

# United States Air Force

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Testimony

Before the Senate Appropriations  
Subcommittee on Defense

***Fiscal Year 2017***  
***Air Force Reserve Posture***

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

March 16, 2016

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# 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, Georgia. 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.

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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

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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 December 2014)

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### **Introduction**

Chairman Cochran, Vice-Chairman Durbin, and distinguished members of the Subcommittee, thank you for the opportunity to testify before you today. I am honored to represent America's nearly 70,000 Citizen Airmen as the Chief of Air Force Reserve and Commander, Air Force Reserve Command (AFRC). The Air Force Reserve is an integral partner in our nation's defense, providing daily operational capability, strategic depth and surge capacity to our Air Force. These men and women are stationed locally and serving globally each day. I am extremely proud of the fact that combatant commanders utilize our combat-ready Reserve Airman to fly, fight and win in air, space and cyberspace.

Our members come from every walk of life and for nearly 68 years, they have raised their hands to volunteer to protect this nation. From the Korean War to Operation INHERENT RESOLVE, the Air Force Reserve has deployed men and women in combat operations across the globe. We are proud of our continued dedication and support to not only contingency operations, but also to humanitarian crises, natural disasters and steady-state operations. The Air Force Reserve is part of the national security solution, and we are a proud member of our three component Air Force team. By leveraging our Citizen Airmen's military and civilian experience, expertise and training, the Air Force Reserve remains a flexible and capable partner in today's joint fight.

The Air Force continues to face the challenges of increasing requirements and decreasing capabilities. This dilemma is not unique to the Air Force, but it is certainly a threat to the security of our nation. The Air Force Reserve is part of the solution to these defense challenges. We are a hedge against risk and a cost-efficient and mission-effective force that is postured to respond to emerging threats at a moment's notice. I will describe our challenges and solutions in terms of mission, manpower, modernization and MILCON.

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### **Mission**

The tension in Ukraine, the instability in Southwest Asia, Chinese adventurism in the Pacific and the terrorist attacks on France prove we must continue to focus on building the future force we need to protect our country. We enable the Air Force to adapt and respond to rapid change through assured access to a pool of nearly 70,000 Federal Reserve Airmen who are trained and ready to provide the same capabilities as our active component, but at a fraction of the cost. The Air Force Reserve provides flexibility through our ability to adjust reservist participation rates based on demand. We are not primarily a full-time force, but we can participate full-time when needed. It is this flexibility and capacity that makes the Air Force Reserve a critical partner in our Total Force team and a hedge against risk.

Our daily and continuous operational capability is indistinguishable from the active component and is part of what makes us such a valuable partner. The Air Force Reserve participates in every Air Force core function. Our Citizen Airmen can be ready to deploy within 72 hours, and integrate seamlessly with our active component counterparts. Last year our Citizen Airmen performed nearly 1.5 million man-days and filled more than 3,000 Air Expeditionary Force (AEF) taskings. The Air Force Reserve plays a key role in making our Air Force an agile and inclusive force ready for tomorrow's fight. With our current focus on building the future force we need, modernizing and recapitalizing our fleet, and developing our team, the Air Force Reserve will remain operationally ready and relevant to the fight.

### **Manpower**

Two of the Air Force Reserve's focus areas are building the future force and developing the team. Both of these endeavors rely on manpower and require a continued focus on the recruitment, retention and development of our Citizen Airmen. The work done through the Total Force Continuum (TFC) has helped identify gaps between warfighter requirements and the available forces.

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The Air Force Reserve uses a requirements-based approach with our High Confidence Model (HCM) to prioritize capabilities and resourcing options and to maximize our strengths while determining which missions are optimal for our component. Top-tier missions for potential growth include rapidly-evolving missions such as Global Intelligence Surveillance and Reconnaissance (ISR), Cyberspace and more traditional mission sets including Rapid Global Mobility and Global Precision Attack. The Air Force Reserve is also fully committed to leveraging our strengths and partnering with the Air Force to successfully field new weapon systems such as the F-35 and KC-46.

To effectively maintain our force, we must focus on efforts to attract, recruit and retain the highest quality Citizen Airmen. One of our top recruiting priorities continues to be capturing Airmen transitioning from the active component. The Air Force Reserve remains a catcher's mitt for talent, and allows our Airmen to continue to serve. The vast majority of Air Force Reservists bring a wealth of operational experience and mission expertise they gained while on active duty. Retaining these Airmen also results in a significant cost-savings, since most prior-service members require very little training. Last year, 68 percent of our recruits were prior service of which 58% were prior active component Air Force members. This means we were able to leverage the initial DoD investment made in training and seasoning, saving the American taxpayer countless dollars and harnessing the experience and knowledge these Airmen bring to the fight.

For 15 consecutive years, the Air Force Reserve has met its recruiting goals. Our retention rates remain incredibly high at 86.5 percent, which is a testament to the dedication and professionalism of our force. Yet we know that these recruitment and retention success stories will only continue if we invest the time and money into recruiting the right men and women into the Air Force Reserve. As with our aircraft, we have to continue to modernize our manning models to meet future mission requirements and reach a new generation of Citizen Airmen.

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We also continue to implement innovative accession models. To be successful in the future we must creatively harness the manpower and talent to support existing and emerging mission requirements. For instance, last year we were able to directly access 26 cadets from Reserve Officer Training Corps programs and we look to grow that number this year. We are also looking at ways to implement constructive credit and training waivers to recruit already-trained professionals, particularly in the cyberspace and ISR career fields.

If the last decade of conflict has taught us anything, it is that combatant commanders need timely and accurate ISR support. Air Force Reserve units contribute daily to Air Force ISR operations by providing capability in human intelligence, signals intelligence, imagery intelligence, targeting, airborne ISR and crypto-linguist support. As with cyberspace and space operations, intelligence operations are uniquely suited to a part-time force that often has civilian expertise or skills also. Our ability to leverage Airmen in a surge capacity, that already have the training and experience in these areas, provides the Air Force more flexibility in today's fight and more capacity for future conflicts.

In order to support growing demand for ISR, Air Force Reserve Command has three new units in the Fiscal Year 2017 President's Budget request. First, the 20th Intelligence Squadron at Offutt Air Force Base (AFB), Nebraska, will support Air Combat Command's 363rd ISR Wing by providing steady state and surge capacity in intelligence collection, analysis, and dissemination of specialized target materials. Two additional classic associate units will be associated with U.S. Cyber Command's Cyber Mission Force requirements, the 41st Intelligence Squadron and 75th Intelligence Squadron. These units, located at Fort Meade, Maryland, and Joint Base San Antonio, Texas, will conduct digital network intelligence in support of computer network exploitation efforts.

When we look at the current warfighter environment, cyberspace is arguably the most rapidly-evolving and highly contested domain. Our network is constantly being tested by our



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adversaries and we need to protect our information and our people from cyber intrusions and attacks. We must build a force that understands our vulnerabilities and how to employ cyberspace capabilities to support our operational requirements and defend our nation. As the military continues to develop capabilities that utilize cyberspace technology, we must recruit and train a force with superior understanding of this domain.

The Air Force Reserve is creating opportunities to access cyberspace experts to ensure we always have the capacity and capability to operate in this contested operational environment. In order to recruit the right men and women, the Air Force Reserve is developing a beta program to offer constructive credit, up to three years, to potential cyberspace operators who have the experience and training needed to be successful in this domain.

Currently the Air Force is also facing a challenge in aviation career fields, where retention is difficult. The combination of decades of high operations tempo along with the increase in commercial aviation hiring has made it challenging for the Air Force to recruit and retain aviators. The Air Force Reserve provides part of the solution for this manning challenge. The inherent flexibility of our part-time career options is attractive to separating active component Airmen, allowing us to retain critical training investment and combat experience. We also offer a flexible option for college graduates who want to serve our nation, but not necessarily in a full-time capacity. Reservists also help bridge the gaps in aviation career fields, particularly in the training roles that benefit from our member's longevity and experience.

Training remains a foundational aspect of Air Force operations, one that depends on the manpower and the experience the Air Force Reserve offers. By leveraging our continuity and experience in the training environment, we minimize cost and we set our newest Airmen up for future success. The Air Force Reserve provides capability in a number of training roles and we are looking to grow these capabilities in the future. One of the challenges the active component faces is high turnover in personnel, particularly in instructor positions. In Fiscal Year 2017, the

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active component will not be able to fill all of the billets required to support these missions. In order to fill that gap, we are expanding our participation in the adversary air mission at Tyndall AFB, Florida, the aggressor mission at Nellis AFB, Nevada, and the Introduction to Fighter Fundamentals training mission at Columbus AFB, Mississippi, Randolph AFB, Texas and Sheppard AFB, Texas. We provide more than 20% of the full-time Undergraduate Flying Training instructors, in addition to our part-time force. Our members provide continuity and experience and are a linchpin of the Air Force training mission. It is our recruitment and retention of experienced Airmen that makes this possible.

Citizen Airmen represent a superb value, not only to the Air Force in terms of operational capability, but also to the American taxpayer in terms of financial savings. The life-cycle cost of a part-time Reserve Airman is less than 60 percent of the life-cycle cost associated with an active duty Airman. Due to the fact that almost 75 percent of our force is part-time, the Air Force Reserve is an extremely cost-efficient force. The capacity and affordability the Air Force Reserve brings with our part-time, combat-proven force, helps us mitigate some of the risk associated with current Air Force manpower deficiencies.

Our Citizen Airmen are our most valued asset. Taking care of our Reservists and their families is an essential part of maintaining a healthy force. We must provide the resources, training and support to ensure our Airmen are connected and have the supportive environments they need to thrive throughout their careers. One of the challenges with providing critical services for our Citizen Airman is that over half of Reservists live more than 50 miles from the units where they are assigned. This means many members and dependents do not have ready access to support agencies. We must provide resources that Airmen and their families can use even if they are not near a base.

One such initiative and support tool is the Wingman Toolkit website and mobile app that the Air Force Reserve launched in 2010. All three Air Force components are now using this

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tool, which provides resources our Airmen need to foster mental, physical, spiritual and social well-being. This year we are utilizing the toolkit to introduce our “Wingman Day” and resiliency programs that Airmen can use to help get connected.

The key to fostering strong and resilient Citizen Airmen is maintaining a healthy reserve-work-life balance, something that is unique to the reserve component. Our Airmen must balance the demands of a military career and family, but unlike their active duty counterparts, most also shoulder the additional burden of balancing civilian careers. It is critical that we continue to fund support programs that help our Citizen Airmen remain resilient and connected to each other, their families and their communities.

We are also proud of the progress we have made in growing our Key Spouse Program, which is a commander and family program designed to enhance readiness and ensure a sense of Air Force community. We currently have more than 300 Key Spouses trained and ready to support our Airmen and their families. This program encourages spouses and families to take an active role in our local communities and base events. By strengthening the bonds between Airmen, their families, co-workers and communities through this type of program, we are building a stronger and more resilient force.

I also want to thank this committee for continued support of the Yellow Ribbon Program. This program started almost a decade ago, and provides invaluable assistance and personal tools for Airmen and their families preparing for or returning from deployments. Each year, Air Force Reserve Command sends approximately 6,000 Airmen and their family members to these incredible events. We have a process in place to capture the impact these events have on the participants, and the feedback has been overwhelmingly positive. By taking care of Airmen, we honor their dedication and service to this nation. Unfortunately, manpower alone can only take us so far. Our Airmen can be the highest quality and the most committed, but if they don't have the resources to accomplish the mission, our nation will still be at risk.

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### **Modernization**

We understand that we have to prepare now to meet future threats. Just as Secretary James stated in her testimony, “our aircraft inventory is the oldest it’s ever been and our adversaries are closing the technology gaps on us quickly, so we simply must modernize.” Our nation cannot wait until a crisis occurs to modernize our aircraft. As a force, we must anticipate future mission capabilities and requirements. At the same time, we cannot lose sight of the health of our current fleet. Much like the active component, we are focused on readiness and modernization despite current funding challenges. The committee is probably aware of the average age of the Air Force fleet. The Air Force Reserve’s oldest KC-135 entered the fleet in 1958, meaning she is almost 60 years old. Modernization has to be a priority if we want our Air Force to remain combat ready. Proactive funding of modernization projects, even in this fiscally constrained environment, must be one of our top priorities until we can afford to replace aging systems. With some of the oldest airframes in the inventory, modernization and recapitalization are essential to ensure the Air Force Reserve remains viable and relevant in the future.

As we look at opportunities to build our future force, we are also looking to new weapon systems like the F-35 and KC-46. In October 2015, the first operational F-35s were delivered to Hill AFB, Utah. This historic milestone solidified a great total force partnership between the active component 388th Fighter Wing and the Reserve 419th Fighter Wing, which have shared a long history of teamwork. The concurrent bed down of new systems among components must continue for us to remain viable total force partners. The Air Force Reserve is also moving forward with plans to stand up two operational KC-46 squadrons at McConnell AFB, Kansas. We provide the foundation for training in many of our current platforms, and we will remain an invaluable partner in these new weapon systems. Possessing both civilian and military competencies, our members bring unique perspectives that are extremely valuable as new weapon systems such as the KC-46 Pegasus evolve.

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Our current modernization efforts revolve around upgrading legacy systems to enhance situational awareness and improve combat effectiveness. For example, we are upgrading our F-16 fleet with precision engagement enhancements such as advanced targeting pods and upgraded anti-jam global positioning system (GPS) and datalink. We are updating the radar warning receivers and radio frequency jammers to increase our capabilities against the current integrated air defense systems. Finally, we are increasing our C-130 capability by upgrading them with enhanced secure line of sight and beyond line of sight data links. These upgrades ensure we maintain our combat capability and interoperability with the active component.

### **Military Construction**

Without military construction funding, our ability to modernize and support new mission sets is greatly limited. The Air Force Reserve maximizes cost-effectiveness by sharing facilities and infrastructure with the active component rather than exclusively operating our own facilities. We leverage existing infrastructure at more than 58 active component bases, while only operating nine Reserve host installations. These shared facilities, such as aircraft hangars and maintenance shops, include more than 17.1 million square feet of facilities. However, this does not mean there are not requirements for military construction funding, particularly when we bring on new programs. This year three of our top six priorities will help support the KC-46 bed down.

Currently, the Air Force Reserve has identified a \$1.2 billion military construction backlog to address recapitalization, modernization and consolidation opportunities throughout the command. Due to limited military construction funding across the Future Years Defense Program (FYDP), we use Operations and Maintenance funding for Facilities, Sustainment, Restoration and Modernization (FSRM) work to accommodate mission changes, increase building efficiencies and ensure facilities meet mission requirements. Our goal is to make every dollar count, and we will continue to use our Facilities Operational Capabilities and Utilization

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Survey program to determine the best use of military construction and FSRM funding. For Fiscal Year 2017, we have requested \$189 million for the following military construction projects:

- KC-46A Construct Two-Bay Corrosion Hangar
- KC-46A Add/Alter Aerospace Ground Equipment and Fuselage Training Facility
- KC-46A Add/Alter Squadron Operations Facility
- C-17 Construct Two-Bay Corrosion Hangar
- C-17 Add/Alter Fuel Hydrant System
- C-17 Construct/Overlay Taxiway and Apron

These projects ensure the Air Force Reserve will meet the requirements for maintaining and operating new weapons systems at our existing bases. Every dollar saved from smarter MILCON execution can be applied to modernizing our fleet or recruiting and retaining our Airmen.

### **Conclusion**

The Air Force Reserve provides critical daily operational capability, strategic depth and surge capacity for our nation, but we cannot do this without Congressional support. In order to remain an integrated, flexible and combat-ready force, we must continue to recruit and retain the right men and women. Our modernization efforts and recapitalization requirements are also a top priority to ensure we remain ready to meet the demands of combatant commanders across the globe. Finally, we must have the military construction funding necessary to maintain our existing infrastructure and build the new facilities required for growth mission areas.

The Air Force Reserve is a proud member of our three-component Air Force team. Our strength lies in our ability to operate seamlessly with the active component, while still providing a flexible and affordable solution. The Air Force's day-to-day mission would not get done without Air Force Reserve people and systems. For this reason, I thank you for the support you

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have provided during my tenure as the Chief of the Air Force Reserve and ask you for your continued support of our Citizen Airmen.