

DEPARTMENT OF THE AIR FORCE

**PRESENTATION TO THE COMMISSION ON THE
NATIONAL GUARD AND RESERVES**

SUBJECT: TOTAL FORCE MANAGEMENT

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Chairman Punaro and distinguished members of the Commission on the National Guard and Reserves, thank you for the opportunity to appear before you today and present testimony relative to the United States Air Force and its Total Integrated Force. Integration is key and fundamental to how the Air Force fights the Global War on Terrorism. The Air Force generates our integrated forces by utilizing the Regular, Air National Guard (ANG), and Air Force Reserve (AFR) to fulfill mission requirements.

Never before in the history of the United States have the members of the AF Reserve Components played such a pivotal role in the defense of our homeland and our National Security Objectives around the globe. Today, there are over 9,400 ANG and AFR personnel on duty in a Federal Status both at home and abroad. Additionally, we have over 700 ANG personnel on Title 32 status in support of the Border Patrol through OPERATION JUMP START; these outstanding members epitomize the "Citizen Soldier." The long-standing tradition of the volunteer force dates back to the days of colonial times when citizens put aside the tools of their trade and took up the musket for the common defense. This tradition has stood the test of time as the reserve components have participated in every major conflict in the history of our great nation. Over a century ago, America crossed the threshold of powered flight and gave wings to the world. Today, the Air Force continues its transformation of the Total Force—Regular, Air National Guard and Air Force Reserve—to meet the emerging challenges of a dynamic world and to ensure the nation's security by dominating air, space, and cyberspace at home and abroad. Active Duty Airmen, Air National Guardsmen, and Air Force Reservists, since our inception as a separate Service, have worked side-by-side toward that future.

Total Force Integration (TFI)

The Air Force is engaged in an unprecedented Total Force Integration (TFI) effort to produce a smaller, more capable and more affordable fighting force composed of Regular, Guard, and Reserve Airmen by recapitalizing our force and changing our organizational constructs. These changes will defend against, deter, and defeat every adversary in any future challenge to the American way of life. Air Force commitment to the Total Force construct seeks to maximize the Air Force's overall Joint combat capability through air components cohesion. TFI is critical to meeting the challenges of competing resource demands, an aging aircraft inventory, and emerging missions with unique capabilities. There is nothing conventional about TFI.

The Air Force began phasing in TFI initiatives in 2005. On 14 Mar 07, the SECAF and CSAF signed the Phase IV TFI initiatives list that added 22 initiatives, bringing the total to 138 initiatives involving Regular, Guard, and Reserve Airmen working together. Integration efforts ensure the Air Reserve Components are involved in emerging missions using the most advanced weapon systems. Examples of our integrated associate units include F-22s in Virginia and Alaska, C-17s in Hawaii, F-16s in Utah, C-130Js in Wyoming, GWOT Intelligence Analysis in Kansas, and Unmanned Aerial Vehicle (UAV) missions in Nevada. These new missions, together with Predator, Distributed Ground Stations (DGS), Warfighting Headquarters (WFHQ), Space, and Joint Cargo Aircraft (JCA), provide greater capabilities to meet homeland crisis response and provide Combatant Commanders' reach-back support while concurrently providing the units stability and predictability. Additionally, efforts are well underway to integrate the Headquarters Air Force staff into a Total Force staff. This means that

every issue discussed at the headquarters will include Regular, Air National Guard, and Air Force Reserve perspectives from the very onset—and we will speak with one Air Force voice.

Our Airmen—Regular, Air National Guard and Air Force Reserve—have proven tremendously successful across the spectrum of operations, from humanitarian efforts to the Global War on Terrorism (GWOT) which includes both Homeland Defense and global deployment. The Air Force continues to rebalance Regular Air Force and Reserve Components aircraft and end strength. Over 30 years ago, the Regular/Reserve Component personnel end strength ratio was 8.2 to 1 and the Regular/Reserve Component aircraft ratio was 4.3 to 1. However, by FY 2010, programmed rebalancing efforts will dramatically lower these ratios to reflect Regular/Reserve Component end strength of 2 to 1 and a Regular/Reserve Component aircraft ratio of 1.75 to 1. Part of these rebalancing efforts calls upon greater use of the Regular AF/ANG/AFR association relationships through Total Force Integration.

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. The Total Force concept is founded upon the trust developed between our three components, and based on a common goal of providing Air and Space Power to America. We will seek a partnership with other stakeholders within the Department of Defense (DoD) as we move forward. The Total Force concept is the focus of everything we do as an Air Force, from budgeting and policy making to organizing, training, and equipping the air components and deploying forces.

We are convinced our transformation efforts are on target. As we move forward, the Air Force faces increasing modernization and recapitalization challenges, budgetary pressures, and asymmetric adversaries. Our 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 optimize the capability these advances give us.

As competition within the global and domestic markets intensifies, the Department of Defense is increasingly reliant on highly competent people and services. To compete effectively, the DoD must ensure its Personnel policies and processes are agile, dynamic, and forward-looking. Personnel planning, recruiting, and training must be proactive and focused to acquire the right people with the right skills at the right time.

Continuum of Service (CoS) Program

A pillar of Total Force is personnel management through the Continuum of Service (CoS) program that aims to provide tools to facilitate the smooth transition between Total Force components, while balancing competing public and private sector demands to effectively support the National Military Strategy. CoS seeks to integrate Total Force personnel management policies to facilitate the management of the human capital life-cycle—for military and civilian, regular and reserve component members—to sustain, develop, and deliver the force. CoS directly supports the Air Force's top three priorities of supporting the global war effort; maximizing availability of skills and experiences of our Airmen to integrate force development activities; and recapitalizing and modernizing the Total Force.

CoS aims to facilitate the seamless personnel movement between Regular, Reserve, and Civilian Component duty statuses. The 21st century operating environment mandates increased integration of Air Force workflow components. Now and in the future, the US military must fight as a single integrated whole. This means aligning not only the services—Army, Navy, Air Force, and Marine Corps—but also, and most importantly, within the service.

These are the principal goals of a CoS construct:

- Enhance Regular/Reserve Component Career Development—under the CoS construct, the concept of serving in a particular component changes to a concept of performing Air Force missions across a continuum of service in different components.
- Establishment of new affiliation programs by maximizing the effectiveness of CoS requires consideration of a variety of non-traditional personnel management initiatives and approaches to enhance air and space power.
- Make the most of fiscal resources to attract, retain, motivate and reward our people.
- Increase access to critical skills to enhance support to defense missions and elevate return on training investment.
- Increase access to specialized skills in the civilian labor-market.
- Maximum utilization of limited resources while optimizing emerging technologies.

CoS plays an integral role in the Air Force Personnel Delivery Transformation and Total Force Development constructs by providing a bridge from compliance based

Cold War legacy policies to modern management philosophies that meet today's multi-faceted asymmetrical challenges.

Barrier's Matrix

Existing policies, practices, cultural, financial, and technological factors can impede the individual's movement between components. These factors constitute "barriers" that seriously diminish DoD's capacity to acquire and retain needed personnel and skills. In response, the Air Force developed an evolving "Barriers Matrix." This matrix provides the foundation for coordinating efforts with OSD and our sister services to systematically identify problems and solutions to reach stated CoS goals. A few examples of existing barriers are:

- **Skill Inequities:** There are no standardized methods for assessing professional competencies that neither ARC personnel nor line Regular AF possess based on experience received in civilian or other experience.
- **Accession Process:** Members processing between components are treated as new accessions versus transfers or reassignments which create administrative problems and delays that can discourage continued service.
- **Personnel System Interoperability:** Regular AF and ARC personnel data systems lack interoperability. Personnel actions (such as pay, training, duty status, assignment, orders systems) are not integrated across component Human Resource military information systems.
- **Duty Status:** Multiple pay status categories (32) complicate management of ARC personnel and produce a complicated series of "on and off" ramps for CoS. Personnel must go through many "wickets" in order to make the transition. This

process can take as long as 60 days, depending on the mission and the Service's administrative requirements. Simplified duty status categories would enhance our ability to bring the skills of the Guard and Reserve to the fight by removing unnecessary complexity from the system.

Implementation of CoS will provide more seamless access to Regular, Reserve and civilian personnel to serve in various forms of duty in response to a mixture of personnel needs and national security requirements. The Air Force is leaning forward to implement new, flexible, targeted and comprehensive policies to facilitate a seamless force through a CoS construct. We believe our Airmen want to serve—we just need to reduce unnecessary restrictions that complicate their service.

Operational Reserve

As we face the challenges of today's global environment, the Air Force cannot meet today's worldwide requirements for missions without significant Guard and Reserve involvement. The Air Force has embraced rebalancing efforts to fully integrate the ARC and sustain the force for current and future contingencies. First, we have increased unit associations and shifted reachback allowing Guard and Reserve forces to train to perform an operational mission and execute that mission from home station. Reachback capabilities support theater commanders by leveraging civilian-based competencies and talent difficult to replicate in a full-time force. Additionally, reachback provides more Aerospace Expeditionary Force (AEF) and GWOT options for greater flexibility and force utilization. The Air Force proposed changes to Title 10/Title 32 in the National Defense Authorization Act for FY 2007 which would streamline ARC

training for a larger pool of ready personnel. These new authorities streamline ARC training to provide a larger pool of ready, joint warfighting capability.

Air component members are and have been deployed around the world and help maintain peace and security. In today's environment, the pace of reserve force operations is expected to remain high and will stretch indefinitely into the future. Volunteerism is the Air Force's force-multiplier; it allows the Air Force to source more missions with ARC personnel than through the new 1 to 5 Total Force Utilization construct. The Air Force has maximized the critical availability of their reserve component volunteer forces and proudly emphasizes volunteerism in meeting national strategic objectives.

The National Defense Authorization Act of FY 2005 provided relief from end strength accounting and added flexibility to ensure volunteers would not count against active duty end-strength while serving no more than 1,095 days within a 1,460 day rolling period (3 years in 4). Enhancing ARC member's ability to volunteer provides a more predictable service environment for the military member, their family, employer, and commander. In turn, this predictability allows more advanced planning, lessens disruptions, and enables more volunteer opportunities. This solution to continue to support volunteerism acknowledges the great sacrifices of our ARC warriors and ensures that our nation continues to have a pool of ready, trained, and willing professionals in direct support of GWOT. The USAF continually recognizes the importance of the outstanding volunteerism of the ARC.

The debate as to whether we are an Operational Reserve is over. Approximately 25 percent of each AEF rotation is AFR and ANG. We rely on the capabilities of the

guard and reserve to support operational missions and the expectation is that this increased reliance will continue. Whether it is the airlift or fighter aircraft in the Iraq area of responsibility, rescue crews, aero medical or weather reconnaissance personnel in natural disasters, or reachback operations flying satellites and predators, the ARC is engaged and an indispensable element in the defense of this nation. Accordingly, we must continue to harmonize and standardize the level of joint training and joint experience to best prepare our ANG and AFR to serve.

The Air Force will continue to support the long-term vision of an operational reserve through our expeditionary construct. The Air Force is an expeditionary global force configured for the full spectrum of air and space operations. The Air Force has returned to its expeditionary roots in the way it organizes itself and presents its forces. This construct provides a unifying structure that brings all Air Force members together in shared challenges, goals, and successes. An expeditionary military force by definition is one that can conduct military operations on short notice in response to crises with forces tailored to achieve clearly stated objectives. The rotational structure provides Air Force personnel predictability for their lives and stability for their training. Predictability also is key to optimizing peacetime participation of the traditional guardsmen and reservists who must balance military duties with full-time civilian employment.

Total Force Recruiting and Retention

As discussed earlier, the National Defense Authorization Act 2005 provided relief from end strength accounting and added flexibility to ensure volunteers could

seamlessly transition in support of the Air Force requirements. This legislation was passed as a vehicle to eliminate the 179-day limit for participation.

Opportunities for JPME and Joint Duty Qualifications

As we continue to fight the Global War on Terror, it is critical that our Total Force officers are educated on joint and interagency policy and practice. To that end, all of our Guard and Reserve Majors may obtain their Joint Professional Military Education-Phase I (JPME-I) through the Air Command and Staff College (ACSC) correspondence course. In June 2007, ACSC will roll out a new Distance Learning Master's of Military Operational Art and Science Degree in which Guard and Reserve Majors may enroll. Upon graduation, not only will these officers be granted a Master's Degree, but they will also have completed both their JPME Phase 1 and their Air Force intermediate-level developmental education. In addition to the 100% opportunity to complete JPME-I through distance learning programs, we also send approximately 38 Reserve and Guard Majors to in-residence intermediate-level JPME-I schools each year.

Because JPME Phase II must be attended in-residence, the opportunities for our total force Lieutenant Colonels and Colonels are more limited. Each year, we send approximately 41 Reserve and Guard Lieutenant Colonels to senior-level JPME-II schools. Reserve and Guard Lieutenant Colonels and Colonels may also attend the 10-week in-residence JPME-II Joint and Combined Warfighting School at Joint Forces Staff College (JFSC) using some of the 310 quotas the Air Force receives each year for our active duty officers.

Finally, although JFSC doesn't grant JPME-II, the college also offers the Advanced JPME Course to approximately 120 Reserve and Guard officers each year.

It is a 40-week blended course that utilizes a combination of distance learning with a 1-week residence period beginning on week 13 and a 2-week residence period before graduation.

Family Support

Readily available, high quality and affordable family programs are a workforce issue with direct impact on mission readiness. Airmen must balance the competing demands of family life and military service. This is particularly challenging in today's environment of higher operations tempo, increased mobilization, and longer periods of time away from home. We are committed to serving these Airmen and their families by reaching out and assisting all members of the total force through robust programs wherever the member resides.

Our Air Force Home Community Care program reduces out-of-pocket expenses for Air Reserve Component Airmen by providing free in-home quality child care during their scheduled drill weekends. This program provides the same quality child care available to Airmen assigned to or living on a military installation. This past year, the Home Community Care program provided more than 10,000 child care hours, enabling our Air Reserve and Air Guard's mission readiness. As one Air Guard Airman concluded, "This is an invaluable asset to a dual military couple! Drills have always been a headache for child care and it is great to have someone to count on for these times! Thank you, Thank you, Thank you!" Another Air Guard Airman shared, "The Air Force's Home Community Care program is greatly appreciated. If not for this program, I would have to consider leaving the Air National Guard."

Working in partnership with the civilian community, Operation Military Child Care (OMCC) provides child care fee assistance for National Guard and Reserve who are activated or deployed and whose children are enrolled in non-Department of Defense (DoD) licensed child care programs. OMCC provides help in locating licensed child care options in the Airman's community and offers reduced child care fees through a subsidy. Airmen are eligible to participate during the period of deployment and for 60 days after their return. OMCC also provides a subsidy for 60 days while a non-military spouse is looking for work.

Many other Air Force Child Care Programs are also available to activated or deployed Air National Guard and Air Force Reserve members located near active duty installations. Among these programs are the Extended Duty Child Care, Mildly Ill Family Child Care, Returning Home Care, Quality Family Child Care, Give Parents a Break, and the Family Child Care Subsidy Programs. These programs best serve Airmen and their families within a reasonable radius of the base where Guard and Reserve Airmen train.

- Air Force Extended Duty Child Care Program: provides 18,000 hours of extended child care each month in Family Child Care homes at no cost to the military member. This initiative enables Airmen and their families to obtain high-quality child care from Air Force licensed or affiliated providers at or near their base when parental workloads increase due to longer duty hours and exceed their typical 50-hours per week child care arrangements. Child care is also provided for non-traditional hours, such as evenings and weekends, at no

additional cost, as well as for “child care emergencies” when their regular source of child care is not available.

- Air Force Mildly Ill Family Child Care Program: supports families of children who are not able to attend their usual child care arrangement because of illness. Child care is provided in specially contracted Air Force licensed or affiliated Family Child Care homes. These homes feature providers who have received specialized training from medical staff and provide child care services for children ages 2-weeks-to-12 years that have mild illnesses or conditions that prevent them from using their usual group care arrangements.
- Returning Home Care Program: provides 16 hours of free child care per child to active duty, Guard and Reserve members returning to their home stations after deployment in support of contingency operations.
- Air Force Quality Family Child Care Program: expands the availability of high quality child care for Air Force families by establishing a partnership between the United States Air Force, the National Association of Child Care Resource and Referral Agencies, and eight community-based Child Care Resource and Referral Agencies. This ensures Air Force Airmen and their families, who are unable to find on-base child care, are able to locate comparable child care in civilian communities.
- Give Parents a Break Program: Sponsored by the Air Force Aid Society, this program provides a few hours of child care each month at no cost to parents who are subject to the unique stresses of military life.

- Air Force Family Child Care Subsidy Program: saves families an average of \$143 per child per month by subsidizing the care received in an Air Force home when a slot is unavailable at child development and school age programs. This program is of particular help to those parents with children under the age of three or children with special needs, and to those Airmen who work shifts outside of a normal duty day.

In our youth programs, our two ongoing partnerships with Boys & Girls Clubs of America and the US Department of Agriculture's 4-H program provide additional means of reaching families living both in communities and on active installations. The Mission: Youth Outreach Program provides a 1-year free membership in a local Boys & Girls Club. Through this important program, active duty, Guard and Reserve families who do not live near a military installation still have a safe and positive place for their youth to spend out-of-school time. Our partnership with 4-H fosters the development of 4-H clubs on Air Force bases, and specially appointed State Military Liaisons reach Air Guard and Reserve families with these quality youth programs.

We also offer a variety of youth summer camp opportunities including residential camps, specialty camps and other base specific camp programs. Air Force Space Camp, Aviation Camp, 4-H Adventure Camp, and Performing Arts Camp are just a few of the camps with Guard and Reserve youth participation. For the Guard and Reserve youth, our base youth programs have partnered with the National Military Family Association to provide residential youth camps during the summer. The camps were designed to help youth achieve their potential, develop their self-esteem and build their resistance to negative pressures.

Other programs that encourage Guard and Reserve participation include the Air Force Youth of the Year Program, a recognition program administered by Air Force Services in conjunction with the Boys & Girls Clubs of America (B&GCA). The Air Force FitFactor initiative is a web-based fitness program that encourages youth between the ages of 6-18 to be active everyday and make healthy nutrition choices. FitFactor has been introduced to the families of Air Force Reserve and Air National Guard units at Niagara Falls, NY and will soon expand to reach other Guard and Reserve families.

Our Stay Connected deployment kits provide children and parents with a way to maintain a solid connection while they are separated during deployments. Since April 2006, over 13,000 kits have been provided to Airmen and their families. In the words of one reserve spouse, "Thanks again from all of us who are trying to make their deployment over there easier. I know my husband enjoyed the message I made him on the recorder pen, and I play the one from him almost everyday."

At Eglin AFB, FL we are also testing a DoD-wide program, the Coming Together Around Military Families initiative. This program is designed to strengthen the resilience of young children and their families who are experiencing trauma, grief, and loss as a result of a service member's deployment. The program provides training for professionals working in child care, mental health, health care and Airman & Family Readiness Centers (A&FRC). These professionals play an important role in supporting families with very young children who experience the emotional or physical loss of a parent due to deployment, illness, injury or death. This program will also provide parent resources and training for base professionals as well as outreach efforts to Guard and Reserve communities. Activities include a Coming Together campaign that will include

messages to parents on supporting young children through deployment, relocation and other transitions.

The A&FRCs on our installations are chartered to provide services to all Total Force Airmen and their families regardless of status. Air Force policy in AFI 36-3009 clearly states our centers will “ *Serve DoD military and civilian personnel and families, to include Guard and Reserve.....andcollaborate with Air Force Reserve and Air National Guard to ensure family members are prepared for the many demands and responsibilities often associated with activation, mobilization, deployment, and demobilization.*”

Many Guard and Reserve families, however, do not live near a military installation and support and assistance need to be provided through other avenues. The Air Force Reserve Command (AFRC) stood up an AFRC Family Readiness Program in 1992. The program currently has 17 funded full-time positions augmented by 88 part-time enlisted traditional reservist unit positions for 14 Reserve bases and 21 Reserve wings at co-located active duty bases. These programs provide a full spectrum of readiness planning, preparedness, sustainment, reintegration, reunion, and redeployment information and outreach services. Because AFRC Family Readiness Programs have families in locations ranging from 50-100 miles or more, there are marked differences in service delivery methods. AFRC Family Program staff members routinely attend and participate in drill weekends, but rely heavily on technology, phone, e-mail and internet to contact families and provide services. In addition, bases have established a morale call and video phone call system between families and deployed or remote members. There are also 24/7 toll-free numbers Airmen and families can use

to contact the Reserve Family Readiness offices. When units are deployed, the Family Program staff, either full-time or activated Reservists, contact each family at least every 30-45 days.

The Air Guard has in place a Wing Family Program Coordinator (WFPC) in 88 wings throughout the US and territories. WFPCs provide commanders with a versatile resource to support members and families; they focus on deployment preparation and support, family readiness education, and information and referral as well as a number of other core program components. Along with assisting Airmen and their families, Guard affiliated family program offices provide services to any military member or family member regardless of status.

The National Guard Bureau Family Program (NGB/FP) includes Air Force and provides online access for various training and seminars centered on life skills education and readiness. The NGB/FP also relies on a large dedicated volunteer base as well as local community agencies to assist service members' families. In fact, many states or local communities are forming Inter-Service Family Assistance Committees (ISFACS). These voluntary cooperative partnerships provide multi-service networking for training and assistance to ensure Total Force family readiness. Their overarching purpose is to provide assistance to families regardless of service component, and formally and informally assess and augment existing service delivery capabilities and options. The typical ISFAC includes representatives from military services within the designated area, veterans service organizations, other government departments and agencies such as the Department of Labor and Veterans Affairs, civilian organizations

that assist military and veterans, and organizations with a role in disaster response. Currently 37 states have active ISFACS.

The Air Force also supports Guard and Reserve families with the Military Family Life Consultant (MFLC) program funded through the Office of the Secretary of Defense. The MFLC program is intended to augment existing military support services and meet emerging needs for the active duty, National Guard and Reserve Component Service members and their families through the cycles of deployment and reintegration and other military lifestyle stressors. On continental US bases, the Air Force uses the MFLC program primarily to offer “on-demand” non-medical counseling services (individually or in educational settings) to assist members and families in dealing with relationship crisis intervention, stress management, family issues, and separation. Military One Source is funded by OSD and offers 24/7 information and referral as well as face-to-face non-medical counseling to augment existing services. Military One Source is continuously promoted by the Air Force as a resource for Guard and Reserve Airmen and their families.

Providing free calling cards facilitates better communication between deployed Airmen and their loved ones. The Air Force Aid Society distributed almost 79 thousand \$20 calling cards to Air Force active duty, Guard and Reserve personnel during FY 2006—a total value of \$1.6 million. These cards were vital in helping families by promoting more frequent contact and also by saving families money on telephone bills.

The new Defense Commissary Agency Internet initiative, the Virtual Commissary, is primarily designed to take the commissary to those Guard and Reserve families who do not live near a commissary and to those deployed to forward areas.

This program when fully operational will allow authorized patrons to order from a selection of commissary items at commissary prices, plus a fee for shipping, handling and delivery, to be delivered to their location.

Conclusion

We are very proud of the outstanding men and women in our Total Air Force, their dedication to serve in this all-volunteer force, and their unwavering commitment to operate in today's challenging environment. Integrating the Total Air Force ensures all components are ready to perform tomorrow's missions today. Missions can no longer be stove-piped into Regular, Guard, or Reserve—a unified Total Force effort is required. As we experience transformation in force structure and force management, through the Continuum of Service Program and by working through barriers, the Air Force will continue to operate as a seamless Total Force in times of peace and in war.