

**DEPARTMENT OF THE AIR FORCE
PRESENTATION TO THE COMMISSION ON
THE NATIONAL GUARD AND RESERVES**

**SUBJECT: "The Advisability, Feasibility and Consequences of Implementing H.R.
5200"**

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14 DECEMBER 2006

**NOT FOR PUBLICATION UNTIL RELEASED
BY THE COMMISSION ON THE NATIONAL GUARD AND RESERVES**

Introduction

Mr. Chairman and distinguished members of the Commission, thank you for another opportunity to showcase the United States Air Force, America's Airmen, and the amazing Total Force we have become. We are convinced our transformation efforts are on target.

As we move into the 21st century, the United States Air Force faces increasing modernization and recapitalization challenges, budgetary pressures, and an adversary increasingly hard to define. The nation's air dominance cannot be assumed. We are stretching the service life of legacy weapon systems while investing in cutting-edge technology and highly capable, highly trained personnel. We must make transformational changes to enhance the capability these advances give us. One way we are doing this is Total Force Integration (TFI).

Our ongoing TFI efforts continue to incorporate our Active Duty (AD), Air National Guard (ANG) and Air Force Reserve (AFR) into one seamless air, space and cyberspace force, dedicated as a unified team to our nation's security. We are working to ensure all stakeholders in the Total Force effort work in a collaborative manner and share information fully. All parties, including those of the ANG, have been integrated into the decision making process including program and budgetary issues. All members of the Total Force participate in missions across the spectrum of Air Force operations, including new and emerging missions. Since resourcing and readiness of ANG units are imperative to our Total Force Initiatives, our long-term procurement strategy reflects and supports this commitment.

We appreciate the opportunity to comment on what we see as the pitfalls of the proposed H.R. 5200.

Pitfalls of the Proposed H.R. 5200

Establishment of the National Guard Bureau (NGB) as an agency of both the Air Force and the Army, with a Charter established by the respective Services, has fostered integration in the Air Force. We believe portions of the proposed H.R. 5200 language will reverse decades of progress, impairing the integration the Air Force is already achieving among the AD, ANG and AFR components. As currently proposed, H.R. 5200 could lead to the ANG becoming a less-than-equal partner by separating the NGB and the ANG from the collaborative planning, fiscal, training and oversight processes of the Air Force. In short, it could lead to *disintegration*.

H.R. 5200 could have the unintended effect of frustrating our effectiveness as the air, space and cyberspace force provider for USNORTHCOM and all other Combatant Commands. It could also interfere with our ability to ensure that Airmen and their equipment are fully ready to support the respective states in state missions. It would confuse our Air Force's chain of command and introduce inefficiencies and redundancies by separating the Guard from the Total Force.

Making the chief of the NGB the principal advisor to the Secretary of Defense (SECDEF) and the Chairman of the Joint Chiefs of Staff (CJCS) for National Guard matters seems unnecessary. The SECDEF and CJCS already have immediate access to the chief of the NGB directly and through the Service leadership. Making the chief of the NGB a member of the JCS seems similarly unhelpful, since the Air Force Chief of Staff already represents all components of the Total Air Force. The chief of the NGB is

not a force provider; he or she facilitates performance of the respective Services as force providers and in meeting their responsibilities to the joint community and states.

The Office of the Secretary of Defense (OSD) opposes increasing the grade of the chief of the NGB to general (O-10). We support the OSD position. We believe such a grade increase might have downstream impacts that could separate our unified Air Reserve Component (ARC) into discrete reporting elements – Guard and Reserve. It might also foster arguments for aligning the Army Guard and Air National Guard as the Navy and Marine Corps are currently aligned, based on the Army Guard being the numerically larger Guard component and thus the likely recipient of the 4-star position. If the NGB chief's grade *is* increased, we would respectfully request Congress create additional “headroom” to provide such grade enhancement without decreasing the number of general officer positions currently available to the Air Force.

Requiring the chief of the NGB to annually report to Congress on validated National Guard funding requirements for military assistance to civil authorities would not be helpful. The ANG is only one component of the Air Force that can provide military assistance to civil authorities. Department of Defense (DoD) and Air Force processes successfully integrate Total Force requirements – including ANG requirements and various homeland missions – in the existing Planning, Programming, Budgeting, and Execution (PPBE) system. The NGB, representing the ANG, presents and validates programmatic needs to the Air Force Corporate Structure (AFCS). Air National Guard senior leaders are involved in and are voting members within the AFCS from Panels to the Air Force Council. ANG integration into the AFCS ensures requirements and capabilities evolve as necessary to meet the national military strategy within a fiscally

constrained environment. Requiring the chief the NGB to annually report to Congress on specific National Guard requirements would appear to fragment what is now an integrated, coordinated set of Total Force requirements.

Requiring the SECDEF to develop a charter for the NGB would not be helpful. The NGB is an agency of the Air Force and an agency of the Army. The existing Charter prescribes the duties of the NGB to support each of the Services, including the Service responsibilities for homeland defense, security and assistance to civilian authorities. The Services are, in turn, accountable to the SECDEF for the overall effort, of which the Guard is just one of the integrated partners. (It should be noted that the Navy and Marines – with their aviation components – have only Reserves.) It makes sense for the Charter to be issued by the Secretaries who are served by the NGB, as currently prescribed by law. We co-approved a new mission statement for the NGB, and welcome recommendations regarding the Charter.

Adding a new requirement that the NGB facilitate and coordinate the use of National Guard personnel for contingency operations, military operations other than war, natural disasters, support of civil authorities, and “other circumstances” is both unnecessary and overboard. Current law already makes the NGB the channel of communications between the Services and states. In this capacity, the NGB facilitates and coordinates such functions on behalf of the Services. The current Services-prescribed Charter addresses these requirements with reasonable precision. The extensively coordinated mission statement for the NGB, approved 28 Feb 05, already recognizes the role of NGB to carry out such responsibilities. It is important these activities remain on behalf of the Service Secretaries, not an independent agent, since

the National Guard is part of the overall Service force mix – and in the case of the Air National Guard is 98% funded by the Department of the Air Force – any commitment of the Guard in a state capacity impacts federal capabilities.

Creating a new section 10544 of Title 10, USC – which would require separate budget documents for training and equipping the National Guard for military assistance to civil authorities and other domestic operations – would not be helpful and seems unnecessary. Separating the NGB and the ANG from the Air Force’s collaborative planning and fiscal processes would impair the current state of integration the Air Force has achieved among the AD, ANG and AFR components. It would inevitably lead to loss of commonality in training, tactics, procedures and equipment, and to the ANG struggling to retain its current partner status. This would roll back significant progress made in past decades. Separate budgeting processes would have the unintended effect of frustrating our effectiveness as the total force provider for air, space and cyberspace dominance to USNORTHCOM and all other Combatant Commands, and might require states to begin independently budgeting for state operations for their Air National Guard. It could thus cloud our ability to ensure Airmen and their equipment are fully ready and interoperable to support the various states when employed in state missions.

Elimination of the current position of Assistant to the CJCS for National Guard matters does not appear helpful. It currently provides a useful source of on-staff Guard experience for the CJCS, in the same way the Assistant to the CJCS for Reserve matters does for the Reserve component. Ensuring these advisers provide Air and Naval as well as Ground advice would be helpful but is not addressed.

Requiring the SECDEF to submit a proposal to Congress aimed at increasing the number of reserve component general / flag officers considered for promotion to lieutenant general / vice admiral (O-9) is not helpful legislation. We reaffirm our belief that qualified Guard and Reserve officers should be considered for appointment to existing lieutenant general and general officer positions, but we also remain convinced those decisions are matters best left to policy within DoD and the Services. We expect that, as we continue the process of full integration, an increasing number of reserve component officers will be qualified and competitive for these grades. The extent to which “joint credit” and joint awards may, in fact, be appropriate in selection for NGB positions or, in fact, be relevant to promotion potential should be prescribed by means other than directive re-organization.

H.R. 5200 would require the position of Deputy Commander of NORTHCOM be filled with a National Guard officer in the rank of lieutenant general (O-9). We believe this appointment should represent the best qualified individual under all the circumstances, including the background and qualifications of USNORTHCOM senior leaders and the needs of other commands. Thus, *all qualified officers*, including officers of the National Guard, should be considered for appointment to Deputy Commander of USNORTHCOM. It would not be appropriate or helpful to limit consideration to officers of the National Guard.

We continue to recommend passage of section 544 of H. R. 5122, modifying section 325 of Title 10, as we initially proposed through DoD. We believe this legislation would provide three important improvements. It would:

- Avoid gaps in command succession since, under the existing section 325, dual-

hatted commanders must be designated by both the President of the United States (POTUS) and the respective state governor, precluding immediate succession to command if a successor is not designated in advance.

- Allow selection of any qualified AD, Guard or Reserve officer as a dual-hatted commander – the best candidate for the job.
- Remove unintended potential personal liability for dual-hatted commanders (under the Posse Comitatus Act).

We need legislation along these lines to enhance integration rather than that proposed in H.R. 5200, which would, it appears, reverse the gains we have made in the Total Force.

Total Force Integration

Total Force Integration provides America with a smaller, more capable, affordable Air Force through new organizational constructs and a focus on Total Force across every emerging mission. This new construct has created a more tangible, more substantive texture and form of a modern Air Force composed of three dynamic components. Within this construct, we think of all Airmen as members of a Total Force team providing security for the nation as a *more efficient, more agile, and more lethal* Air Force while preserving the very best of cultural heritage from each of the components.

Our Airmen – Active Duty, Air National Guard and Air Force Reserve – have proven themselves effective across the spectrum of operations from humanitarian efforts to Homeland Defense operations and the Global War on Terror (GWOT). We will continue transforming to meet the challenges of a dynamic world by rebalancing the

force and realigning our structure into a Total Force that meets increased demands for persistent intelligence, rapid mobility and precision strike capabilities. Total Force decision-making is an inclusive process; all stakeholders have a voice in ensuring their contributions to the Air Force best support national strategy. It is founded upon the trust developed between our three components based on a common goal of providing America with seamless air, space and cyberspace power. We seek partnerships with other players within the Department of Defense as we move forward. Our Total Force is reflected in what we do as an Air Force – from budgeting, to policy making, to organizing, to mission assignments, to deploying forces at home and abroad.

We are America's Airmen. Our mission is to deliver sovereign options for the defense of the United States of America and its global interests – to fly and fight in air, space and cyberspace. Over the past 16 years – since the beginning of Operation DESERT SHIELD – our Airmen have been continuously in combat. Throughout, our Air Force team has daily proved its mettle and skill. We will continue to show the same ingenuity, courage and resolve, and we will achieve success in our three most important challenges: winning the GWOT; developing and caring for our Airmen; and maintaining, modernizing and recapitalizing our aging aircraft, spacecraft and equipment. Total Force Integration is a critical theme woven throughout our three priorities, and is a filter by which we look at every possible option for delivering the best combat capability for our nation.

Winning the Global War on Terror

Our first priority is to maintain focus on winning the GWOT. We will continue to operate as part of a true Joint and Coalition team, multiplying the effectiveness of our

partners to win this war. We fly and fight – whether we’re flying A-10s over Afghanistan or Iraq, operating communications satellites in geosynchronous orbit, remotely piloting Unmanned Aerial Vehicles (UAVs) patrolling over Baghdad from “reachback” CONUS locations, or maintaining vigilance over our nation’s homeland in E-3 Airborne Warning and Control System (AWACS) aircraft. All Airmen, whether Active, Guard or Reserve, operationally contribute to this mission every day.

We must keep in mind the GWOT is not solely defined by today’s headlines or major theaters of operation. It is not solely the war in Iraq and Afghanistan, but is a *global conflict* against implacable foes. It will be a long war, with shifting flashpoints and constantly evolving threats. The character and capabilities of potential U.S. adversaries are increasingly uncertain, veiled, growing and changing, as both state and non-state actors acquire advanced technology and the means to develop and deliver weapons of mass destruction (WMD). The entire Air Force, not just the AD component, must remain ready to meet these challenges. Thus, the Air Force resources, equips, trains and inspects our Guard and Reserve to the highest possible levels. This strategic choice, made years ago by Air Force leaders, gives us an immediate “ready-to-deploy” capability and contributes to our ability to maximize volunteerism and minimize mobilization.

Maintaining a strong defense able to overcome and defeat these threats remains an imperative for our nation. The Total Air Force team commands the global air and space commons, but we cannot indefinitely maintain this advantage using current technologies, current air and space equipment, or current force structure. In addition, we cannot continue to exploit the capabilities of the world’s premier Total Force if we do

not bring our Air Reserve Components – the Guard and Reserve – with us into the rapidly expanding new and emerging missions on the top of nearly every Combatant Commander’s list of priorities. These emerging missions are relatively new to our Air Force “Sovereign Option” toolbox and were once largely within the AD component. Our TFI effort expands Guard and Reserve participation in such “reachback” missions, continuing our long-standing side-by-side relationship.

Air and Space Operations in OIF and OEF

Since 9/11 the Air Force has filled nearly 425,000 personnel requirements with the Guard and Reserve, constituting nearly 25% (as of Dec 2006) of our forward-deployed forces. Clearly, Airmen are in the fight today as a total, integrated force. These Airmen deliver key Air Force capabilities of precision engagement, rapid global mobility and information superiority to OEF and OIF missions.

In Operation IRAQI FREEDOM, the Air Force has flown approximately 270,000 sorties. In Afghanistan, for Operation ENDURING FREEDOM, Airmen have flown over 155,000 missions. Counted among these sorties are missions ranging from airlift, aerial refueling and aeromedical evacuation to strike, close air support (CAS) and ISR, protecting ground troops and providing them with precise fire support and sensor capabilities. Today, the ANG and AFR remain critical elements of *all* our air expeditionary operations in Southwest Asia.

Leading the way in reconnaissance and imagery, the Air Force flies Predator UAV missions 24 hours a day, 7 days a week. This capability has grown to 10 daily orbits. We expect that number to increase to 21 total orbits by 2010 to meet increased demand for real-time digital full motion video and intelligence analysis. Air National

Guard units flying F-16s with the podded Tactical Airborne Reconnaissance System (TARS) bolster these capabilities. The ARC is already joining their AD counterparts in operating Predator aircraft, providing effective reachback missions and minimizing deployment of our Citizen Airmen. They are an incredibly important part of the Air Force's roadmap to provide Combatant Commanders with even more capability in the future. Our intent is therefore to increase reachback and involve more Citizen Airmen without relocation.

Air and Space Operations in Operation Noble Eagle

Even while fully engaged in OEF and OIF, the Air Force simultaneously flies Operation NOBLE EAGLE (ONE) homeland defense missions, guarding our nation's skies from coast to coast. The Air Force's principal homeland defense mission is Air Defense, preserving the air sovereignty of the U.S. and its territories.

Since 9/11, we have flown over 46,000 fighter, aerial refueling and airborne early warning sorties in defense of the U.S. Air National Guard and AFR forces flew nearly 32,000 of these missions, and Guardsmen and Reservists represent 51% of the total personnel deployed for ONE. Clearly, this is a true Total Force mission, leveraging the combined capabilities of the ANG, AFR, and Regular Air Force components to provide seamlessly orchestrated command and control and refueling support for armed fighter aircraft operating from alert sites throughout the U.S.

Langley Air Force Base's 1st Fighter Wing is a perfect example of just how seamless our Total Force has become. Beginning the 21st of January, 2006, the 1st Fighter Wing began flying our newest Air Dominance fighter, the F-22A Raptor, in ONE missions. Among Langley's Raptor pilots you'll now find seven associated Guardsmen

from Richmond, Virginia's 192nd Fighter Wing already flying the Raptor, with 2 more in training at Tyndall AFB. And all 31 of their pilots will eventually be trained to fly the Raptor. You'll find the number of ANG maintenance personnel ramping up from the 62 that are in training or have completed it to a total of over 400, eventually.¹ Ultimately, we plan to close Guard operations in Richmond and transfer all of them – flight operations, maintenance, and combat support – everything – to Langley.

The range, flexibility, persistence and precision inherent in U.S. air and space power provide Joint war fighters with a unique tool set for creating war-winning results with a relatively small footprint. Air and space operations stand ready to continue providing these important resources to OIF, OEF and ONE, as well as exploring new ways to lead the way in the GWOT.

Aeromedical Evacuations

The military used aircraft to move the wounded as early as 1918. The Air Force continues this proud aeromedical evacuation tradition today, having flown over 13,600 sorties carrying an estimated 38,500 wounded personnel – from all U.S. Services as well as our coalition partners – from Afghanistan and Iraq.² The aeromedical evacuation system has transformed to ensure the Air Force can conduct rapid and

¹ A total of 31 pilots will end up flying the F-22 at Langley as an associate unit. Currently, there are 7 trained and flying at Langley and 2 in training at Tyndall. Three more pilots begin training at end of Jan '07, and 19 more will train in FY08. Eventually, a total of 410-435 maintainers will end up trained and working on the ramp at Langley. Currently, 62 have completed training or are in some phase of continuation training at Langley. 4-5 more will start in Jan '07. Starting in Feb and until complete, an average of 5-10 more maintainers each month will move to Langley and begin training.

² The total number of missions flown since 01 April 03 is 7,826. TACC AE cell estimate for the number of sorties flown (and provided to the AMC A3) from 01 April 03 to present is 13,602. (TACC AE cell did not start tracking sorties/missions until 01 April 2003 so they have no data available before that time. When tracking was started, it was tracked by mission, not sorties. They are currently working backwards to get a total number of sorties, hence the estimate.) From 10 Oct 01 to present, a total of 38,519 patients have moved from CENTCOM to EUCOM. Of those patients, 7,629 were battle injuries.

precise operations in an expeditionary environment – at home and abroad. The placement of aeromedical crews in forward locations continues the chain of survival that starts on the battlefield with self-aid and buddy care. The chain continues through Expeditionary Medical Support hospitals, to aeromedical in-flight care and finally to stateside medical centers – all within as little as 72 hours. Expeditionary aeromedical operations reduce the large footprint of theater medical assets and conserve valuable health care resources.

The force mix of aeromedical evacuation crewmembers is 88% ARC and 12% Regular Air Force.³ This use of the Total Force was clearly demonstrated in the fall of 2005 during the swift aeromedical evacuation of over 3,800 sick and elderly people threatened by Hurricanes Katrina and Rita.

Disaster Relief Operations

While fully engaged in GWOT operations, the Air Force answered the call for help in the wake of Hurricanes Katrina and Rita. While destruction of infrastructure stifled ground transportation, Airmen continued to reach flooded areas and bring relief. The Air Force flew over 5,000 sorties, airlifting more than 30,000 passengers and 16,000 tons of cargo and accomplishing 5,500 search and rescue saves. Air Force operations were a Total Force effort, incorporating Guard and Reserve capabilities into airlift and rescue operations as well as state-of-the-art medical facilities that treated over 17,000 patients. The AFR's Hurricane Hunter aircraft flew constant surveillance, warning the people and the leadership of these powerful storms, reducing the number of potential casualties by thousands. They accomplished their missions despite flying from a forward operating location. Keesler Air Force Base, their normal operating base and

³ Active Duty is 12%, AFRC is 62%, and ANG is 26%.

their home, was in the hurricane's path and suffered devastating wind and flood damage.

Future natural disasters and accompanying relief operations will likely be similar to those faced by the U.S. over the past year. Major populations requiring support are often isolated from the infrastructure that is their lifeline. Air power, and its associated support capabilities, provides the capability to overcome terrestrial obstacles and deliver aid directly to those in need. Always seeking new ways to innovate and improve, the Air Force will continue its ongoing transition to a force with unprecedented capability for civil support and homeland defense. We are working closely with the National Guard leadership to organize these capabilities for regional response. We are also coordinating with the NGB to enhance their list of essential elements to include transportation, engineers, general-purpose security forces, Civil Support teams, medical, communications and logistics. We call this new regional response capability a Combat Support Wing.

Developing and Caring for Our Airmen

Our Regular Air Force, Air National Guardsmen and Air Force Reservists are building on their inheritance of courage, excellence and innovation. They are highly educated and resourceful, and have created the most lethal Air Force in history. We must continue to look for ways to maintain and improve their training, professional development and quality of life so they may continue to meet the commitments of today while preparing for the challenges of tomorrow.

Airmen today are contributing to combat operations in ways never before envisioned – as convoy drivers and escorts, detainee guards and translators just to

name a few. Though we call this "non-traditional" and recognize the added stress to Airmen, they are performing magnificently. Other Total Force Airmen routinely serve "well outside the wire" as Special Tactics operators, Joint Terminal Attack Controllers and Special Operations Weather personnel. All of these Airmen must receive the proper training to survive, fight and win. We are working within the Air Force, as well as with our Joint war fighting partners, to ensure all Airmen are fully prepared when they arrive in the combat zone.

To continue ensuring that our Airmen are prepared for combat, effectively developed and properly supported to provide our nation with the best Air Force in the world, we must continue to focus on the balance of forces and specialties between AD, ANG and AFR components. We are diligently examining the capabilities we need to provide to the war fighter. We continue to realign and associate appropriate missions to our most stressed areas and are watchful for any new areas that show signs of strain.

As we look to the future in implementing Base Realignment and Closure (BRAC) and Quadrennial Defense Review (QDR) decisions, we must ensure a seamless transition to new organizational constructs and missions while preserving the unique capabilities resident in our Regular Air Force, ANG and AFR communities. Examining functions for competitive sourcing opportunities or conversion to civilian performance will continue to be among our many tools for striking the correct balance of missions across the Total Force.

General Peter Pace, the CJCS, stated, "We must transform if we are to meet future challenges." One of the Air Force's significant commitments to long-term transformation is the creation of the Directorate of Total Force Integration. This new

directorate is responsible for coordination with the Guard and Reserve of new emerging mission assignments and development of Total Force organizational constructs.

Working with our partners in the ANG and AFR, the Air Force is continuously improving our overall Joint combat capability.

The Air Force plans to shift investment from “traditional” combat forces, with single-mission capabilities, to multi-role forces by aggressively divesting itself of older maintenance intensive systems. The result will be a force structure with expanded capability to combat conventional threats while continuing to wage the GWOT. Simply stated, the Air Force will become a leaner, more capable force through modernization and recapitalization of selected weapon systems with a commitment to networked and integrated Joint systems.

Our Total Force initiatives will maximize efficiencies and enhance combat capability through innovative organizational constructs. We developed an organizational construct based on the success of an associate model in use by the Regular Air Force and AFR since 1968. Associate units are comprised of two or more components operationally integrated, but whose chains of command remain separate. This model capitalizes on inherent strengths of the Air Force’s three components, ensuring partnership in virtually every facet of Air Force operations, while preserving each component’s unique heraldry and history. Increased integration allows Regular Air Force personnel to capitalize on experience levels inherent in the Guard and Reserve while building vital relationships necessary to sustain successful combat operations. It allows us to achieve better use of our aircraft while reducing the strain of overseas

deployments for our Guard and Reserve volunteers through predictable rotations and reachback mission expansion.

Air National Guard and AFR members will continue to support the Air Force's global commitments and conduct vital homeland defense and security missions. Total Force initiatives will integrate Air Force components into missions critical to future warfighting, such as Intelligence, Surveillance and Reconnaissance (ISR), UAV and space operations. These missions are ideally suited for the Guard and Reserve since many provide direct reachback support to the Joint war fighter from U.S. locations. Using this approach improves our operational effectiveness, reduces our overseas footprint, reduces reliance on involuntary mobilization and provides more stability for our Airmen and their civilian employers.

Our ongoing TFI effort benefits from a robust, dynamic, cross-functional coordination process, involving the headquarters, all regular component MAJCOMs, the NGB, Adjutants General Representatives and Air Force Reserve Command.

The Air Force continues to make significant progress on Total Force initiatives such as the Richmond-Langley F-22A integration in Virginia; community basing in Vermont; F-16 Integration at Hill AFB, Utah; new Predator missions in Texas, Arizona, New York, North Dakota, California and at the Air Force Warfare Center in Nevada; single consolidated Installation/Wing Command Posts (Operations Centers) at all Total Force bases, including one at Andrews AFB we plan to have operational by the end of 2007;⁴ and C-17 associate units in Alaska and Hawaii. We are also working additional

⁴ Keesler AFB, MS, consolidated its Command Post (CP) in April 2002. Collocating the previously separated 81st Training Wing and 403rd Wing CPs proved incredibly valuable prior to and in the aftermath of Hurricane Katrina. It has dramatically improved information sharing and capitalizes on the strengths of the AD and Reserve components at Keesler.

initiatives such as C-130 Active Associate units in Colorado and Wyoming; a C-5 Flight Training Unit in Texas; C-40 Integration in Illinois; and Centralized Intermediate Repair Facilities in Illinois, Connecticut, Louisiana, Utah, South Carolina, Georgia, North Carolina and Florida. Note this is not an all-inclusive list, but represents the varying locations, aircraft, and missions of our Total Force.

The Air Force, through its Directorate of Total Force Integration, is continuing a broad effort to ensure new Total Force concepts are embedded in our doctrine, policy directives, instructions and training. We are creating procedures to ensure decisions related to Total Force initiatives become routine parts of planning and programming processes. The goal is clear: we must take greater advantage of Total Force elements and capabilities in the way the Air Force does business. Once the Directorate has successfully accomplished this we will re-integrate its tasks back into the broader Air Staff.

The Air Force is transforming from a Cold War force posture to a structure that supports expeditionary warfare and leverages Total Force capabilities. The single greatest obstacle to our necessary transformation is “legacy” legislation, much of which is more applicable to ground forces usage, but nevertheless inhibits integrated air operations and reachback. The bottom line: more efficient use of our Regular Air Force, ANG and AFR assets increases our flexibility and capacity to be a more agile and lethal combat force and a more vigilant homeland defender.

Maintenance, Modernization and Recapitalization

One of our most daunting challenges is maintaining the military utility of our aircraft as reflected in mission readiness, maintenance costs and other factors. We

have been actively engaged in combat for the past 16 years and currently maintain an Air Bridge to Southwest Asia. Our state of alert for the GWOT requires us to operate at an elevated and sustained operations tempo (OPSTEMPO). Increased investment and increased maintenance tempo keeps our older aircraft flying and slows the decay of their military utility, but equipment age and use are unrelenting factors. As we move forward with Total Force initiatives, we will work diligently to maintain, modernize and recapitalize our forces in the AD, Guard and Reserve.

Presently, we have the oldest aircraft inventory in our history. Our aircraft are an average of nearly 24 years old—many aircraft are significantly older than those who fly and maintain them. In particular, our inventory of tanker aircraft averages over 41 years old, and our C-130 tactical airlifters average over 25 years old. The AD and ARC are both saddled with these obsolescing tanker and transport aircraft, which makes them critical pieces of our modernization and recapitalization plans.

The Air Force's plan is to retire and replace our oldest, least capable and most expensive aircraft and equipment while accepting a manageable level of risk in order to selectively maintain some older systems until newer systems are on the ramp. The force structure we have planned and budgeted for ('08-'13 POM) has 10 percent fewer fighters and 5 percent fewer airlift aircraft. But despite its smaller size, through the use of TFI the Air Force of tomorrow will be a more capable force. The anticipated combat force will be 100% PGM-capable, have longer range and greater payload, and will be considerably more speedy, stealthy, maneuverable, and net-centric. Fully 50% of traditional CONUS Active Duty bases will become "Total Force" with Guard and Reserve associations. Additionally, our Total Force initiatives will allow higher crew

ratios that increase utilization in wartime and efficiency in peacetime. Our modernization plan paves the way for reserve components to fly newer, more capable airplanes as they are introduced rather than older legacy aircraft that are less capable than those flown by AD counterparts. The result will be an ARC that is an effective operational reserve, fully integrated, working side-by-side with the AD on a daily basis; in a word, *inseparable*.

In addition to the original Total Force initiatives highlighted previously, we are collaborating extensively with all stakeholders to determine potential future missions for all our components. Integration of emerging missions across the Total Force is a critical component of the Total Force initiatives. Emerging and growing missions include but will not be limited to: Unmanned Aerial Systems (UAS); Joint Cargo Aircraft; Component Headquarters; Command, Control, Communications, Computers, Intelligence, Surveillance, and Reconnaissance (C4ISR); space operations; Air and Space Operations Centers; Contingency Response Groups; Long Range Strike; undergraduate pilot training and fighter pilot pipelines; Foreign Military Training; Battlefield Airmen; and Information Operations. Maintaining, modernizing and recapitalizing our forces in all three components is the right thing to do for America, and the Air Force is committed to that end.

Summary

We have a proud heritage built on the ingenuity, courage and strength of the Airmen who preceded us. Our duty today is to take the Air Force we were given to the next step – toward the limitless horizon ahead of us. The essence of the Air Force remains to fly, fight and win, whether we are delivering lethal kinetic effects against

insurgents in Iraq, dominating the electromagnetic spectrum for the Joint Team, protecting the skies of the U.S., providing precision global navigation for our modern military and the global economy, or providing relief to victims of natural disasters at home and abroad.

Total Force Integration is the way we operate now and how we will provide air, space and cyberspace power in the future. The Air Force will continue to deliver sovereign options for the defense of the United States of America and its global interests – flying and fighting in air, space and cyberspace. Total Force Integration is the right roadmap to do this in a fiscally responsible manner while continuing to focus on our three priorities: winning the GWOT; developing and caring for our Airmen; and maintaining, modernizing and recapitalizing our aircraft, spacecraft and equipment.

Total Force Integration is a collaborative effort and must remain so in order to meet the requirements of combatant commanders. All members of the Total Force have and will continue to have missions across the spectrum of Air Force operations. Our Total Force initiatives and procurement strategy are committed to the resourcing and readiness of the ANG and AFR. *We are on target with them and our other transformational efforts, and the proposed H.R. 5200 legislation would reverse our hard won gains in an unhelpful way.*

We look forward to continuing to work with the congress and this commission to create legislation that improves our ability to use this amazing Total Force as the nation's air, space and cyberspace instrument of power.