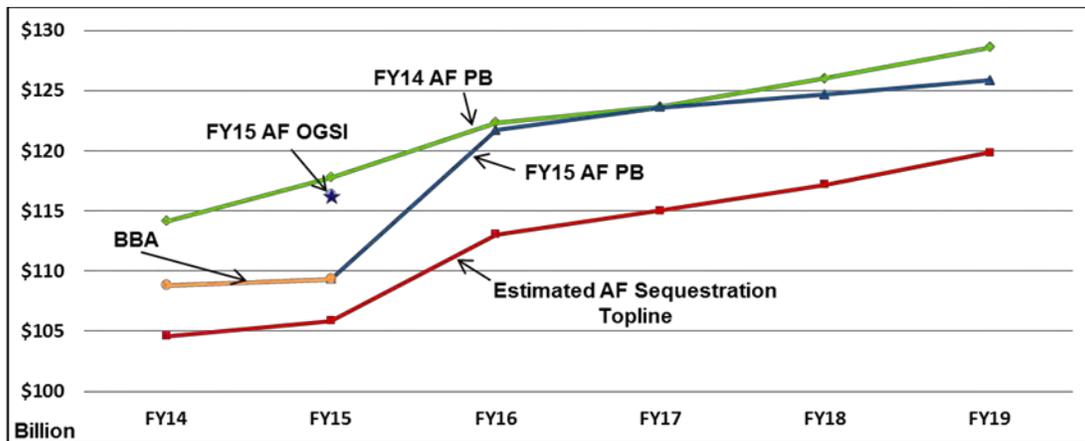


Chart I: Air Force Budget Projections

Maintaining the FY15 PB top line level of funding will provide the time and flexibility to make strategic resourcing choices to maximize combat capability from each taxpayer dollar. If we continue to be funded at the FY15 PB top line level we can continue a gradual path of recovery to full-spectrum combat readiness, preserve munitions inventories, and protect investments such as the new training aircraft system and the next generation of space-based systems. Additionally, the President has proposed an additional Opportunity, Growth, and Security Initiative (OGSI) to accompany the FY15 Budget Request. For the Air Force, this \$7 billion additional investment would enhance our readiness posture, enable us to fund critical modernization programs, accelerate recapitalization efforts, and improve our installations and bases.

A sequestration-level budget would result in a very different Air Force. We are aggressively seeking innovative cost savings and more efficient and effective ways of accomplishing our missions, however these initiatives will not be sufficient to reach sequestration funding levels. To pay the sequestration-level bill we will have to sacrifice current tanker and ISR capacity by divesting KC-10 and RQ-4 Block 40 fleets, all of our major investment programs will be at risk, and our readiness recovery will be significantly slowed due to required cuts in weapon system sustainment and ranges.

## FY15 BUDGET DECISION METHODOLOGY

During the development of the FY15 budget submission, the Air Force took a bold but realistic approach to support the Air Force 2023 framework and the 2012 Defense Strategic Guidance, as updated during deliberations on the 2014 QDR. To do this within fiscal guidance, including the Strategic Choices and Management Review, we had to make difficult trades between force structure (capacity), readiness, and modernization (capability). As a result, the Air Force established four guiding principles to steer our strategy and budget process.

- (1) We must remain ready for the full-spectrum of military operations;
- (2) When forced to cut capabilities (tooth), we must also cut the associated support structure and overhead (tail);
- (3) We will maximize the contribution of the Total Force; and
- (4) Our approach will focus on the unique capabilities the Air Force provides the joint force, especially against a full-spectrum, high-end threat.

When building the budget, there were no easy choices. We divested fleets and cut manpower that we would have preferred to retain. We focused on global, long-range, and multi-role capabilities, especially those that can operate in contested environments, which meant keeping key recapitalization programs on track. We made these choices because losing a future fight to a high-end adversary would be catastrophic.

## **FULL-SPECTRUM READINESS**

Because of our global reach, speed of response, and lethal precision, the Air Force is the force that the Nation relies on to be first in for the high-end fight. This is our highest priority. To do this we must be ready across the entire force. This means we need to have the right number of Airmen, with the right equipment, trained to the right level, in the right skills, with the right

amount of support and supplies to successfully accomplish what the President tasks us to do in the right amount of time...and survive.

Over the past 13 years, the Air Force has performed exceptionally well during combat operations in Iraq and Afghanistan. However, these operations have focused on missions conducted in a permissive air environment and with large footprints for counterinsurgency. This left insufficient time or resources to train across the full range of Air Force missions, especially missions conducted in contested and highly contested environments. To ensure success in future conflicts, we must get back to full-spectrum readiness. We can only get there by funding critical readiness programs such as flying hours, weapon system sustainment, and training ranges, while also balancing deployments and home-station training—in short, reducing operational tempo. This will not be a quick fix; it will take years to recover. If we do not train for scenarios across a range of military operations, including a future high-end fight, we accept unnecessary risk. Risk for the Air Force means we may not get there in time, it may take the joint team longer to win, and our military service members will be placed in greater danger.

## **FLEET DIVESTMENT**

Given the current funding constraints, the Air Force focused on ways to maximize savings while minimizing risk to our joint forces and our ability to support national defense requirements. Every aircraft fleet has substantial fixed costs such as depot maintenance, training programs, software development, weapons integration, spare parts, and logistics support. Large savings are much more feasible to achieve by divesting entire fleets rather than making a partial reduction to a larger fleet. This allows us to achieve savings measured in the billions rather than “just” millions of dollars.

Upon first glance, divesting an entire fleet is undesirable because it removes all of a fleet’s capabilities from our range of military options. For example, divesting the A-10 causes a loss of combat-tested aircraft optimized to conduct the close air support mission. However, the A-10 cannot conduct other critical missions, such as air superiority or interdiction, and cannot survive in a highly contested environment. Air superiority, which gives ground and maritime forces freedom from attack and the freedom to attack, is foundational to the way our joint force fights. It cannot be assumed, must be earned and is difficult to maintain. One of the dramatic advantages of airpower in a major campaign is its ability to eliminate second echelon forces and paralyze the enemy's ability to maneuver. As the Air Force becomes smaller, we must retain multi-role aircraft that provide greater flexibility and more options for the joint force commander.

Another example is the Air Force's U-2 and RQ-4 Global Hawk Block 30, high-altitude ISR aircraft. The U-2 has been the combatant commanders’ high-altitude ISR platform of choice due to its exceptional reliability, flexibility, survivability, and sensor capabilities. In the current fiscal environment, the Air Force cannot afford to maintain both platforms. While both have performed marvelously in Afghanistan and other theaters worldwide, the Global Hawk RQ-4 Block 30 provides unmatched range and endurance and, after multiple years of focused effort, now comes at a lower cost per flying hour. With responsible investment in sensor enhancements, the Global Hawk RQ-4 Block 30 can meet high-altitude, long endurance ISR

requirements. Therefore, long-term affordability after near-term investments provides a stronger case for the RQ-4 Global Hawk Block 30 in a constrained funding environment.

To support combatant commanders and act as good stewards for the taxpayer, we need to divest entire fleets of aircraft to achieve large savings while preserving the capabilities the Air Force uniquely provides to the joint force.

### **ACTIVE COMPONENT/RESERVE COMPONENT (AC/RC) MIX**

American Airmen from each component — Regular Air Force, Air National Guard, and Air Force Reserve — provide seamless airpower on a global scale every day. The uniformed members of today's Total Force consist of approximately 327,600 Regular Air Force Airmen, 105,400 Air National Guardsmen, and 70,400 Air Force Reserve Airmen actively serving in the Selected Reserve, as authorized by the FY14 National Defense Authorization Act (NDAA). Over the past two decades, to meet combatant commander requirements and the demands of recurring deployments, the Air Force has increasingly called upon its Total Force. This elevated use of the Air National Guard and Air Force Reserve has transformed a traditionally strategic reserve force into a force that provides operational capability, strategic depth, and surge capacity. As the Air Force becomes smaller, each component will increase reliance on one another for the success of the overall mission.

To meet Department of Defense (DoD) strategic guidance for a leaner force that remains ready at any size, the Air Force plans to remove approximately 500 aircraft across the inventories of all three components, saving over \$9 billion. Additionally, the Air Force has instituted an analytical process of determining the proper mix of personnel and capabilities across the components to meet current and future requirements within available resources. Air Force leadership representing the active and reserve components, including adjutants general, teamed to develop the Air Force FY15 Total Force Proposal (TFP-15) that preserves combat capability and stability for our Total Force. Taking into account recent lessons learned and existing fiscal realities, this compilation of actions maximizes every dollar and leverages opportunities to move personnel and force structure into the reserve component, while still preserving capability and capacity across all three components. To do this, the Air Force plans to transfer aircraft from the active component to the Air National Guard and the Air Force Reserve, including the transfer of flying missions to locations that would otherwise have no mission due to fleet divestments. This effort helps the Air Force maintain combat capability within mandated budgetary constraints by using the strength and unique capabilities of the Guard and Reserve components to make up for capabilities lost as active duty end strength declines, a concept known as compensating leverage. Leaders from all three components developed the TFP-15 plan which accomplishes these objectives using the following principles as guidelines:

- Where possible, replacing divested force structure with like force structure (e.g., A-10 with F-16 );
- Adding similar force structure without driving new military construction;
- Adding same-type force structure to units where possible and returning mission sets to locations where they were previously located;

- Considering opportunities to realign force structure to the reserve component prior to any decision to completely divest aircraft; and
- Considering new aircraft deliveries as options for mission transition at uncovered locations.

In January 2013, as part of the Air Force's effort to optimize the capabilities of the active and reserve components, the Secretary of the Air Force (SecAF) and the Chief of Staff of the Air Force (CSAF) established the Total Force Task Force (TF2) to explore and leverage the unique strengths and characteristics of each component. This task force conducted a comprehensive review of Total Force requirements, offered ideas for improving collaboration between the three components, and gave us a starting point for future Total Force analysis and assessment efforts. To continue the body of work initiated by the TF2, and facilitate a transition to a permanent staff structure, the CSAF directed the stand-up of a transitional organization, the Total Force Continuum (TF-C), on October 1, 2013. The TF-C is continuing to develop and refine decision support tools that will help shape and inform the FY16 budget deliberations.

The Air Force has made great strides in understanding how a three-component structure can operate as a powerful, efficient, and cost-effective Service that maximizes the integrated power of our air, space, and cyberspace forces. This needs to be the way we do business, without even thinking about it. We will continue to seek ways to strengthen and institutionalize the collaboration and cooperation between the components, including reviewing the National Commission on the Structure of the Air Force's findings. Our initial examination of the Commission's report suggests a great deal of symmetry between many of their recommendations and current Air Force proposals for the way ahead. The Air Force is committed to ensuring that our Total Force is fully synchronized to deliver an unparalleled array of airpower anywhere in the world.

## **RECAPITALIZATION VS. MODERNIZATION**

One of the most critical judgments in building the Air Force plan for 2015 and beyond was how to balance investment in our current aging fleet against the need to buy equipment that will be viable against future adversaries. Forced to make tough decisions, we favored funding new capabilities (recapitalization) over upgrading legacy equipment (modernization). We cannot afford to bandage old airplanes as potential adversaries roll new ones off the assembly line. For example, the backbone of our bomber and tanker fleets, the B-52 and KC-135, are from the Eisenhower era, and our 4th generation fighters average 25 years of age. That is why our top three acquisition priorities remain the KC-46A aerial tanker, the F-35A Joint Strike Fighter, and the Long Range Strike Bomber (LRS-B).

The KC-46A will begin to replace our aging tanker fleet in 2016, but even when the program is complete in 2028 we will have replaced less than half of the current tanker fleet and will still be flying over 200 KC-135s. Similarly, our average bomber is 32 years old. We need the range, speed, survivability, and punch that the LRS-B will provide. Tankers are the lifeblood of our joint force's ability to respond to crisis and contingencies, and bombers are essential to keeping our Air Force viable as a global force. In our FY15 budget submission, we have fully funded these programs.

The F-35A is also essential to any future conflict with a high-end adversary. The very clear bottom line is that a 4th generation fighter cannot successfully compete with a 5th generation fighter in combat, nor can it survive and operate inside the advanced, integrated air defenses that some countries have today, and many more will have in the future. To defeat those networks, we need the capabilities the F-35A will bring. In response to tightening fiscal constraints, the Air Force has deferred four F-35As in the Future Years Defense Program (FYDP). If the President's projected top-line enhancements are not realized, and future appropriations are set at sequestration-levels, the Air Force may lose up to 19 total F-35As within the FYDP.

Moving forward, we cannot afford to mortgage the future of our Air Force and the defense of our Nation. Recapitalization is not optional—it is required to execute our core missions against a high-end threat for decades to come.

## MAKING EVERY DOLLAR COUNT

### **PROGRAM STEWARDSHIP**

The Air Force and our Airmen are committed to being good stewards of every taxpayer dollar. One way we are doing this is by making sound and innovative choices to maximize combat capability within available resources. Recently, the Air Force announced its intent to proceed with the program to ensure the continued availability of the Combat Rescue Helicopter (CRH). The CRH contract award protects a good competitive price and effectively uses the \$334 million Congress appropriated to protect the program.

Another example of maximizing the bang out of each taxpayer buck is the KC-46A tanker contract. The recapitalization of the Air Force's tanker fleet is one of our top three priorities, and the fixed-price contract for 179 aircraft represents an outstanding return on investment for the Air Force and the American people. The program is currently on track in cost, schedule, and technical performance, and in the FY15 PB we were able to save \$0.9 billion in KC-46A Aircrew Training System and other KC-46A program risk adjustments based on successes to date. Keeping this program on a stable funding path is imperative to meeting our contractual obligations and ultimately to our Air Force's ability to meet national defense requirements.

The Air Force remains committed to delivering space capabilities at a better value to the taxpayer. In cooperation with Congress and the office of the Secretary of Defense, we have used the Efficient Space Procurement strategy to drive down costs of two key satellites, Space-Based Infrared System (SBIRS) and Advanced Extremely High Frequency (AEHF). Through stable research and development funding, block buys, and fiscal authority to smooth our spending profile combined with strong contracting and negotiation approaches using fixed price contracts and "should cost" reviews, the Air Force has been able to achieve significant savings. For satellites 5 and 6 of the AEHF program, these practices reduced Air Force budget requirements \$1.6 billion<sup>1</sup> from the original independent cost estimate of the Cost Assessment and Program Evaluation office (CAPE). For SBIRS 5 and 6 these practices have already reduced the budget

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<sup>1</sup> FY12-FY17 savings

\$883 million<sup>2</sup> from the original CAPE estimate and negotiations are still ongoing. Since our policy is to fund to the CAPE independent cost estimates, these savings are real dollars that are now available to reduce the pressure on our budget.

Perhaps the best results are on the Evolved Expendable Launch Vehicle (EELV) program where we have used competition, long term contracts (where there is only one provider), and good understanding of costs to get better deals for the government. This year's budget reduces the program by \$1.2 billion. Combined with prior year Air Force reductions and savings for the National Reconnaissance Office, we have reduced the total program by \$4.4 billion since its "high water mark" in the FY12 budget. The Air Force remains committed to driving competition into the launch business and we are actively supporting new entrants in their bids for certification. At the same time we must maintain our commitment to mission assurance that has resulted in unprecedented success. We have had 68 successful EELV launches and 30 additional successful National Security Space launches in a row, but we know that the only launch that matters is the next one.

These are just a few examples of how the Air Force is optimizing our allocated resources. Good stewardship of the taxpayer's dollars demands we look for more efficient ways to accomplish the mission as an inherent part of our program and budget decision-making process every year.

## **ENERGY**

To enhance mission capability and readiness, the Air Force is diligently managing our resources including our demand for energy and water. By improving the efficiency of our processes, operations, facilities, and equipment, the Air Force can generate cost savings and decrease our reliance on foreign energy sources. The Air Force has reduced its facility energy consumption by 20 percent since 2003 and has instituted a number of fuel saving initiatives, reducing the amount of fuel our aircraft have consumed by over 647 million gallons since 2006. Additionally, we are investing \$1.4 billion across the FYDP for next generation jet engine technology that promises reduced fuel consumption, lower maintenance costs, and helps ensure a robust industrial base. By instituting aircraft and installation efficiencies over the past five years, we avoided an energy bill \$2.2 billion higher in 2013 than it would have been otherwise.

## **BASE REALIGNMENT AND CLOSURE (BRAC)**

As we make efforts to become more efficient by improving and sustaining our installations, we also recognize we carry infrastructure that is excess to our needs. The Air Force is fully involved in the office of the Secretary of Defense led European Infrastructure Consolidation efforts. Since 1990, the Air Force has decreased European main operating bases from 25 to 6, returning more than 480 sites to their respective host nations and reduced Air Force personnel in Europe by almost 70 percent. While we have made large reductions in base infrastructure overseas, and previous BRAC rounds made some progress in reducing U.S. infrastructure, we still spend more than \$7 billion operating, sustaining, recapitalizing, and modernizing our physical plants across the Air Force each year. While our best efforts to use innovative programs have paid dividends,

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<sup>2</sup> FY13-FY18 savings

such as recapitalizing our housing through privatization and pursuing public-public and public-private partnerships, we continue to spend money maintaining excess infrastructure that would be better spent recapitalizing and sustaining weapons systems, training for readiness, and investing in our Airmen's quality of life needs. The Air Force has limited authority under current public law to effectively consolidate military units or functions and then divest real property when no longer needed. To save considerable resources, we request BRAC authority in 2017.

## **MILITARY COMPENSATION**

Military compensation has risen over the last decade and has helped the Air Force to recruit and retain a world class force in the midst of an extended period of high operations tempo. To sustain the recruitment and retention of Airmen committed to serve the Nation, military compensation must remain highly competitive. However, in light of projected constraints on future defense spending DoD needs to slow the rate of growth in military compensation in order to avoid deeper reductions to force structure, readiness, and modernization efforts critical to support the warfighter and the national defense. The Air Force supports the military compensation recommendations and will reinvest the savings back into readiness to provide our Airmen with the necessary resources to remain the best equipped and best trained Air Force in the world.

## **AIRMEN**

### **INNOVATIVE FORCE**

We are the best Air Force in the world because of our Airmen. We continue to attract, recruit, develop, and train Airmen with strong character who are honor bound, on and off-duty, by the Air Force's core values of *Integrity First*, *Service Before Self*, and *Excellence in All We Do*. We depend on a workforce that leads cutting-edge research, explores emerging technology areas, and promotes innovation across government, industry, and academia.

The budgetary constraints in FY14 and beyond force the Air Force to become smaller. However, as we shrink, we must continue to recruit and retain men and women with the right balance of skills to meet Air Force mission requirements, and maintain a ready force across the full-spectrum of operations. Attracting science, technology, engineering, and mathematics (STEM) talent to our civilian workforce has been hampered by furloughs, hiring and pay freezes, and lack of professional development opportunities. Despite fiscal constraints, the Air Force needs to continue to attract and nurture our Nation's best and brightest into both our military and our civilian workforces, because it is our innovative Airmen who continue to make our Air Force the best in the world.

### **AIRMEN AND FAMILY SUPPORT**

Airmen and their families are our most important resource. We are committed to fostering a culture of dignity and respect, and to ensuring an environment where all Airmen have the opportunity to excel. As a result, the Air Force will preserve our core services programs (fitness, childcare, and food services) and warfighter and family support programs. Unfortunately, the

budget environment necessitates consequential reductions to morale, welfare, and recreation programs at U.S.-based installations to affect cost savings. We will do so in a manner that provides commanders as much flexibility as possible to respond to their individual military community needs and unique geographic situations.

## **AIR FORCE SEXUAL ASSAULT PREVENTION AND RESPONSE**

The Air Force's mission depends on Airmen having complete trust and confidence in one another. Our core values of *Integrity*, *Service* and *Excellence*, define the standard. Sexual assault is absolutely inconsistent and incompatible with our core values, our mission, and our heritage. As such, our SAPR program is a priority both for ensuring readiness and taking care of our Airmen.

During the last year, the Air Force has worked hard to combat sexual assault. We have invested in programmatic, educational, and resourcing efforts aimed at reinforcing a zero tolerance environment. Our SAPR office now reports directly to the Vice Chief of Staff of the Air Force. We revamped our wing and group commanders' and senior non-commissioned officers' sexual assault response training courses, established full-time victim advocates with comprehensive training and accreditation requirements, and implemented the Defense Sexual Assault Incident Database to streamline data collection and reporting efforts.

The Air Force has been DoD's leader in special victim capabilities, particularly with the success of the Air Force's Special Victim's Counsel (SVC) program. The SVC program provides victims with a dedicated legal advocate whose sole job is to help the victim through the often traumatizing legal process following an assault. So far the results have been exceptional. Since the program's implementation, more than 565 Airmen have benefited from SVC services, and in FY13, 92 percent of the victims reported that they were "extremely satisfied" with SVC support. Due to its success, the Secretary of Defense has directed all Services to stand up similar SVC programs. The Air Force has also established a team of 10 Special Victims' Unit senior trial counsels and 24 Air Force Office of Special Investigations agents who have received advanced education and training to work sexual assault cases.

Providing a safe, respectful, and productive work environment free from sexual innuendo, harassment, and assault is the responsibility of every Airman, and the Air Force is committed to realizing this vision.

## **DIVERSITY**

The Nation's demographics are rapidly changing, and the makeup of our Air Force must reflect and relate to the population it serves. To leverage the strengths of diversity throughout our Air Force, our leaders must develop and retain talented individuals with diverse backgrounds and experiences, and create inclusive environments where all Airmen feel valued and able to contribute to the mission. Air Force decision-making and operational capabilities are enhanced by enabling varied perspectives and potentially creative solutions to complex problems. Moreover, diversity is critical for successful international operations, as cross-culturally competent Airmen build partnerships and conduct the full range of military operations globally.

The competition for exceptional diverse talent will remain fierce. To compete with other government agencies and the business sector to attract and recruit the Nation's finest talent, the Air Force must develop an accessions strategy that taps new markets of diverse, high performing youth. In a similar sense, the Air Force must continue targeted development of existing talent, and continue to promote a comprehensive mentorship program that trains all Airmen to view operational problems and opportunities through a diversity lens.

## **FORCE MANAGEMENT**

In FY14 and FY15, we will implement a number of force management programs designed to reduce the overall size of the force while maintaining our combat capability. The goal of these programs is to make reductions through voluntary separations and retirements, maximizing voluntary incentives to ensure a smooth transition for our Airmen. To meet current funding constraints, significant reductions in total end strength over the FYDP are required, and may impact up to 25,000 Airmen. These reductions are driven largely by the divestiture of associated force structure and weapons systems, headquarters realignment, and a rebalancing of aircrew-to-cockpit ratios in a post-Afghanistan environment. Realignment efforts will also reduce Headquarters Air Force funding by 20 percent immediately and combatant command headquarters funding through a 4 percent annual reduction reaching 20 percent by FY19. We have developed a plan to retain high performing Airmen so that we can accomplish the mission our Nation expects.

## **AMERICA'S AIR FORCE**

### **A GLOBAL, READY FORCE**

Over the past 35 years, the Air Force has been called upon more than 150 times to conduct combat or humanitarian operations in more than 50 countries around the world. It is impossible to predict when America will call on its Air Force next. It is our job to be ready.

The evolving complexity and potentially quick onset of warfare means that future conflicts will be a "come as you are" fight. There will be precious little time to "spin up" units that are unready to carry out their designated missions. Currently, the combatant commanders' requirement for fighter squadrons essentially equals the number of squadrons in the Air Force, and the requirement for bomber aircraft and ISR platforms is much greater than the number currently in the inventory. In simple economic terms, our supply across Air Force capabilities is less than or equal to the demand. Tiered readiness is not an option; your Air Force is either ready or it is not.

### **AIR FORCE CORE MISSIONS**

Airmen bring five interdependent and integrated core missions to the Nation's military portfolio. These core missions have endured since President Truman originally assigned airpower roles and missions to the Air Force in 1947. While our sister Services operate efficiently within the air, space, and cyber domains, the Air Force is the only Service that provides an integrated capability on a worldwide scale. Although the way we operate will constantly evolve, the Air Force will

continue to perform these missions so that our military can respond quickly and appropriately to unpredictable threats and challenges.

### **Air and Space Superiority...Freedom from Attack and the Freedom to Attack**

Air and space superiority has long provided our Nation an asymmetric advantage. The Air Force's FY15 budget request focuses on the capabilities necessary to ensure we can provide the theater-wide air and space superiority our combatant commanders require.

Since April 1953, roughly seven million American service members have deployed to combat and contingency operations all over the world. Thousands of them have died in combat. Not a single one was killed by bombs from an enemy aircraft. Air superiority is a fundamental pillar of airpower and a prerequisite to the American way of modern, joint warfare—we cannot fail. In calendar year 2013 (CY13), the Air Force flew over 27,000 air superiority sorties, accounting for over 37,000 flight hours. These sorties directly supported critical missions, such as homeland air sovereignty with Operation NOBLE EAGLE and the protection of the President of the United States. Additionally, the Air Force flew numerous Theater Security Posture missions in the Central Command and Pacific Command areas of responsibility.

To ensure we can provide unmatched air superiority capability and manage the risk associated with combat force reductions and emerging advanced technologies, the Air Force is modernizing munitions and platforms. In FY15, the Air Force continues to invest in the AIM-120D and AIM-9X air-to-air missiles and develop new munitions to address future threats. Upgrades to the F-22 program and the procurement of the F-35A will also provide required capabilities to help ensure freedom of movement in contested environments. Continued upgrades to 4th generation platforms, such as the Joint Air-to-Surface Standoff Missile Extended Range for the F-16, are also necessary to ensure sustained viability in the future. These added capabilities will ensure the Air Force is prepared to survive today and meet tomorrow's challenges for control of the air.

America's freedom to operate effectively across the spectrum of conflict also includes its ability to exploit space. Every day joint, interagency, and coalition forces depend on Air Force space operations to perform their missions on every continent, in the air, on the land, and at sea. In CY13, the Air Force launched 8 National Security Space (NSS) missions totaling 68 consecutive successful Evolved Expendable Launch Vehicle launches to date and 98 consecutive successful NSS missions. In FY15, the Air Force will acquire three launch services and plans to launch 10 NSS missions. The Air Force will also continue the evaluation and certification of potential new entrants.

The space environment is more congested, contested, and competitive than ever, requiring the Air Force to focus on Space Situational Awareness (SSA). Our SSA modernization efforts include: moving forward with acquisition of the Space Fence (near-Earth SSA capability); defining the Space-Based Space Surveillance follow-on system; fielding the Geosynchronous Space Situational Awareness Program; continuing work with our Australian partners to field an advanced space surveillance telescope (deep-space SSA capabilities); and fielding the Joint Space Operations Center mission system (SSA command and control and data integration and exploitation).

The Air Force remains fully committed to the long-term goal of fostering international relationships and supporting ongoing security efforts with partner nations around the globe. Teaming with allies and partners not only helps cost and risk-sharing, it also increases capability and capacity to support contingency operations. Space is an area in which we have made significant progress in building partnerships.

Underpinning all of these capabilities is our ability to effectively operate in and through cyberspace. The advantages of effective cyberspace operations in speed, ubiquity, access, stealth, surprise, real-time battlespace awareness and information exchange, and command and control are manifest in every Air Force mission area and nearly every mission area has come to depend on them. Global strike; fused intelligence, surveillance, and reconnaissance; force and personnel movement; telemedicine; global logistics; financial systems; joint aerial network linkages; space control; remotely piloted aircraft and vehicle command and control; target deconfliction; fires coordination; and even aspects of national strategic (including nuclear) command and control, rely on cyberspace superiority. Despite the strategic risk this dependence introduces, the advantages to those mission areas are too great to forego, so the Air Force must continue to lead and leverage the advantages of cyberspace superiority.

### **Intelligence, Surveillance, and Reconnaissance...Delivering Decision Advantage**

Air Force globally integrated ISR provides commanders at every level with the knowledge they need to prevent strategic surprise, make decisions, command forces, and employ weapons. Our ISR Airmen identify and assess adversary targets and vulnerabilities from hideouts to bunkers to mobile launchers with greater accuracy than ever seen in the history of warfare. In 2013 alone, Airmen flew over 27,000 ISR missions, enabled the removal of 1,500 enemy combatants from the fight, provided critical adversary awareness and targeting intelligence to U.S. and coalition forces in over 350 troops-in-contact engagements, enhanced battlespace awareness through 630,000 hours of sustained overwatch of tactical forces and communication lines, and identified over 350 weapons caches and explosive devices that would have otherwise targeted American and partner forces. ISR reduces uncertainty about our adversaries and their capabilities, strengthens deterrence, prompts adversaries to act more cautiously, provides intelligence that allows commanders a decision-making advantage, and delivers real-time information on which troops rely to fight effectively and win.

In recent years, the development of Air Force ISR capabilities has focused mainly on meeting the needs of permissive combat environments. In more contested future environments, gaining and maintaining an ISR advantage will become increasingly difficult and even more important. Therefore, the Air Force will focus primarily on enhancing ISR capabilities for operations in contested environments. Accomplishing this will require updating the current mix of ISR assets, while also giving significant and sustained attention to modernizing Air Force ISR systems, capabilities, and analytical capacity.

## **Rapid Global Mobility...Delivery on Demand**

The Air Force's rapid global mobility capability is truly unique. There is no other force in the world that would have the confidence to place its fighting men and women at the end of an 8,000 mile logistical train. The fact that we are able to reliably supply a military force of 100,000<sup>3</sup> troops in a landlocked country half a world away during an active fight is simply amazing.

On any given day, Airmen deliver critical personnel and cargo and provide airdrop of time-sensitive supplies, food, and ammunition on a global scale. Averaging one take-off or landing every two minutes, every day of the year, America's mobility fleet provides a capability unmatched by any air force across the globe. Whether it is sustaining the warfighter in any environment or delivering hope with humanitarian assistance, our Airmen ensure that the whole of government and international partners are strengthened with this unique capability to get assets to the fight quickly, remain in the fight, and return home safely.

In CY13, Airmen flew 26,000 airlift missions, and over the course of 345 airdrops, the Air Force dropped 11 million pounds of combat-enabling sustainment to coalition forces on the ground in Afghanistan. As the linchpin to power projection at intercontinental distances, Air Force tanker crews flew 31,700 missions and aeromedical evacuation crews airlifted 5,163 wounded Soldiers, Sailors, Airmen, Marines, and injured civilians around the globe. Since 9/11, America's tanker fleet has offloaded over 2.69 billion gallons of fuel to joint and coalition air forces, and the Air Force has logged an astounding 194,300 patient movements.

To ensure global reach, the Air Force will continue to protect this vital mission by recapitalizing our aging aerial tanker fleet with the KC-46A, modernizing the inter-theater airlift fleet, and continue supporting the C-130J multi-year procurement contract that will extend beyond FY18.

## **Global Strike...Any Target, Any Time**

The Air Force's nuclear and conventional precision strike forces can credibly threaten and effectively hold any target on the planet at risk and, if necessary, disable or destroy it promptly—even from bases in the continental United States. These forces possess the unique ability to achieve tactical, operational, and strategic effects all in the course of a single combat mission. Whether employed from forward bases or enabled by in-flight refueling, global strike missions include a wide range of crisis response and escalation control options, such as providing close air support to troops at risk, interdicting enemy forces, supporting special operations forces, and targeting an adversary's vital centers. These capabilities, unmatched by any other nation's air force, will be of growing importance as America rebalances its force structure and faces potential adversaries that are modernizing their militaries to deny access to our forces.

In CY13, the Air Force flew 21,785 close air support sorties in Operation ENDURING FREEDOM, including over 1,400 sorties with at least one weapons release. In the rebalance to the Pacific, the Air Force rotated five fighter squadrons and three bomber squadrons to forward

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<sup>3</sup> At their peak, U.S. military forces in Afghanistan consisted of 100,000 military members and over 112,000 contractors. Source: CRS 2011 report "DoD Contractors in Afghanistan and Iraq"

locations in Guam, Japan, and Korea to project power and reassure our regional partners and flew over 43,000 missions bolstering theater security and stability. We continue to invest in the Pacific theater to ensure viability of our Air Force bases through a combination of hardening, dispersal, and active defenses.

The Air Force will focus future efforts on modernizing global strike assets to ensure that American forces are prepared to act when, where, and how they are needed. The multi-role F-35A is the centerpiece of the Air Force's future precision attack capability, designed to penetrate air defenses and deliver a wide range of precision munitions. Procuring the F-35A aircraft remains a top priority, and we plan to achieve initial operational capability in 2016.

The backbone of America's nuclear deterrence is the ICBM fleet. To ensure the ICBM's viability through 2030, the Air Force will invest in updated warhead fuzes, as well as beginning guidance and propulsion modernization programs and modernization of launch facilities and communication centers. While the LRS-B is the bomber of the future, the Air Force will continue to modernize current B-2 and B-52 aircraft to keep these nuclear capabilities viable. The Air Force will ensure we are able to maintain the flexibility to deploy nuclear forces in a manner that best serves our national security interests.

### **Command and Control...Total Flexibility**

Air Force command and control systems provide commanders the ability to conduct highly coordinated joint operations on an unequalled scale. Getting the right information to the right person at the right time is essential to the American way of war. The capability to deliver airpower is also intimately dependent on the ability to operate effectively in cyberspace, a domain in and through which we conduct all of our core missions and which is critical to our command and control. Operations in cyberspace magnify military effects by increasing the efficiency and effectiveness of air and space operations and by integrating capabilities across all domains. However, the Nation's advantage in command and control is under constant attack with new and more capable threats emerging daily in the areas of cyber weapons, anti-satellite systems, and electromagnetic jamming. Our adversaries are making advances by electronically linking their own combat capabilities, which create new military challenges.

To counter these challenges, the Air Force will prioritize development and fielding of advanced command and control systems that are highly capable, reliable, resilient, and interoperable, while retaining the minimum command and control capacity to meet national defense requirements. More importantly, we will recruit and train innovative Airmen with the expertise to build, manage, secure, and advance our complex and diverse command and control systems.

### **CONCLUSION**

Ultimately, our job is to fight and win the Nation's wars. While, the Air Force's FY15 budget submission remains strategy-based, it is also shaped by the fiscal environment. At the levels requested in the President's budget, the Air Force protects the capabilities required to prevail in the more demanding operational environment in years to come. By making tough choices today we set ourselves on a path to produce a ready and modernized Air Force that is smaller, yet still lethal against potential adversaries in the future. Regardless of the strategic tradeoffs made, at

sequestration-levels it is not possible to budget for an Air Force that is capable of simultaneously performing all of the missions our Nation expects. We would end up with a force that is less ready, less capable, less viable and unable to fully execute the defense strategy. While we would still have the world's finest Air Force able to deter adversaries, we would also expect to suffer greater losses in scenarios against more modern threats.

Airpower...because without it, you lose!

# United States Air Force

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Testimony

Before the Senate Appropriations  
Committee, Subcommittee on Defense

## ***Air Force Reserve Posture Statement***

Statement of  
Lieutenant General James F. Jackson,  
Chief of the Air Force Reserve

April 2, 2014



# BIOGRAPHY

## UNITED STATES AIR FORCE

### LIEUTENANT GENERAL JAMES "JJ" JACKSON

Lt. Gen. James "JJ" Jackson is the chief of Air Force Reserve, Headquarters U.S. Air Force, Washington, D.C., and commander, Air Force Reserve Command, Robins Air Force Base, Ga. As chief of Air Force Reserve, he serves as principal adviser on reserve matters to the secretary of the Air Force and the Air Force Chief of Staff. As commander of Air Force Reserve Command, he has full responsibility for the supervision of all U.S. Air Force Reserve units around the world.

The general is a 1978 graduate of the U.S. Air Force Academy. He completed 14 years on active duty, including flying tours in Europe and the Pacific, before joining the Air Force Reserve in 1992. General Jackson has held numerous wing leadership and command positions, as well as staff assignments at Eighth Air Force and Headquarters U.S. Strategic Command, Headquarters Pacific Air Forces, Headquarters U.S. Pacific Command and Headquarters U.S. Air Force.



A career instructor pilot and evaluator, the general is a command pilot with more than 3,600 hours in the F-4 Phantom II, F-16 Fighting Falcon and KC-135R Stratotanker.

#### EDUCATION

1978 Bachelor of Science degree in human factors engineering, U.S. Air Force Academy, Colorado Springs, Colo.

1984 Squadron Officer School, Maxwell Air Force Base, Ala.

1986 Air Command and Staff College, by correspondence

1990 Master of Science degree in aeronautical sciences, Embry-Riddle Aeronautical University

1999 Air War College, by correspondence

2004 Reserve Component National Security Course, National Defense University, Fort Lesley J. McNair, Washington, D.C.

2005 Senior Information Warfare Applications Course, Air University, Maxwell AFB, Ala.

2007 Dual Status Title 10/32 Joint Task Force Commander Course, Northern Command, Peterson AFB, Colo.

2009 Program for Senior Executives in National and International Security, John F. Kennedy School of Government, Harvard University, Cambridge, Mass.

2009 Senior Executive National Security Studies Program and Defense Policy Seminar, Elliott School of International Affairs, George Washington University, Washington, D.C.

## Air Force Reserve Posture Statement 2015

### **ASSIGNMENTS**

1. October 1978 - September 1979, student, undergraduate pilot training, Reese AFB, Texas
2. October 1979 - January 1980, student, T-38B fighter lead-in training, Holloman AFB, N.M.
3. February 1980 - August 1980, F-4D pilot, 306th Tactical Fighter Training Squadron, Homestead AFB, Fla.
4. September 1980 - January 1984, F-4E instructor pilot, 336th Tactical Fighter Squadron, Seymour-Johnson AFB, N.C.
5. February 1984 - January 1985, assistant Chief of Weapons and Tactics, 526th Tactical Fighter Squadron, Ramstein Air Base, West Germany
6. February 1985 - July 1987, F-4E and F-16C standardization and evaluation flight examiner, 86th Tactical Fighter Wing, Ramstein Air Base, West Germany
7. August 1987 - May 1988, chief, Standardization and Evaluation, 80th Tactical Fighter Squadron, Kunsan Air Base, South Korea
8. June 1988 - December 1988, wing weapons and tactics officer, 8th Tactical Fighter Wing, Kunsan Air Base, South Korea
9. January 1989 - March 1991, chief, Surface Attack Inspection Branch, Inspector General, Headquarters Pacific Air Forces, Hickam AFB, Hawaii
10. April 1991 - August 1992, fighter force structure manager, Plans and Programs, Headquarters PACAF, Hickam AFB, Hawaii
11. September 1992 - August 1993, joint air operations staff officer, Pacific Command Operations Directorate, Camp H.M. Smith, Hawaii
12. September 1993 - June 1994, Chief, Scheduling and Training Branch, 465th Tactical Fighter Squadron, Tinker AFB, Okla.
13. July 1994 - June 1997, assistant operations officer, 465th Air Refueling Squadron, Tinker AFB, Okla.
14. July 1997 - October 2000, commander, 465th Air Refueling Squadron, Tinker AFB, Okla.
15. November 2000 - March 2003, assistant to the Director, Operational Plans Directorate, Deputy Chief of Staff for Air and Space Operations, Headquarters U.S. Air Force, Washington, D.C.
16. April 2003 - October 2003, Chief, Concept Development and Strategy Division, Operational Plans and Joint Matters Directorate, Deputy Chief of Staff for Air and Space Operations, Headquarters U.S. Air Force, Washington, D.C.
17. October 2003 - October 2006, mobilization assistant to the Commander, Air Force Doctrine Center, Maxwell AFB, Ala. (March 2006 - June 2006, Commander, Air Force Doctrine Center, Maxwell AFB, Ala.)
18. November 2006 - November 2007, mobilization assistant to the Commander, Air Force District of Washington, Bolling AFB, Washington, D.C.
19. November 2007 - May 2009, mobilization assistant to the Deputy Chief of Staff for Strategic Plans and Programs, Headquarters U.S. Air Force, Washington, D.C.
20. June 2009 - May 2010, mobilization assistant to the Commander, 8th Air Force, Barksdale AFB, La., and Commander, Joint Functional Component Command for Global Strike, U.S. Strategic Command, Offutt AFB, Neb.
21. May 2010 - July 2012, Deputy to the Chief of Air Force Reserve, Headquarters U.S. Air Force, Washington, D.C.
22. July 2012 - present, Chief of Air Force Reserve, Headquarters U.S. Air Force, Washington, D.C., and Commander of Air Force Reserve Command, Robins AFB, Ga.

### **SUMMARY OF JOINT ASSIGNMENTS**

1. September 1992 - August 1993, joint air operations staff officer, Pacific Command Operations Directorate, Camp H.M. Smith, Hawaii, as a major
2. June 2009 - May 2010, mobilization assistant to the Commander, 8th Air Force, Barksdale AFB, La., and Commander, Joint Functional Component Command for Global Strike, U.S. Strategic Command, Offutt AFB, Neb., as a major general

### **FLIGHT INFORMATION**

Rating: Command pilot

Flight hours: More than 3,600 hours

Aircraft flown: T-37/38, T-38B, F-4D/E, F-16A/B/C/D and KC-135R

**MAJOR AWARDS AND DECORATIONS**

Distinguished Service Medal with oak leaf cluster  
Legion of Merit with oak leaf cluster  
Meritorious Service Medal with three oak leaf clusters  
Aerial Achievement Medal with oak leaf cluster  
Air Force Commendation Medal with two oak leaf clusters

**EFFECTIVE DATES OF PROMOTION**

Second Lieutenant May 31, 1978  
First Lieutenant June 1, 1980  
Captain June 1, 1982  
Major Feb. 28, 1989  
Lieutenant Colonel June 13, 1996  
Colonel July 1, 2000  
Brigadier General Jan. 1, 2006  
Major General Feb. 3, 2009  
Lieutenant General July 30, 2012

(Current as of February 2013)

## Introduction

Mr. Chairman and distinguished members of the Subcommittee, thank you for the opportunity to appear before you. I'm honored to represent America's Citizen Airmen as the Chief of the Air Force Reserve and Commander, Air Force Reserve Command (AFRC). The Air Force Reserve is a combat-ready force, composed of more than 70,000 Citizen Airmen, stationed locally at over 60 locations throughout the United States and serving globally for every Combatant Command in air, space and cyberspace.

Today's Air Force Reserve is a cost-efficient and mission-effective force, providing the nation with operational capability, strategic depth and surge capacity, both overseas and here at home. The inherent flexibility of the Air Force Reserve is further enhanced by being an integrated Total Force partner in every Air Force core mission: Air and Space Superiority; Global Strike; Rapid Global Mobility; Intelligence, Surveillance, and Reconnaissance (ISR); and Command and Control. By building upon over six decades of history, especially from the past two decades of sustained combat operations, the Air Force Reserve is incorporating the lessons learned from yesteryear to be ready for today's joint fight, while preparing for tomorrow's.

In my statement, I will discuss today's Air Force Reserve and its direction for the future. However, first I would like to briefly revisit our history in order to address a recent report to the President and Congress by the National Commission on the Structure of the Air Force (NCSAF). Specifically, I wish to address the Commission's recommendation to "disestablish Air Force Reserve Command" and "inactivate the Reserve Numbered Air Forces, wings, and squadrons."<sup>1</sup>

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<sup>1</sup> National Commission on the Structure of the Air Force. *Report to the President and Congress of the United States*. Washington, DC, January 30, 2014, 32.

## **Historical Perspective**

In recent history, after almost every major period of conflict, a defense budget drawdown has occurred. Many times, this coincided with a change to the Air Force Reserve to cost-effectively help preserve our nation's combat capability. In each subsequent conflict, our nation reaped the benefits of these thoughtful changes and deliberate investments in the Air Force Reserve.

Following WWII, government spending was cut from a high of 44 percent of the Gross National Product in 1944 to less than 8 percent in 1947. This historic shift marked a strategic turning point and led to the formal establishment of the Air Force Reserve in 1948 by President Harry Truman.<sup>2</sup> Veterans had training and experience that could be captured and organized in a Reserve unit, for a relatively small cost, thus generating a greater return on taxpayer investment. Two years later, this investment paid off when 146,000 Air Force Reservists were called to duty in support of the Korean War.

During the Cold War, we witnessed the 1961 Berlin Crisis and the Cuban Missile Crisis during which President Kennedy mobilized the Air Force Reserve. Congress, recognizing the importance of Reserve contributions, passed the Reserve Forces Bill of Rights and Vitalization Act (Public Law 90-168), which established the Office of the Air Force Reserve in 1968, led by the Chief of the Air Force Reserve.<sup>3</sup>

The Air Force Reserve participated in the Vietnam War from January 1965 when it extended transpacific missions for the Military Airlift Command through June 1975 when the Reserve flew thousands of sorties supporting the Indochina Refugee Airlift. The end of the

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<sup>2</sup> Gerald T. Cantwell, *Citizen Airman: A History of the Air Force Reserve, 1946-1994*, (Air Force History and Museums Program, 1997), 67.

<sup>3</sup> *Ibid*, 238.

Vietnam War resulted in the adoption of the Total Force concept, further validating the value of the Reserve Component. As then Secretary of Defense Melvin Laird recognized in the August 21, 1970 “Support for Guard and Reserve Forces” memorandum, “Application of the [Total Force] concept will be geared to recognition that in many instances the lower peacetime sustaining costs of reserve force units, compared to similar active units, can result in a larger total force for a given budget or the same size force for a lesser budget.”<sup>4</sup> The Total Force concept further ensured the combat capacity required by our nation.

The 1990s marked another defense budget drawdown, and in conjunction, an increased operational tempo for the Air Force Reserve. Reserve forces deployed for the 1990 Gulf War, with more than 38,000 Air Force Reservists serving. Recognizing the increased reliance on the Reserve Components, and the need to effectively organize, train and equip this critical force structure, Congress directed the Secretary of the Air Force to establish an Air Force Reserve Command with the 1997 National Defense Authorization Act.

Formalizing the functions to organize, train, equip, command and control under Air Force Reserve Command would pay off throughout the next decade. In the hours after the September 11, 2001 attack, the Air Force Reserve helped patrol the skies over America. In the opening hours of Operation ENDURING FREEDOM, Air Force Reservists flew the first fixed-wing aircraft into Afghan airspace in direct support of special operations forces, demonstrating our high level of readiness and, once again, our ability to answer the nation’s call.

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<sup>4</sup> Ibid, 412 (Reprint in Appendix)

## **National Commission on the Structure of the Air Force Report**

This brief historical perspective is provided to demonstrate how, over time, Congress and the nation's leadership have improved the Air Force Reserve's organizational structure, resulting in increased operational readiness levels of both our Citizen Airmen and equipment, such that today's Air Force Reserve is a cost-efficient and mission-effective force for our nation. While the NCSAF report proposed numerous recommendations for the betterment of the Air Force, some of which were previously proposed and are currently being implemented, the notion of disestablishing Air Force Reserve Command and inactivating the Numbered Air Forces, wings and squadrons would, in my opinion, undo six decades of lessons learned and result in an unsustainable Air Force Reserve.

## **Today's Air Force Reserve – Operational Capability, Strategic Depth, Surge Capacity**

A key strength of today's Air Force Reserve is the flexibility of the force, which in my eyes, is no longer defined as an "operational" or "strategic" reserve, but instead by the operational capability, strategic depth and surge capacity we bring to the nation. On any given day in 2013, approximately 5,000 Air Force Reservists were actively serving in support of deployments, contingency taskings, exercises and operational missions. For instance, this past year, the Air Force Reserve's Force Generation Center (FGC) successfully filled over 4,000 Air Expeditionary Force (AEF) requirements, or approximately eight percent of the Air Force's total forces supporting AEF missions, making AFRC the fourth largest Major Command contributor.

The FGC is the "one-stop shop" offering access to Air Force Reserve forces to fill Combatant Commander requirements. The FGC executes requests for capability from force providers, monitors current Combatant Commander support, and tracks the individuals and units

who volunteer or are mobilized. The FGC provides simplified and streamlined access to Title 10, Air Force Reserve forces and is foundational to the administrative control of the force.

*Operational Capability*

Over the past two decades, and especially since 9/11, the Air Force Reserve has served as a critical Total Force partner in delivering Global Vigilance, Global Reach and Global Power. The Air Force Reserve's wide-ranging operational capability serves the diverse needs of every Combatant Commander, whose requirements are as varied as the geographic and functional areas they support. We operate in an expansive environment including a global air domain, a vast space domain, and an ever-evolving cyberspace domain. In some cases, the Air Force Reserve provides our global capability while "deployed at home," such as for space, cyberspace and ISR.

Besides the Air Force Reserve's global responsibilities, we also routinely support the homeland with unique missions, such as 100% of the Air Force's weather reconnaissance (better known as the "Hurricane Hunters") and aerial spray missions, along with a shared mission of aerial firefighting with the Air National Guard. Our relationship with other federal agencies, including the National Weather Service and U.S. Forest Service, demonstrates how federal military and civilian organizations can work together to support the entire nation. Dual-use capabilities such as airlift, aeromedical evacuation and personnel recovery are especially valuable, both in-theater and for homeland support. Additionally, the new mobilization authority commonly known as "12304a" guarantees access to the federal Reserve Component, which can be mobilized to respond to a national emergency or major disaster. Finally, the Air Force Reserve supports with volunteers first, not necessarily requiring mobilization, as we did for last year's Colorado wildfires when we demonstrated, once again, our Citizen Airmen continue to raise their hand and serve when the nation calls.

Air Force Reserve Posture Statement 2015

Below is a chart outlining the Air Force Reserve’s support to all of the Air Force Core Functions, an indicator of how the Air Force values the taxpayer dollar, by putting a diverse portfolio of capability in the cost-efficient Air Force Reserve to take care of the nation’s needs.

<b>Air Force Reserve Support to the Air Force Core Functions</b>	
<p><b>Air Superiority &amp; Global Precision Attack</b></p> <ul style="list-style-type: none"> <li>- Air Superiority: F-22</li> <li>- Bomber: B-52</li> <li>- Close Air Support: A-10</li> <li>- Precision Attack: F-16</li> </ul>	<p><b>Global Integrated Intelligence, Surveillance &amp; Reconnaissance</b></p> <ul style="list-style-type: none"> <li>- Acquisition Intelligence</li> <li>- Airborne Crypto-Linguist</li> <li>- Distributed Common Ground System</li> <li>- HUMINT, SIGINT, GEOINT/MASINT</li> <li>- Remotely Piloted Aircraft: MQ-1, MQ-9, RQ-4</li> <li>- Targeting</li> </ul>
<p><b>Rapid Global Mobility</b></p> <ul style="list-style-type: none"> <li>- Aeromedical Evacuation</li> <li>- Aerial Port</li> <li>- Aerial Firefighting: C-130H MAFFS</li> <li>- Aerial Spray: C-130H 2MASS</li> <li>- Air Refueling: KC-10, KC-135R</li> <li>- Contingency Response Mobile C2</li> <li>- Hurricane Hunters: WC-130J</li> <li>- Operational Support Aircraft: C-40C</li> <li>- Strategic Airlift: C-5, C-17A</li> <li>- Tactical Airlift: C-130H, C-130J</li> </ul>	<p><b>Agile Combat Support</b></p> <ul style="list-style-type: none"> <li>- Acquisitions, Contracting &amp; Finance</li> <li>- Civil Engineering &amp; RED HORSE</li> <li>- Force Support</li> <li>- Law, Chaplain Corps &amp; Historian</li> <li>- Logistics, Fuels, &amp; Maintenance</li> <li>- Medical, Nursing &amp; Dental</li> <li>- OSI &amp; Security Forces</li> <li>- Public Affairs &amp; Combat Camera</li> <li>- Safety</li> <li>- Test &amp; Evaluation</li> </ul>
<p><b>Special Operations</b></p> <ul style="list-style-type: none"> <li>- C-145A, U-28</li> </ul>	<p><b>Personnel Recovery</b></p> <ul style="list-style-type: none"> <li>- HC-130N/P, HH-60G &amp; Guardian Angel</li> </ul>
<p><b>Space Superiority</b></p> <ul style="list-style-type: none"> <li>- GPS</li> <li>- Joint Space Operations Center</li> <li>- Missile Warning</li> <li>- Space Control</li> <li>- Space Professional Education</li> <li>- Weather</li> </ul>	<p><b>Cyberspace Superiority</b></p> <ul style="list-style-type: none"> <li>- Cyberspace Command &amp; Control</li> <li>- Cyberspace Defense - Active and Passive</li> <li>- Cyber Protection Teams</li> <li>- Extend the Net (Combat Communications)</li> <li>- Information Network Operations</li> </ul>
<p><b>Nuclear Deterrence Operations</b></p> <ul style="list-style-type: none"> <li>- Air Refueling: KC-135R</li> <li>- Bomber: B-52</li> </ul>	<p><b>Command and Control</b></p> <ul style="list-style-type: none"> <li>- Air &amp; Space Operations Center</li> <li>- AWACS: E-3</li> </ul>
<p><b>Education &amp; Training</b></p> <ul style="list-style-type: none"> <li>- Aeromedical Evacuation Training</li> <li>- AF Academy Flying and Jump Programs</li> <li>- Basic Military Training</li> <li>- Flight Training: T-1, T-6, T-38, AT-38, F-15E, F-16, A-10, B-52, C-5, C-17, C-130, KC-135, KC-10, MQ-1, MQ-9, RQ-4, C-145A</li> </ul>	<p><b>Building Partnerships</b></p> <ul style="list-style-type: none"> <li>- Combatant Commander Staffs</li> <li>- Security Cooperation &amp; Exercises</li> <li>- Special Operations</li> </ul>

*Strategic Depth*

The Air Force Reserve's strategic depth is found in the more than 70,000 who make up the Selected Reserve. Additionally, in a time of crisis, the President and Secretary of Defense have the ability to call upon an additional 790,000 Airmen from the Individual Ready Reserve, Standby Reserve, Retired Reserve and Retired Active Duty. Over 75% of our Citizen Airmen serve part-time, making us an exceedingly cost-efficient force, even more so when factoring in the intrinsic value derived from the dual-experience gained from a civilian and military career.

Additionally, approximately ten percent of the Air Force Reserve serves as individual reservists throughout the Department of Defense. These Citizen Airmen serve on over 50 staffs, including the Office of the Secretary of Defense, the Joint Staff, the Air Staff, Combatant Commands, Air Force Major Commands, and Intelligence and Defense Agencies. Integrating individual reservists throughout the DoD provides valuable experience and staff continuity. Collectively, the Citizen Airmen of the Air Force Reserve support the decision-makers, joint warfighters and force providers at the tactical, operational and strategic levels of conflict.

*Surge Capacity*

The surge capacity of the Air Force Reserve is derived from our readiness, training and integration with the active duty. First, the Air Force Reserve is a Tier 1 ready force, capable of responding within 72 hours to "fight tonight." This is critical as speed is a decisive factor when crisis erupts. By maintaining daily operational readiness, and by training and being inspected to the same standard as the active duty, the Air Force Reserve can quickly respond to Combatant Commander requirements.

The majority of Air Force Reservists serve alongside our active duty counterparts in association constructs. Approximately two-thirds of the Air Force's Total Force Integration

(TFI) associations are with the Air Force Reserve, a relationship first forged in 1968, with the number of TFIs accelerating after the Base Closure and Realignment Commission of 2005. Associations between the Active Component and Reserve Component represent significant taxpayer value, both in cost savings and improved mission effectiveness, through the sharing of facilities, equipment and aircraft. Integrating with the active duty in this way yields numerous synergistic benefits and adds to the Air Force's strength, including an improved ability to respond with surge capacity at a moment's notice.

### **Tomorrow's Air Force Reserve**

The Air Force Reserve is an integral partner of our three-component Air Force, always evolving to provide our nation the world's premier air, space and cyberspace force. To maintain our readiness and posture, the Air Force Reserve continues to transform itself in four key areas: mission, manpower, modernization and military construction.

#### *Mission*

In 2013, the Air Force Reserve had several "firsts," demonstrating our support not only for today's joint fight, but how we continue to evolve for the joint fight of tomorrow.

Warfighters around the globe are constantly in need of more intelligence, surveillance and reconnaissance support. This past year, the Air Force Reserve activated the 655th ISR Group at Wright-Patterson AFB, Ohio to support ever-evolving combatant commander requirements. The 655th ISR Group now has units covering the full spectrum of intelligence support, from tactical, full-motion video and signals intelligence exploitation to strategic, higher-level analysis and reporting functions.

Also in 2013, the Air Force Reserve helped establish the Air Force Special Operations Air Warfare Center at Hurlburt Field, Florida. This newly created center brings together more

than 500 active duty and reserve Airmen for the special operations mission. The synergistic benefit of this new organization will pay huge dividends for the nation and serves as another valuable example of integrating the Total Force team.

Another one of our successes last year involved the cyberspace mission area. The 960th Cyberspace Operations Group at Joint Base San Antonio-Lackland, Texas stood up as the “center of gravity” for cyberspace operations in the Air Force Reserve. Cyberspace is a man-made domain where the rules and technology continually change at a rapid pace. In this realm, our highly-experienced Citizen Airmen leverage their civilian cyberspace knowledge and military experience to stay on the cutting edge.

Finally, a significant milestone is the 307th Bomb Wing at Barksdale AFB, Louisiana, became the first Reserve unit in Air Force history to be nuclear certified, after they excelled during their initial nuclear surety inspection. Our Citizen Airmen, in close partnership with the active duty, demonstrated their expertise and strong Total Force experience in becoming qualified to perform the Air Force nuclear mission.

These are just a few examples of what the Air Force Reserve provides our nation every day. As the Air Force Reserve looks to the future, we are guided by our Strategic Planning Process, which is an in-depth analysis of missions to best support the Defense Strategic Guidance, as well as other planning and strategic guidance. In today’s fiscal environment, there continues to be more combatant commander requirements than the Air Force can provide. Our Strategic Planning Process aids in determining the best missions to grow and where to divest, within our end strength. “Top-tier” missions for potential growth include rapidly-evolving mission areas such as Space, Cyberspace and ISR, as well as more traditional mission sets

including Rapid Global Mobility and Global Precision Attack. A significant part of our analysis also includes how to best leverage our core strengths, primarily that of our people.

*Manpower*

The Citizen Airmen of the Air Force Reserve are our greatest strength. Their Air Force “service before self” attitude is unwavering. More than three-fourths of our Citizen Airmen joined the Air Force Reserve since 9/11, demonstrating their desire to serve in today’s fast-paced operational environment. Our average retention rate over the past seven years is close to 90 percent. Approximately half of our Citizen Airmen served in the military prior to 9/11, most as active duty members, indicating not just their experience, but also their long-term commitment as “Airmen for Life.”

As we look to the future, the Air Force Reserve will strive to capture the experience and training costs incurred during a member’s active duty service. Our ability to leverage civilian experience from a variety of career fields, from pilots and nurses to space and cyberspace professionals, also adds to the Air Force Reserve’s intrinsic value. Retaining pilot experience remains a priority, but we must also remember the combat-tested warriors across many disciplines and career fields. Lower lifecycle costs further add to our value and are an important consideration when determining component end strength. With sufficient end strength, the Air Force Reserve can retain the years of experience and the nation’s investment in separating active duty Airmen.

I wish to highlight to the Subcommittee a manpower cost simulation tool called ICAM (Individual Cost Assessment Model) that is used to estimate burdened lifecycle and annual manpower cost for each component of the Air Force. The Air Force Reserve teamed with the Air National Guard and the Headquarters Air Force staff to develop this tool, which was

formally adopted by the Air Force. Additionally, ICAM was highlighted in the NCSAF report for its ability to model “individual Airmen over time along the myriad possible career paths beginning with accession and ending at separation from the Air Force (prior to earning retirement benefits) or death.” ICAM’s potential lies not in just its modeling capability, but in the ability to move toward a “common ground” on manpower costs, allowing for more focused effort on the subjective factors, such as capacity and capability, in determining the Air Force’s future force structure.

To best utilize our current manpower, Congressional authority to mobilize up to 60,000 members of the reserve components for preplanned and budgeted missions in support of Combatant Commands (known as 12304b) will be an important factor in the future use of the Air Force Reserve. By utilizing 12304b authority and receiving adequate Military Personnel Appropriation (MPA or “man-day”) funding, predictability can be increased for the reserve component, which is important for Combatant Commanders, Reservists, and their families and employers. This is why we would like to see a separate budget activity code or specific funding line in MPA for “operational support by the Air Reserve Component” as recommended by the NCSAF.

#### *Modernization*

Continually transforming the Reserve Component through modernization is critical to ensuring we are a mission-effective and combat-ready partner across the spectrum of conflict. The Air Force Reserve requires on-going equipment modernization and uses the National Guard and Reserve Equipment Appropriation (NGREA) to maintain leading-edge combat capability on aging equipment. This appropriation enables modernization of critical equipment for our force.

The current top Air Force Reserve procurement priorities are:

### **1. Defensive Systems**

Air Force Reserve aircraft require self-protection suites that are effective against modern anti-aircraft systems. Large Aircraft Infrared Countermeasures (LAIRCM), Aircraft Defensive Systems (ADS) and Missile Warning Systems (MWS) greatly enhance protection and survivability rates for aircraft while conducting operations in high-threat areas.

### **2. Data Link and Secure Communications (Battlefield Situational Awareness)**

The information demands of modern warfare require a fully-integrated data link network. A robust, persistent airborne gateway system and secure line-of-sight (SLOS) / beyond line-of-sight (BLOS) voice and data communications systems support that integrated data link requirement. NGREA funds are being used to install SLOS/BLOS communications in all Air Force Reserve combat-coded aircraft.

#### *Military Construction (MILCON)*

MILCON is also a critical component in the Air Force Reserve's ability to be combat ready for tomorrow's joint fight. The Air Force Reserve is a tenant at over 50 installations, where we maximize taxpayer value by sharing facilities whenever possible. Nevertheless, the Air Force Reserve is in need of MILCON to modernize and consolidate existing infrastructure, as well as accommodate growth into new mission areas. We currently face a validated \$1.4B backlog of unfunded MILCON requirements. For FY15, there are three Air Force Reserve MILCON projects:

- AFRC Consolidated Mission Complex at Robins Air Force Base, Georgia
- Tanker Apron Expansion at Seymour Johnson Air Force Base, North Carolina

- Explosive Ordnance Disposal Training Facility at Naval Air Station Joint Reserve Base Fort Worth, Texas

The Air Force Reserve, like the active duty, is counterbalancing some risk in military construction through operation and maintenance facility sustainment, restoration, and modernization funding. We are recapitalizing aging facilities, promoting consolidation, and demolishing unnecessary, resource-draining facilities to make the best use of our facility footprint.

### **Citizen Airmen – Our Most Valued Resource**

The men and women of the Air Force Reserve are our most valued resource. Our Citizen Airmen have consistently demonstrated their commitment to answer our nation's call. The Air Force Reserve remains committed to these dedicated Airmen, with a constant focus on their well-being and continued success.

We ask America's Citizen Airmen to maintain a unique "reserve-work-life balance" between their Air Force duties, their civilian employer and their families. Maintaining this balance can sometimes be a challenge. Programs such as the Employer Support of the Guard and Reserve (ESGR) and "Hero2Hired.jobs" are critical in helping our Airmen deal with life-changing events such as deploying and transitioning to or from the civilian workforce.

The importance of the Yellow Ribbon Program for our deploying members was demonstrated last fiscal year as 2,273 Air Force Reserve members attended 57 events, along with 3,685 family members. Our member satisfaction rate of 92 percent is a testament to the value of the Yellow Ribbon Program in supporting our Citizen Airmen, their families and employers throughout the deployment cycle. In 2013, the Air Force Reserve's Yellow Ribbon Program was the first to begin using a scanner system to track events and their attendees. Coupled with pre-

and post-event surveys, this provides Yellow Ribbon administrators information to build more effective future events. The result is better programming for breakout sessions and more efficient use of taxpayer dollars.

Additionally, the Air Force Reserve is leveraging today's technology to further support our reserve-work-life balance by offering the Wingman Toolkit, found at <http://AFRC.WingmanToolkit.org/>. The Wingman Toolkit is our online resource designed around comprehensive fitness and the four areas of physical, mental, spiritual and social well-being. Resources include articles, videos, website links, resiliency training, a mobile phone app, a sexual assault resource page, and a "Get Help" bell with the National Suicide Prevention Lifeline for those that may need immediate help. The Wingman Toolkit is one of many efforts to ensure our Citizen Airmen's comprehensive fitness, by building a strong Wingman culture of Airmen proactively taking care of themselves and each other.

In addition to the Wingman Toolkit, the Air Force Reserve provides the Psychological Health Advocacy Program (PHAP) to aid Airmen and families. PHAP assists our members and their families by locating appropriate resources through free and confidential regional teams, available 24/7. Our Nurse Case Facilitators offer resource referrals for any life stressor, from family counseling and deployment support to suicide prevention and substance abuse. In fiscal year 2013, only the second year of the program, the cases increased by 91 percent to more than 1100, and the number of mental health cases increased by 142 percent to over 300. These increases are a result of more members taking advantage of this important service, which is making a direct impact on our member's lives. Our Citizen Airmen have come to appreciate the PHAP motto that "you and your family are not alone."

Finally, a continual focus of the Air Force Reserve is to “strengthen the team” and give people the tools to succeed. Professional force development, in both officer and senior enlisted ranks, is vital to growing leaders for the Air Force and our nation. The Air Force Reserve team is working diligently to increase opportunities and options for those seeking to be considered as potential senior leaders, while preserving the Citizen Airmen culture of being stationed locally and serving globally. This is another reason why, in my opinion, I disagree with the recommendation from the National Commission on the Structure of the Air Force report to disestablish Air Force Reserve Command and inactivate the Reserve Numbered Air Forces, wings, and squadrons. If enacted, the recommendation would eliminate leadership pathways to develop our Citizen Airmen, especially for our Air Reserve Technicians and Traditional Reservists.

### **Conclusion**

The Air Force Reserve is a proud and indispensable member of the three-component Air Force team, dedicated to mission accomplishment for Combatant Commanders and our nation. I sincerely appreciate the enduring support of this Subcommittee and all you do for America’s Citizen Airmen. I look forward to working with each of you to ensure that your Air Force Reserve remains postured and ready to serve in today’s and tomorrow’s joint fight.