

**DEPARTMENT OF THE AIR FORCE**

**PRESENTATION TO THE COMMITTEE ON ARMED SERVICES**

**UNITED STATES SENATE**

**NATIONAL COMMISSION ON THE STRUCTURE OF THE AIR FORCE**

**WRITTEN STATEMENT**

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**April 29, 2014**

**NOT FOR PUBLICATION UNTIL RELEASED**  
**BY THE COMMITTEE ON ARMED SERVICES**  
**UNITED STATES SENATE**

## INTRODUCTION

The United States Air Force is the finest in the world. Through the years, innovative Airmen from all three components of the Total Force—Regular Air Force, Air National Guard, and Air Force Reserve—have fought side-by-side providing unequalled airpower for America. Judged in its entirety, the evolution of these components into an integrated fighting force is a great success story.

Since the 1960s, the Air Force has implemented policies specifically designed to maximize Total Force capabilities. Among these early policies were the comparable structuring of active and reserve component units; equal training and evaluation standards for active and reserve component forces; and an integrated approach to equipping, supporting, and exercising all Air Force units.

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, we will rely more on each component for the success of the overall mission.

The uniformed members of today's Total Force consist of approximately 327,600 Regular Air Force Airmen, 105,400 Air National Guard Airmen, and 70,400 Air Force Reserve Airmen actively serving in the Selected Reserve, as authorized by the National Defense Authorization Act for fiscal year 2014 (FY14). Together, these Airmen provide unmatched airpower on a global scale every day. And while we have experienced challenges at the policy level, at the tactical and operational levels, where it really counts, it is impossible to tell the difference between an Active Duty, Guard, or Reserve Airman...that's the ultimate testament to our Total Force.

## TOTAL FORCE TASK FORCE

Our integration has not been without challenges. Recently the components diverged on key issues, creating an environment that did not emphasize transparency, understanding, or agreement, and compromised the essential bond of institutional trust between the Regular Air Force, Air National Guard, and Air Force Reserve. This became evident during development of the Air Force's FY13 budget proposal, which opened up significant disagreement between the three components about future force structure recommendations. Recognizing the growing gaps between the three components and in order to identify a better way ahead, the Secretary of the Air Force and the Chief of Staff of the Air Force established the Total Force Task Force on January 28, 2013.

Led by three major generals representing each of the components, the Total Force Task Force (TF2) was chartered to conduct six tasks:

Task 1: Conduct a comprehensive review of policies, previous independent and Air Force-directed studies on the Total Force, existing Total Force functional and mission analysis, and Air Force organizational and operational initiatives to establish a baseline that defines the status of Air Force-wide Total Force integration efforts.

Task 2: Use the comprehensive review to identify strategic questions and critical assumptions to frame the planning effort.

Task 3: Develop options that balance Total Force capabilities to meet the full range of current and future mission requirements.

Task 4: Identify legal, policy, operational, and organizational changes that will enhance our ability to integrate future Total Force capabilities.

Task 5: Assist the National Commission on the Structure of the Air Force by:

- 1) Providing results of the internal comprehensive review that defined the baseline status of Air Force Total Force efforts;
- 2) Offering personnel to support the Commission with specific areas of expertise; and
- 3) Coordinating requests for information to the Air Force headquarters staff.

Task 6: Build an engagement plan to inform and educate internal and external stakeholders throughout the process.

Additionally, the Chief of Staff directed the task force to lean forward and push as much into the reserve component as possible, without negatively impacting operational capabilities or required response timelines. So the task force conducted a comprehensive review of Total Force requirements, offered many ideas for improving collaboration between the three components, and presented a starting point for future Total Force analysis and assessment efforts. This resulted in an FY15 budget proposal with more reliance on the reserve component. For example the Air Force pushed F-15Es, B-1Bs, and C-130Js into the reserve component through the collaborative Total Force proposal (TFP-15). We are also leveraging the unique cyber skills of our reserve component by standing up three Air National Guard Network Warfare units in FY15, and we have increased the number of intelligence, surveillance, and reconnaissance units in the Air Force Reserve from zero in 2008 to eleven squadrons and one group in 2013.

To continue the body of work initiated by this task force and facilitate a transition to a permanent staff structure, the Chief of Staff then directed the stand-up of a transitional organization, the Total Force Continuum (TF-C) on October 1, 2013. TF-C is currently working under our Strategic Plans Division, and we will continue to ensure that this group has all the support necessary to further enhance and solidify our Total Force efforts. We are greatly encouraged by the results thus far.

## NATIONAL COMMISSION ON THE STRUCTURE OF THE AIR FORCE

The National Commission on the Structure of the Air Force (NCSAF) was commissioned to consider whether the Air Force:

1. Meets current and anticipated requirements of the combatant commands;
2. Achieves an appropriate balance between the regular and reserve components of the Air Force, taking advantage of the unique strength and capabilities of each;
3. Ensures that the regular and reserve components of the Air Force have the capacity needed to support current and anticipated homeland defense and disaster assistance missions in the United States;
4. Provides for sufficient numbers of regular members of the Air Force to provide a base of trained personnel from which the personnel of the reserve components of the Air Force could be recruited;
5. Maintains a peacetime rotation force to support operational tempo goals of 1:2 for regular members of the Air Force and 1:5 for members of the reserve components of the Air Force; and
6. Maximizes and appropriately balances affordability, efficiency, effectiveness, capability, and readiness.

The Commission delivered its report to the President and Congress on January 30, 2014.

During the review, the Air Force and the Commission worked together. TF2 provided the Commission with approximately 450 documents. Air Force leaders took part in 11 public hearings and 6 closed meetings. In the end, the Commission's report contained 42 recommendations. Our initial examination of the NCSAF report suggests a great deal of symmetry between many of the recommendations from the Commission and current Air Force proposals for the way ahead, particularly in the areas of continuum of service, more associations, and greater collaboration and integration.

Of the Commission's 42 recommendations, the Air Force agrees with 86 percent of the recommendations. For example, staff integration (#6), the Air Force has already taken steps to

integrate staff with members of all three components on Headquarters Air Force and major command staffs. Beginning in the Fall of 2014, the component personnel staffs will begin integrating under a Total Force, Air Force office of Personnel (TF AF/A1). We expect this to improve our ability to identify and close personnel policy and legislative gaps between the components. The A1 is the first of our Deputy Chiefs of Staff to implement a Total Force organization with more to follow. Full operational capability within the TF AF/A1 is projected for October 2016.

We also agree in principle with cost approach (#1), the Commission recommends the Defense Department adopt a “fully burdened cost approach.” The Air Force agrees that we should use a “burdened cost approach,” and in a memo dated April 11, 2014, the Air Force Chief of Staff, the Chief of the National Guard Bureau, the Director of the Air National Guard, and the Chief of the Air Force Reserve, restated their commitment to incorporating this type of approach into “cost analysis as soon as it is sufficiently mature. Currently, the most mature model is the Individual Cost Assessment Model (ICAM), which is being developed by AFRC in coordination with the Air Force Office of Studies and Analyses, Assessments and Lessons Learned (A9), and should be complete sometime this summer. Until ICAM or an appropriate burdened life-cycle cost tool is ready, the memo establishes AFI 65-503 costing factors as the analytic baseline which accounts for over 87 percent of the burdened costs.

Eleven percent or five of these recommendations require further analysis before we can take an initial position. This includes the recommendation for the Air Force to include Personnel Tempo accounting in the Air Force Integrated Personnel and Pay System (#38). The Air Force needs more analysis of the details, specifically the definitions and tracking systems. We will have the initial policy review of these five recommendations done by May 31, 2014, and we are optimistic that we will be able to implement some or most of each recommendation.

We do not concur with one recommendation—to disestablish the Air Force Reserve Command. We disagree because we currently do not have a way of managing the readiness, force management, and administrative oversight of Reserve Airmen without it. As we become more integrated, if it makes sense to do this in the future, then perhaps we would agree with this recommendation.

The report also suggests an aggregate active component-reserve component ratio of 58-42, which we disagree with because there is insufficient in-depth analysis to determine that ratio. The symbiotic relationship between the active and reserve components does not lend itself to a one-size-fits-all ratio. Mission by mission, platform by platform – the right mix varies. Currently our active component-reserve component ratio is 65-35. If the detailed, mission specific analysis we are currently conducting supports a 58-42 mix, then in the future we may agree with this assertion. We expect to have force mix options for 80 percent of our mission capabilities complete by the end of 2014.

Overall, we are very grateful for the Commission’s hard work and expertise. We are also optimistic about the future due to the symmetry between the Commission and the task force. Due to the close cooperation, the Air Force was able to start working on many of the recommended initiatives before the final report was released.

### TRANSFORMING THE TOTAL FORCE TO ONE AIR FORCE

In addition to the Air Force’s close cooperation with the Commission, standing up TF2 and its successor TF-C, we have achieved more transparency and cooperation between the components in other ways. For example, we included two state adjutants general in our the FY15 budgetary discussions and decision meetings; eliminated the use of non-disclosure agreements in budget discussions in order to be more transparent in Air Force decision making; energized the “3-to-1” initiative which seeks efficiencies by combining the components’ separate personnel and pay systems; and over the past three years increased associate units by 22 percent, and we have committed to associate every new F-35A and KC-46A unit based in the continental United States.

As we restructure our Air Force to appropriately balance active component (full-time) and reserve component (mostly part-time) forces to ensure a symbiotic, mutually beneficial relationship, we must be very careful. If we get the balance wrong, the strength of each component is diminished, so getting that right is essential. There is little margin for error. For example, how do you build a force that best meets both state and national requirements at the

least possible cost without losing operational effectiveness? Determining the right balance is not easy, and it is different in every mission area. Although there will not be clear agreement in every case, we are performing thorough analysis to quantify and optimize the active and reserve component mix to meet national defense strategy in each of our core mission areas, while also responding to state's Title 32 requirements. The key is that we do it openly, transparently, and with all stakeholders in the discussion.

In the future, we will be more reliant than ever before on our Guard and Reserve, because it makes both operational and fiscal sense for us to move in that direction. While we have come a long way, more work must be done to achieve true integration.

## CONCLUSION

Tomorrow's Air Force must be a lean, agile, efficient Total Force team that meets national security demands while also being the most capable and credible force we can afford. Moving forward, we are committed to comprehensively transforming the Air Force and the way we do business, but this will not happen in one year or even two. To ensure we can continue to meet combatant commander requirements, we must take deliberate and synchronized actions. With the help of the office of the Secretary of Defense and Congress, we will be able to achieve the transformation to One Air Force, optimized to be the best use of taxpayer dollars and provide unmatched airpower to America.

The United States Air Force is the finest in the world and the evolution of the Total Force is a great success story, but much of the story has yet to be written. To remain the finest Air Force in the world, we must rejoin the formation and fly forward together. Only together can we optimize the strengths of each component to provide the *Global Vigilance, Global Reach, and Global Power* that America expects its Airmen to deliver.