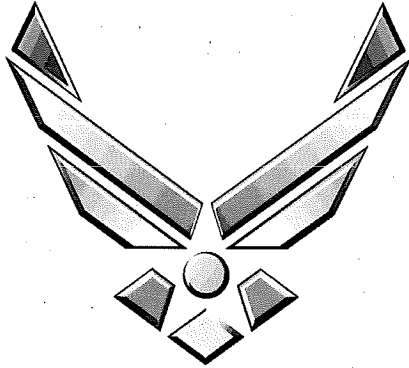


United States Air Force



Testimony

Before the House Armed Services
Committee, Subcommittee on Tactical Air
and Land Forces

***Hearing on Equipping,
Modernizing, and Sustaining
the National Guard and
Reserve Components as an
Operational Force in a Time
of Budget Uncertainty***

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

March 19, 2013



BIOGRAPHY

UNITED STATES AIR FORCE

LIEUTENANT GENERAL JAMES "JJ" JACKSON

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

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



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

EDUCATION

1978 Bachelor of Science degree in human factors engineering, U.S. Air Force Academy, Colorado Springs, Colo.
 1984 Squadron Officer School, Maxwell Air Force Base, Ala.
 1986 Air Command and Staff College, by correspondence
 1990 Master of Science degree in aeronautical sciences, Embry-Riddle Aeronautical University
 1999 Air War College, by correspondence
 2004 Reserve Component National Security Course, National Defense University, Fort Lesley J. McNair, Washington, D.C.
 2005 Senior Information Warfare Applications Course, Air University, Maxwell AFB, Ala.
 2007 Dual Status Title 10/32 Joint Task Force Commander Course, Northern Command, Peterson AFB, Colo.
 2009 Program for Senior Executives in National and International Security, John F. Kennedy School of Government, Harvard University, Cambridge, Mass.
 2009 Senior Executive National Security Studies Program and Defense Policy Seminar, Elliott School of International Affairs, George Washington University, Washington, D.C.

ASSIGNMENTS

1. October 1978 - September 1979, student, undergraduate pilot training, Reese AFB, Texas
 2. October 1979 - January 1980, student, T-38B fighter lead-in training, Holloman AFB, N.M.

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

SUMMARY OF JOINT ASSIGNMENTS

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

FLIGHT INFORMATION

Rating: Command pilot

Flight hours: More than 3,600 hours

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

MAJOR AWARDS AND DECORATIONS

Distinguished Service Medal with oak leaf cluster

Legion of Merit with oak leaf cluster

Meritorious Service Medal with three oak leaf clusters

Aerial Achievement Medal with oak leaf cluster

Air Force Commendation Medal with two oak leaf clusters

EFFECTIVE DATES OF PROMOTION

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

(Current as of February 2013)

Mr. Chairman and distinguished members of the Committee, thank you for the opportunity to appear before you. I'm honored to represent America's Citizen Airmen as the Chief of Air Force Reserve and Commander, Air Force Reserve Command (AFRC). The Air Force Reserve (AFR) is a combat-ready force, composed of approximately 71,000 proud Reservists, stationed locally throughout the United States, serving globally for every Combatant Command. We provide our nation with operational capability, strategic depth and the capacity to surge quickly when America needs us. We are an integrated Total Force partner in every mission and all five Air Force enduring contributions:

- Air and space superiority
- Global strike
- Rapid global mobility
- Intelligence, surveillance, and reconnaissance (ISR)
- Command and control.

The majority of our Citizen Airmen serve part time, making us a highly efficient force with effective capability. In times of crisis, we can call upon an additional 790,000 Airmen from the Individual Ready Reserve, Standby Reserve, Retired Reserve and Retired Active Duty. Over the last two decades, we've supported sustained combat and humanitarian operations throughout the world, including in Bosnia, Kosovo, Afghanistan, Iraq, Libya, Japan, Mali and the Horn of Africa. When natural disasters strike here at home, the Air Force Reserve delivers capability and expertise, providing relief to our fellow Americans, most recently in response to Superstorm Sandy. Domestically or globally, America's Citizen Airmen are always ready to answer our nation's call—anytime, anywhere.

Today, I want to share with you my vision for the Air Force Reserve based on three focus areas: Remember the Fight – Today's and Tomorrow's, Adapt the Force and Develop the Team.

Remember the Fight – Today's

My top focus area is to “Remember the Fight” and our nation’s men and women who are serving today in harm’s way. The Total Force team remains in high demand, supporting the joint fight around the world by projecting military power through air, space and cyberspace. On any given day, over 2,000 of America’s Citizen Airmen are deployed, serving in every Area of Responsibility, with an additional 4,000 men and women on active duty status supporting Combatant Command (COCOM) requirements. As a Federal Title 10 Force, more than 8,000 Individual Reserve members are assigned throughout the Department of Defense (DoD), including the staffs of the Office of the Secretary of Defense, the Joint Staff, COCOMs, Air Force Major Commands, Intelligence Agencies and others. Integrating individual reservists throughout the DoD provides valuable experience and continuity. Further, this enables the Air Force Reserve to collectively support the decision-makers, the joint warfighters, and the force providers at the tactical, operational and strategic levels of conflict.

The majority of your Air Force Reserve serves alongside our Active Duty counterparts in association constructs. The synergistic benefits derived from associations add to the Air Force’s strength. In Total Force Integration (TFI) associations the Active Duty and Reserve Component share equipment, facilities and resources, including aircraft, crews and maintenance, to carry out a common mission.¹ TFI associations represent tremendous value to the taxpayer, both in cost savings, as well as improved mission effectiveness. TFI fosters communication between components by sharing day-to-day responsibilities, resulting in more effective utilization of

¹ Three association types: Classic, Active and Air Reserve Component. In a “Classic” Association, the Active Duty is the host unit, retaining weapon system responsibility, while sharing the mission with a Reserve or Guard tenant unit. For “Active,” the Reserve or Guard unit is host, with an Active Duty tenant. The “Air Reserve Component” pairs a Reserve unit with a Guard unit, with either component acting as the host and the other as the tenant unit.

combined resources. As sequestration takes hold, associations will likely provide even more value, as we find ways to attempt to get the mission done by using the combined resources at our disposal. Currently, the Air Force has 121 TFI associations and the Air Force Reserve is adding five more in Fiscal Year (FY) 13 in the growing areas of cyber and intelligence.

Authorized by the FY12 National Defense Authorization Act (NDAA), the Reserve Component can now be mobilized to respond to national security needs here at home (commonly known as 12304a). Air Force Reserve capabilities of weather reconnaissance, aerial firefighting and aerial spray are critical to the nation when catastrophe strikes. Dual-use capabilities such as airlift, aeromedical evacuation and personnel recovery are equally valuable, both in-theater and for homeland support. America's Citizen Airmen demonstrated their worth before and after Superstorm Sandy struck the nation's most populous region. The famous "Hurricane Hunters" of the 53rd Weather Reconnaissance Squadron flew inside the massive storm, relaying lifesaving data to National Weather Service forecasters on the ground, who provided track updates to first responders and communities. Additionally, the team at Westover Air Reserve Base in Massachusetts supported the Federal Emergency Management Agency by hosting relief operations. Finally, March Air Reserve Base in California served as the West Coast response hub. From this location, Total Force C-5 and C-17 cargo aircraft delivered 1,200 short tons of supplies, 356 passengers and 134 utility vehicles to the East Coast. America's Citizen Airmen also once again exhibited their willingness to serve through volunteerism. While the new Air Force Reserve mobility authority was not used by the Secretary of the Air Force, its construct was practiced in real time as our dedicated Citizen Airmen assisted the national effort restoring critical infrastructure.

Remember the Fight – Tomorrow's

As you know, in 2012 the Department of Defense released strategic guidance, *Sustaining U.S. Global Leadership: Priorities for 21st Century Defense*, in which the Secretary of Defense wrote the “country is at a strategic turning point after a decade of war.” Over the last decade, the Air Force Reserve has transformed our organizational structure and processes to be an operational force with strategic depth and surge capacity. One example of this is the establishment of the Force Generation Center (FGC) in 2010. The FGC is the “one-stop-shop” offering access to Air Force Reserve forces to fulfill Combatant Commander requirements. The FGC processes requests for capability from force providers, monitors current Combatant Commander support, and assists the individuals and units who volunteer or are mobilized. The FGC has simplified and streamlined access to Title 10 Air Force Reserve forces and benefited our individual members, as we carefully monitor the mobilization-to-dwell ratios, especially those in our stressed career fields and units. The FGC is a foundational piece of your Air Force Reserve as we look to the next decade and supporting tomorrow’s joint fight.

Continually transforming the Reserve Component through modernization is critical to ensuring we are an effective and combat-ready partner across the spectrum of conflict. Since 1981, National Guard and Reserve Equipment Appropriation (NGREA) has funded the Air Force Reserve to upgrade equipment for better targeting, self-protection and communication capabilities, proving their combat value in Afghanistan and Iraq. Over 20 years of sustained conflict has taken its toll, making procurement funding for the Air Force Reserve critically important.

When answers are sought on improving acquisition and procurement in the DoD, the modernization of the Guard and Reserve component is a model for delivering significant

warfighter capability for relatively few dollars. Using a “bottom-up” approach, warfighter needs are discussed and prioritized within the Air Force Reserve during the annual Numbered Air Force Combat Planning Councils (CPCs). CPC requirements are then vetted, consolidated and prioritized by AFRC. Subsequent Air Reserve Component (ARC) integration of weapon system modernization programs occur at the annual ARC Weapons and Tactics Conference, hosted at the Air National Guard Air Force Reserve Command Test Center (AATC), our modernization focal point. AATC conducts operational testing for Reserve and Guard weapon system improvements, delivering improved capability back to warfighter hands in minimal time.

The good news story will, however, be disrupted by sequestration and, if none is passed, the lack of an FY13 Defense Appropriation. The impacts of interrupting current and planned weapons system modernization programs will be widespread and enduring. Significant effort will be required to restart suspended programs, cost increases will likely occur, contract options will expire or production windows will be missed. Long-term obligation rate improvement efforts will be jeopardized and relationships with our acquisition partners may be damaged. With interrupted funding, LITENING Pod integration may be difficult to complete. We are planning to procure 12 LITENING pods to achieve a one-to-one ratio between combat-coded Combat Air Force aircraft and pods. With funding loss, procuring LITENING pods after December 2013 will be extremely difficult, with the production line possibly shutting down. Finally, under the current Continuing Resolution and sequestration, the System Program Offices (SPOs) have experienced significant cuts in Operations and Maintenance (O&M) funding for support contractors and travel, limiting their ability to adequately support Active Duty programs and Air Reserve Component modernization efforts.

The current top three Air Force Reserve procurement priorities are:

1. Defensive Systems

AFR aircraft require self-protection suites that are effective against modern anti-aircraft missile systems. Large Aircraft Infrared Countermeasures (LAIRCM), Aircraft Defensive Systems (ADS) and Missile Warning Systems (MWS) are needed to provide adequate infrared missile protection for combat operations.

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

AFR modernization efforts stress aircraft defense, safety, and data link communications. The information demands of modern warfare require a fully integrated data-link network. A robust, persistent airborne gateway system and secure line-of-sight (SLOS) / beyond line-of-sight (BLOS) voice and data communications support that integrated data-link requirement. SLOS/BLOS communications are currently being installed in all combat coded aircraft with NGREA funding.

3. Precision Engagement Capability

Programs increasing warfighter capability include Precision Engagement modernization systems like the LITENING targeting pod, the F-16/A-10 Center Display, and the F-16/A-10 Helmet Mounted Integrated Targeting. These systems allow for the addition of future capabilities at low cost and are critical for close air support and communication with the ground forces.

Military Construction (MILCON) is also a critical component in the Air Force Reserve's ability to be combat ready for tomorrow's fight. The Air Force Reserve is a tenant at over 50 installations, where we maximize taxpayer value by sharing facilities whenever possible. Nevertheless, the Air Force Reserve is in need of MILCON to modernize and consolidate

existing infrastructure, as well as to accommodate growth into new mission areas. We currently face a validated \$1.4B backlog of unfunded MILCON requirements. The backlog increased in FY13 as the Air Force took a deliberate pause to ensure resource availability in other areas. For FY13, the only AFR MILCON project is a regional C-130H Flight Simulator Facility at Niagara Air Reserve Station, which will enable localized pilot and crew qualification training for Active Duty, Guard and Reserve and provide increased simulator training – a Total Force benefit. In light of sequestration and decreased flying hours, simulator training dependence will only increase. The Air Force Reserve, like the Active Duty, is counterbalancing some risk in MILCON through O&M Facility Sustainment, Restoration, and Modernization funding. We are recapitalizing aging facilities, promoting consolidation, and demolishing unnecessary, resource-draining facilities to make the best use of our facility footprint.

Adapt the Force

“Adapt the Force” is my second focus area. The *Priorities for 21st Century Defense* calls for an examination of “the mix of Active Component (AC) and Reserve Component (RC) elements best suited to the strategy” and the appropriate “level of Reserve Component readiness” based on “the expected pace of operations over the next decade.” This consists of determining the appropriate active/reserve force mix as well as the mission sets best suited for the Air Force Reserve as your Federal Title 10 combat force. All three components are addressing this very subject through the Air Force’s Total Force Task Force.

Speed, range and flexibility are the hallmarks of airpower, giving our military versatility. As the Department of Defense makes the “rebalance toward the Asia-Pacific region,” while maintaining a Middle East presence, the Air Force Reserve’s operational capability, strategic depth and surge capacity are critical to our nation’s defense. Furthermore, the Reserve

Component has served under a partial mobilization since 2001. Congressional authority given in the FY12 NDAA (known as 12304b) to mobilize up to 60,000 members of the reserve components for preplanned and budgeted missions in support of Combatant Commands will be an important factor in how your Air Force Reserve will continue to support our nation's defense.

Obviously sequestration and funding by a string of continuing resolutions is not optimal. The Air Force Reserve is proud to be an always-ready federal force, able to respond within 72 hours anywhere the nation needs us. Yet in a complex world with ever-increasing and evolving threats, our ability to effectively respond with a ready and capable force is increasingly threatened by fiscal realities caused by sequestration and constant funding uncertainty. As the majority of our funding is devoted to O&M, reducing the O&M account directly impacts the readiness of the Air Force Reserve. Further, with over 3/4 of our full-time personnel serving as dual-status Air Reserve Technicians, civilian furloughs translate to an even greater negative impact to the mission readiness of our units. We need Congress to enact an alternative to sequestration if the Air Force Reserve is to continue to be a reliable force provider and take care of our Citizen Airmen, otherwise the valuable operational expertise gained by our reservists since 9/11 and available to our nation will be at risk.

As we analyze the right Active/Guard/Reserve force mix, the Air Force Reserve will be mindful of our strengths. Perhaps our greatest strength is we retain "Airmen For Life," preserving the considerable investments and expertise of our Airmen, beyond their Active Duty service. In the past, retaining pilot experience may have been a focus, but today's Air Force Reserve is a force of combat-tested warriors, across many disciplines and career fields. Keeping this operational experience enables the Air Force Reserve to be a combat-ready force.

Determining the cost of a Reservist versus an Active Duty member has always been difficult. I wish to highlight to the committee the Reserve Forces Policy Board's Cost Methodology report entitled "*Eliminating Major Gaps in DoD Data on the Fully-Burdened and Life-Cycle Cost of Military Personnel: Cost Elements Should be Mandated by Policy.*" Being aware of this report helps us better engage in a conversation using tangible information on the cost of our manpower in the Air Force. This report can help inform the discussion in regard to the mix of Active, Guard and Reserve roles and missions, organizational structures and the best use of our defense dollars.

A second strength of the Air Force Reserve is we leverage our Citizen Airmen's civilian expertise from private industry, especially in fields where intellectual capital is at a premium. For instance, the Air Force Reserve found beneficial value in standing up a Space Operations Group in 1997 (later becoming the 310th Space Wing), to take advantage of the technical civilian/military synergies our Citizen Airmen possess, for space programs like GPS, missile warning and weather monitoring. On March 3, 2013, the Air Force Reserve activated the 960th Cyber Operations Group. We are using our lessons learned from the past to grow the cyber mission area for the future. Cyber is a man-made domain where staying on the technical cutting-edge makes all the difference. Once we train our Air Force cyber personnel, we need to retain them when they depart active duty. The DoD should also leverage the civilian cyber experience of our Citizen Airmen who are non-prior service, who can translate the latest industry knowledge and skills into the defensive needs of the nation. In my opinion, we need to treat this important and perishable skill set similar to those of our physicians and medical personnel.

A final hallmark of the Air Force Reserve is we provide continuity and depth of experience. Since 9/11, there is no question that special operations forces delivered a return on

investment for our nation. For the Air Force Reserve, this continuity and experience has resided for over 30 years in the 919th Special Operations Wing at Duke Field, Florida. This year the newly-created Air Force Special Operations Air Warfare Center stood up at Duke, commanded by an Air Force Reserve Brigadier General, will bring together more than 500 Active Duty and Reserve Airmen for the special operations forces mission. The expected synergistic benefit of this new organization will pay huge dividends for our nation and will serve as another valuable example of integrating the Total Force.

Develop the Team

“Develop the Team” is my third focus area, which refers to developing leaders for our nation, and helping America’s Citizen Airmen keep a healthy “reserve-work-life balance.” By investing in these areas today, we ensure a quality Air Force Reserve is prepared to serve the nation now and in the future. Professional force development, in both officer and senior enlisted ranks, is vital to growing leaders for the Air Force and our Department of Defense. We are putting into place options for those seeking to be considered as potential senior leaders, while preserving the Citizen Airmen culture of being stationed locally and serving globally. Second, we ask America’s Citizen Airmen to maintain a unique reserve-work-life balance between their Air Force duties, their civilian employer and their families. Maintaining this balance can sometimes be difficult for Citizen Airmen. Programs such as the Employer Support of the Guard and Reserve (ESGR) and “Hero2Hired.jobs” are critical in helping our Airmen deal with life-changing events such as deploying and transitioning to/from the civilian workforce. The importance of the Yellow Ribbon Program for our deploying members was demonstrated last fiscal year as 2,640 Air Force Reserve members attended 78 events with 4,661 family members.

This equates to 77% of eligible members who attended this volunteer opportunity, a testament to the value of the Yellow Ribbon Program.

Additionally, the Air Force Reserve is leveraging today's technology to further support our reserve-work-life balance by offering the Wingman Toolkit. I encourage the Committee members and staffers to visit the website at <http://afrc.wingmantoolkit.org/>. If you like, download the Wingman Toolkit mobile phone app. The Wingman Toolkit is our online resource to support comprehensive fitness in the four areas of physical, mental, spiritual and social well-being. The Wingman Toolkit is one of many efforts to address member issues, such as suicide prevention, by building a strong Wingman culture who proactively take care of themselves and each other.

On a final note, last year the Air Force Reserve published *Turning Point 9.11: Air Force Reserve in the 21st Century, 2001-2011*. This book describes our history, emphasizing the story of America's Citizen Airmen since September 11, 2001. I encourage the Committee members and staffers to visit the Air Force Reserve Command homepage (www.afrc.af.mil) to download the electronic version.

Conclusion

The Air Force Reserve is a proud member of the Total Force team as a component to our nation's defense. I sincerely appreciate the enduring support of this Committee and all you do for America's Citizen Airmen. I look forward to working with each of you to ensure that your Air Force Reserve remains postured and ready to serve.