



**Written Testimony
Guard Reform (HR 5200)
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Mr. Chairman and distinguished members of the House Armed Services Committee, as we move into the 21st century, the United States Air Force faces increasing modernization and recapitalization challenges, an adversary increasingly hard to define, and budgetary pressures. The nation's air dominance cannot be assumed. While we possess weapons systems to meet today's challenges and are investing in cutting-edge technology and highly capable, highly trained personnel, we must make transformational changes to maximize the capability these advances give us. One way we will do this is through Total Force Integration.

Total Force Integration calls for increased integration between Active Duty, Air National Guard and Air Force Reserve—sharing all our missions. Our Total Force is dedicated to working as a team to achieve our number one priority of winning the Global War on Terror. To make increased integration a reality we plan to minimize Guard and Reserve end-strength reductions, modestly reduce our AD end-strength and selectively divest some of our older weapon systems across the Total Force. Personnel and divestiture savings will aid our modernization and recapitalization efforts.

The Department of the Air Force has worked carefully to ensure that all the stakeholders in the Total Force effort have worked in a collaborative manner

and have received full information sharing. All parties, including those of the Air National Guard, have been fully integrated into the decision making process including program and budgetary issues. All the members of the Total Force have missions across the spectrum of Air Force operations including our new and emerging missions such as operating the Predator Unmanned Aerial Vehicle (UAV). The resourcing and readiness of Air National Guard units is imperative to the Total Force Initiatives and our procurement strategy reflects this commitment. In fact, some of our Guardsmen are flying our newest Air Dominance fighter, the F-22A. Throughout this process, the Chief of the National Guard Bureau remains our conduit to the Adjutants General and will remain vital to our Total Force efforts.

Led by the Directorate of Total Force Integration (AF/A8F) the Air Force, through new Force Structure focused on programs, forces and technology, and new Organizational Constructs that fundamentally improve the effectiveness of our Active Duty, Guard and Reserve people and systems, will improve its overall combat capabilities and continue to be a primary enabler in joint operations. In January, GAO released their final report entitled "DEFENSE MANAGEMENT: Fully Developed Management Framework Needed to Guide Air Force Future Total Force Efforts". Results of the GAO review were somewhat complimentary in acknowledging the Air Force use of an iterative process, periodic reviews and oversight by senior-level DoD and Air Force officials, and use of a complex process of modeling and analysis. While acknowledging progress in defining new missions for the ANG and testing ways to integrate Active, Guard and

Reserve components, the GAO report cited an incomplete plan to evaluate transformation progress. The Total Force Integration Directorate provided a draft (at time of report) strategic plan awaiting leadership approval and further guidance for implementation efforts. Air Force senior leadership has since approved the strategic plan and it has been implemented. Some metrics existed to evaluate transformation test initiatives, but we need to know if expanded integration creates the desired effects and whether it creates any unintended consequences. A special working group comprised of stakeholders from the active, Guard and Reserve components is dedicated to developing, refining and fielding a comprehensive set of metrics.

Total Force Integration will provide America with a smaller, more capable, affordable Air Force through new organizational constructs and a focus on Total Force across every emerging mission. We have used the expression “Total Force” for twenty-five years, but this bold 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 lethal Air Force while preserving the very best of cultural heritage from each of our components.

Our Airmen--Active Duty, Air National Guard and Air Force Reserve--have proven tremendously successful across the spectrum of operations from humanitarian efforts to Homeland Defense operations and the Global War on Terrorism. 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 has been an inclusive process; all stakeholders have a voice in ensuring their contributions to the Air Force best supports national strategy. It is founded upon the trust developed between our three components based on a common goal of providing America with Air and Space Power as a team. We will seek a partnership with other players within the Department of Defense as we move forward. Total Force is reflected in everything we do as an Air Force from budgeting to policy making to organizing our three components 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—we fly and we fight—in air, space and cyberspace. For the past 15 years, our Air Force team has proven its mettle and skill every day. Since the days of DESERT STORM, we have been globally and continuously engaged in combat. We will continue to show the same ingenuity, courage, resolve and will achieve success in our three most important challenges: winning the Global War on Terror; developing and caring for our Airmen; and maintaining, modernizing and recapitalizing our aircraft and equipment. Total Force Integration is a critical theme that is woven throughout our three priorities -- and a filter by which we look at every possible option for delivering the best capability.

Winning the Global War on Terror (GWOT)

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 we fight—whether we’re flying A-10s over Afghanistan; flying F-16s over Iraq; operating and maneuvering communications satellites in geosynchronous orbit; remotely piloting Unmanned Aerial Vehicles (UAVs) patrolling over Baghdad; or maintaining vigilance over our Nation’s homeland in an E-3 Airborne Warning and Control System (AWACS) aircraft. All Airmen, no matter whether they are Active, Guard or Reserve, “operationally” contribute to this mission everyday

We must keep in mind that the GWOT is not solely defined by today’s headlines or locations. 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 either acquire or develop weapons of mass destruction (WMDs). The entire Air Force, not just the Active Duty component, must remain ready to meet these challenges. To meet this imperative, 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. Currently, the Air Force, working as a Total Force team, can command the global commons of air and space and significantly influence the global common of cyberspace; however, we cannot indefinitely maintain this advantage using the current technology of the air and space systems and equipment comprising our existing force structure. In addition, we cannot continue to exploit the capabilities of the worlds' 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 that are on the top of nearly every Combatant Commander's list. These emerging missions are relatively new to our Air Force "Sovereign Option" toolbox and largely in the Active Component. Our Total Force Integration effort expands our Guard and Reserve participation in these "reachback" missions and continues our long-standing "side-by-side" relationship.

Air and Space Operations in OIF and OEF

Since 9/11 the Air Force has filled over 363,000 personnel requirements. At any one point in time, the Guard and Reserve constitute 20% (May 06 percentage) of our forward deployed forces. These Airmen continue to deliver key Air Force capabilities of precision engagement, rapid global mobility and information superiority to OEF and OIF missions.

In Iraq, the Air Force has flown over 237,000 sorties, while in Afghanistan, Airmen have flown over 143,000 missions. Counted among these sorties are missions ranging from airlift and aeromedical evacuation, to close air support

(CAS) missions to protect ground troops as well as provide them with precise fire support and sensor capabilities. Today, Air National Guard C-130's from four states and F-16's from both the Air National Guard and Air Force Reserve join approximately 190 Air Force aircraft supporting operations in Southwest Asia. Leading the way in reconnaissance and imagery, the Air Force is currently flying Predator UAV missions 24 hours a day, 7 days a week. This capability will grow from 8 to 12 total orbits in 2006 to meet increased demand. The Air Reserve Component is already joining their Active Duty counterparts in operating this remarkable aircraft as it provides an effective reachback mission, while minimizing deployment of Guardsmen and Citizen Airmen. They are an important part of the Air Force's roadmap to provide Combatant Commanders with even more capability in the future. Bolstering these capabilities are Tactical Airborne Reconnaissance System (TARS) equipped F-16s flown by Air National Guard units.

Air and Space Operations in ONE

Even while fully engaged in OEF and OIF, the Air Force simultaneously contributes to Operation NOBLE EAGLE—the defense of the homeland. Through a variety of efforts, the Air Force continues to guard the skies of our Nation from coast to coast. The Air Force's principal Homeland Defense mission is Air Defense and preserving the air sovereignty of the United States and its territories.

Since 9/11, over 44,000 fighter, aerial refueling and airborne early warning sorties have been flown in defense of the U.S. Air National Guard and Air Force

Reserve forces have flown 32,000 of these missions. This is a true Total Force mission, leveraging the combined capabilities of the Air National Guard, Air Force Reserve, and Regular Air Force components to provide seamlessly orchestrated Command and Control and refueling support for fighter aircraft operating from alert sites throughout the U.S.

The range, flexibility, persistence and precision inherent in U.S. air and space power provide Joint warfighters 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

As early as 1918, the military has used aircraft to move the wounded. The Air Force continued this proud tradition with the aeromedical evacuation of over 11,000 wounded personnel from Afghanistan and Iraq. The aeromedical evacuation system has transformed to ensure the Air Force can conduct rapid and 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 within as little as 72 hours. Expeditionary aeromedical operations reduce the necessity and large footprint of theater medical assets and conserves valuable health care resources.

The force mix of aeromedical evacuation crewmembers consists of 12% Regular Air Force and 88% Air Reserve Component. This use of the Total Force was best 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. Hurricane Katrina devastated an entire region of the southern U.S. 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. Additionally, Air Force operations were a Total Force effort, incorporating Guard and Reserve capabilities into airlift and rescue operations as well as into the establishment of state-of-the-art medical facilities that treated over 17,000 patients. Moreover, the Air Force Reserve'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 because Keesler Air Force Base, their normal operating base and their home, was in the hurricane's path and suffered substantial wind and flood damage.

Future natural disasters and relief operations will likely be similar to those faced by the U.S. over the past year. Major populations requiring immense

support are often isolated from the infrastructure that is their lifeline. Airpower, 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 coordinating with the National Guard Bureau to populate 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 Airmen, 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 that has ever existed. We must continue to look for ways to maintain and improve their training, their personal and professional development and their 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 to give a few examples. Other Total Force Airmen routinely serve “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 warfighting partners, to ensure that 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 Active Duty, Air National Guard and Air Force Reserve components. We are diligently examining the capabilities we need to provide to the warfighter and to operate and train at home. 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, Air National Guard and Reserve communities. Examining functions for Competitive Sourcing opportunities or conversion to civilian performance will continue to be one of our many tools for striking the correct balance of missions across the Total Force. The Chairman of the Joint Chiefs of Staff, General Pace stated, "We must transform if we are to meet future challenges." One of the Air Force's more significant commitments to long-term transformation is the creation of the Total Force Integration Directorate. This new directorate is responsible for

coordinating with the Guard and Reserve for new emerging mission assignments and development of Total Force organizational constructs. Working with our partners in the Air National Guard and Air Force Reserve, the Air Force is maximizing 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 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, yet 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 have developed an organizational construct based on the success of an associate model in use by the Regular Air Force and Air Force Reserve 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 Air Force Reserve 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: ISR, UAV and space operations. These missions are ideally suited for the Guard and Reserve since many provide direct "reachback" support to the Joint warfighter from U.S. locations. Using this approach will improve our operational effectiveness, reduce our overseas footprint, reduce reliance on involuntary mobilization and provide more stability for our Airmen and their civilian employers.

Our ongoing Total Force Integration effort benefits from a robust, dynamic, cross-functional coordination process, involving the headquarters, all regular component MAJCOMs, the National Guard Bureau, 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; and C-17 associate units in Alaska and Hawaii. We are also working additional 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.

The Air Force, through its Total Force Integration Directorate, is continuing a broad effort to ensure that new Total Force concepts are embedded in our doctrine, policy directives, instructions and training. We are creating procedures to ensure resource and other decisions related to Total Force initiatives become routine parts of the planning and programming processes. The goal is clear: take greater advantage of Total Force elements and capabilities in the way the Air Force does business.

The Air Force is transforming from a Cold War force posture to a structure that supports expeditionary warfare and leverages Total Force capabilities. Our single greatest obstacle to our necessary transformation is “legacy” legislation that limits effective use of our Guard and Reserve in training of all components; use of AGRs and Technicians for both the fulltime support of our drill status force as well as on going operations; and the “dual-hat” authority for commanders of multi-component units like our 116th Air Control Unit in the Georgia Air National Guard. The bottom line: more efficient use of our Regular Air Force, Air National Guard and Air Force Reserve 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 15 years. We

currently maintain an Air Bridge to Southwest Asia. Our state of alert for GWOT requires us to operate at an elevated and sustained operations tempo (OPSTEMPO). Increased investment and increased maintenance tempo can keep our older aircraft flying and slow their decaying military utility, but equipment age and use are unrelenting factors. As we move forward with Total Force initiatives, we will be working diligently to maintain, modernize and recapitalize our forces in the Active Duty, Guard and Reserve.

Presently, we have the oldest aircraft inventory in our history. Our aircraft are an average of over 23 years old—older in many cases 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. Many of these older tanker and transport aircraft reside within the Air Reserve Component, which makes them an important piece of our modernization and recapitalization plans.

As our equipment ages, it requires more frequent maintenance and replacement of parts; meanwhile, increased OPSTEMPO accelerates wear and tear on our equipment and operational infrastructure, exposes our equipment to extreme conditions and, in some cases, delays routine maintenance. We must recapitalize our aircraft and operational infrastructure, as well as modernize our processes for services, support and information delivery in order to maintain the grueling pace required into the foreseeable future. We must do so in a fiscally prudent manner.

The Air Force's plan is to retire and replace our oldest, least capable and most expensive aircraft and equipment, as well as accepting a manageable level of risk in order to selectively maintain some older systems until newer systems are on the ramp. Our resulting force structure has 25 percent fewer fighters and 10 percent fewer total aircraft. However, despite its smaller size, the Air Force of tomorrow is a more capable force. The anticipated 2025 fighter force is 100 percent PGM-capable and 90+ percent low observable. Total Force initiatives 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 flying older legacy aircraft that are less capable than their Active Duty counterparts.

In addition to the original Total Force initiatives highlighted previously, we are collaborating extensively with all stakeholders to determine potential future missions of all of our components. Moving all components across our emerging missions is a critical component of the Total Force initiatives. Emerging missions include Unmanned Aerial Systems (UAS); Joint Cargo Aircraft; Warfighting Headquarters, Command, Control, Communications, Computer, Intelligence, Surveillance, and Reconnaissance (C4ISR); space operations; Air and Space Operations Centers; Contingency Response Groups; Long Range Strike; A-T38s; Foreign Military Training; Battlefield Airmen and Information Operations, among others. 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 received a proud heritage forged through the ingenuity, courage and strength of the Airmen who preceded us. Our duty today is to deliver their Air Force to the limitless horizon ahead of us. The mission of the Air Force remains to fly, fight and win whether we are delivering lethal effects against insurgents in Iraq, protecting the skies of the U.S. against terrorist attacks, providing a Global Positioning System that is essential to our modern military and the global economy, or providing relief to victims of natural disasters both at home and abroad.

Total Force Integration is the way we operate now and how we will provide Air and Space power to the Nation 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 Global War on Terror; developing and caring for our Airmen; and maintaining, modernizing and recapitalizing our aircraft and equipment.

The Total Force Initiative has been a collaborative effort and needs to remain fully integrated in order to meet the requirements of combatant commanders. All members of the Total Force have missions and will continue to have missions across the spectrum of Air Force operations. Total Force Initiatives and the Air Force's procurement strategy is committed to the resourcing and readiness of Air National Guard. We look forward to continuing to

work with the Chief of the National Guard Bureau and this committee to improve our Total Force