

United States Air Force Reserve



Testimony

Before the Senate Appropriations Committee,
Subcommittee on Defense

Fiscal Year 2016 Air Force Reserve Posture

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

April 29, 2015

April 29, 2015



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.

April 29, 2015

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

April 29, 2015

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

April 29, 2015

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 Citizen Airmen as the Chief of Air Force Reserve and Commander, Air Force Reserve Command (AFRC). The Air Force Reserve is a combat ready force comprised of nearly 70,000 Citizen Airmen stationed locally and serving globally.

The Air Force Reserve is a cost-efficient and mission effective force, providing our nation with operational capability, strategic depth and surge capacity for both steady-state and contingency operations. Every day, Combatant Commanders leverage the Air Force Reserve to fly, fight and win in air, space and cyberspace. Since President Truman and Congress established the Air Force Reserve in 1948, Citizen Airmen have been critical to our nation's defense. We are proud of more than six decades of exceptional service to the United States.

Today, the Air Force Reserve remains a counterweight to the rapidly-shifting strategic environment and a hedge against uncertainty. Recently faced with a number of unexpected threats, including the rise of the Islamic State in Iraq and Syria (ISIS) and the outbreak of Ebola, our nation leveraged the capacity of the Air Force Reserve to respond in support of U.S. national interests. As ISIS drove thousands of Iraqis from their homes, we airlifted life-saving supplies to the Yazidi refugees, refueled strike packages, and delivered combat capability. When the Ebola outbreak threatened the world, the Air Force Reserve supported OPERATION United Assistance by providing medical capability and airlift capacity to deliver vital personnel and supplies to Liberia. With little notice, the Air Force Reserve responded rapidly and effectively because we remain a combat-ready force.

April 29, 2015

Today's Air Force Reserve

Our mission is to fly, fight and win -- in air, space and cyberspace. Citizen Airmen and their families are, without question, our greatest asset. Their selfless dedication, coupled with high levels of experience, ensure the Air Force Reserve is ready to respond anytime, anywhere.

As the Air Force continues to evaluate the Total Force mix through the Total Force Continuum process, we are identifying gaps between warfighting demand and the available supply of capabilities and/or forces. The Air Force Reserve is essential to filling many of these gaps and mitigating the associated risks by providing combat-ready forces to the warfighter. Every day, approximately 5,000 Citizen Airmen are mobilized, serving globally. The majority of these Airmen are volunteers. This is beyond impressive; it is exceptional. The Air Force Reserve contributes to every Air Force core function and performs nearly every mission the Active Component performs. Last year our Citizen Airmen performed nearly 500,000 man-days and filled more than 4,000 Air Expeditionary Force (AEF) deployment requirements with the lowest reclama rate of any Air Force major command.

Air Force Reservists serve notably as Remotely Piloted Aircraft (RPA) crews and maintainers, space operators, cyber warriors, and Intelligence Surveillance and Reconnaissance (ISR) experts. Last year Air Force Reserve RPA crews flew more than 18,000 sorties and provided over 40,000 combat support hours. The 655th ISR Group provided a total of 82,530 hours of ISR support to our joint partners. Additionally, the Air Force Reserve executed about one-third of the daily operational load across all space missions.

Moreover, the Air Force Reserve provides operational capability for homeland support, including 100 percent of Air Force weather reconnaissance with our Hurricane Hunters, 100 percent of the Department of Defense's aerial spray capability for pesticides, and aerial firefighting in conjunction

April 29, 2015

with the Air National Guard. A mission-ready force, the Air Force Reserve is perfectly suited to fulfill these missions.

Our strategic depth makes the Air Force Reserve an indispensable component of our national defense team. Reserve Airmen provide accessible, ready manpower. Seventy-five percent of Air Force Reservists serve part-time and enable a cost-efficient force that is current, qualified, and ready to fight. Additionally, the Air Force Reserve consists of those members of the Inactive Ready Reserve and retired active duty members, who the President and Secretary of Defense may recall at any time when needed.

All components of the U.S. Air Force, including the Air Force Reserve, are ready and trained to the same high standard. The Air Force Reserve's high level of readiness allows us to respond to a crisis within 72 hours and seamlessly integrate with the Total Force. The integration of Citizen Airmen leverages valuable experience and provides continuity in Active Component units and on more than 50 staffs, including the Office of the Secretary of Defense, the Joint Staff, Combatant Commands, Headquarters Air Force, nine other major commands and many other Defense agencies. In addition to their military experience, Citizen Airmen leverage a diverse range of civilian experience, including attorneys, information technology professionals, health care providers, small business owners and corporate executives, to name a few. These civilian skills make our Air Force team even stronger.

This past year, the Air Force Reserve supported every Combatant Commander with operational capability and surge capacity. For example, the 482nd Fighter Wing deployed with F-16's to Afghanistan where they accounted for over 60 percent of kinetic airstrikes and supported more than 400 requests for close air support from troops in contact. Reservists from the 446th Airlift Wing led the first OPERATION United Assistance mission into Liberia, while our KC-10 and KC-135 units supported operations in U.S. Central Command. Our RPA crews from the 2nd Special Operations Squadron amassed more than 5,600 combat hours, flew over 700 sorties, and provided critical ISR and fire support

April 29, 2015

capability to joint special operations forces in support of OPERATIONS Enduring Freedom, Copper Dune and Jupiter Garret. These examples are just a few that testify to our ability to meet combatant commander requirements at a moment's notice across the full range of military operations.

The ISR enterprise remains vital to the national security of the United States and our allies. Over the past year, the Air Force Reserve provided more than 80,000 hours of unrivalled ISR support for global operations, while the 665th ISR Group stood up its final four squadrons. This geographically distributed group consists of eleven squadrons providing geospatial intelligence, human intelligence, airborne linguist capability, signal intelligence, and ISR support to special operations.

Space, the ultimate "high ground," is equally vital to our nation's strategic advantage. Because joint forces rely on space-based assets to, communicate globally, employ precision munitions, and operate distributed ISR networks, the importance of this domain cannot be overstated. The Air Force Reserve continues to provide unrivalled support to our space forces as we look for opportunities for growth in this domain. For instance, the 19th Space Operations Squadron recently conducted Launch and Early-Orbit operations on four global positioning satellites, enabling the delivery of enhanced precision navigation and timing signals along with a new civilian safety-of-life signal. In addition, our contributions at the Space Test and Training Range provided a safe and secure environment for space and cyber training during multiple Service, joint and theater-level exercises.

Air Force Reserve Airmen are experienced and dedicated professionals, who are *always* ready to support our nation when called. We remain an essential partner in our three-component Air Force; however, being ready for today's fight is not enough—we must also look to the future.

April 29, 2015

Tomorrow's Air Force Reserve

- Experienced & Valuable -

To prepare for future uncertainty, the Air Force Reserve must remain a viable and relevant force. Secretary James and General Welsh have testified on the criticality of our three-component Air Force. Shaping the Air Force Reserve portfolio to optimize performance ensures we are ready to effectively respond to emerging Defense requirements. Like the Air Force, the Air Force Reserve must balance the demands of today with the challenges of tomorrow. We must focus on preparing for an uncertain and fast-paced future. I agree with Secretary James when she stated recently, *"I would expect that...we will come up with additional missions, additional capabilities we would ask our Guard and Reserve to assume in the future, and so I see the future of our people program to be more reliant, not less reliant, on our National Guard and Reserve."*¹

The Air Force Reserve will continue to fill demand-capacity gaps within the Total Force. In fiscal year 2016, we must stop reducing our forces and grow back Air Force Reserve end-strength by 2,100 Citizen Airmen to meet critical current and emerging defense requirements, especially for the F-35, KC-46, F-16, ISR and cyber missions.

The Air Force recognizes cyberspace as a critical domain that enables and supports every mission area. Our Reserve Airmen are able to leverage their civilian experience to produce game-changing contributions, especially in the cyber and space career fields. The Air Force Reserve will continue to strengthen our cyber capabilities to ensure we are keeping pace with technological advances. We stood up our first cyber operations group in fiscal year 2013. Included in the fiscal year 2016 President's Budget request are Air Force Reserve classic associate cyber protection teams, which will be tasked with defending our critical information within the cyber domain.

¹ Department of Defense Press Briefing on the State of the Air Force; Presenters: Deborah Lee James, Secretary of the Air Force; General Mark A. Welsh III, Air Force Chief of Staff; July 30, 2014 (<http://www.defense.gov/Transcripts/Transcript.aspx?TranscriptID=5471>)

April 29, 2015

The Air Force benefits from the high level of experience and maximizes its investment in Airmen when they transition from the Active Component to the Air Force Reserve. In many cases, without a Reserve Component career option, many separating Airmen simply leave military service for the civilian sector, taking with them millions of dollars-worth of training and years of experience. Retaining these Airmen in the Reserve Component represents a significant cost savings, benefiting both the Total Force and the taxpayer. I am pleased to report that our prior service Air Force accessions have gone from 45 to 58 percent from fiscal year 2012 to fiscal year 2014. For instance, an Air Force pilot with ten years of experience represents an investment of around \$3 million in formal training and millions more in operational training and experience. Within this ten year period, the pilot has likely deployed and worked with coalition partners during combat operations and participated in large-force exercises such as Red Flag. The Air Force Reserve preserves and then further develops this experience, because the value of such investment in training and experience grows over an Airman's career and is impossible to replace quickly.

Just as preserving experience benefits the nation, integrating Reserve and Active Component forces creates efficiencies and fosters interoperability. The Air Force Reserve currently accounts for approximately two-thirds of the Air Force's accessions. As we look to the future, informed by our guiding principles, we will continue to prioritize Total Force Integration initiatives to optimize the Air Force Reserve's contribution to the Air Force mission. We will remain ready—as one Air Force team—to fly, fight and win.

- Equipped & Ready -

As an integrated component of our Air Force, the Air Force Reserve must remain a relevant and capable force. We have maximized the service life of our systems with a combination of highly experienced maintenance personnel and priority modernization programs that ensure those Citizen

April 29, 2015

Airmen called into combat are afforded the same level of weapons system capability as their Active Component counterparts. 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, center display units and Helmet Mounted Integrated Targeting systems. We are modernizing many of our larger aircraft with defensive systems, such as Large Aircraft Infrared Countermeasures, next-generation threat detection systems and digital radar warning receivers to improve aircrew survivability and expand their mission envelope.

The capacity preserved by the Reserve Component is only useful if it remains at parity, in proper balance and fully interoperable with Active Component and Joint Force capabilities. Since 1990, the average age of Air Force aircraft has increased from 17 to 27 years, with the oldest airframes residing mostly in the Reserve Component. Despite our tireless modernization efforts and highly-experienced maintenance force, our aircraft and systems will eventually fail to keep pace with technological advances. Recapitalization of these weapon systems is required to ensure our unbroken support of defense requirements. Of significant concern to me is that unless the Air Force begins recapitalization of several Air Force Reserve airframes nearing obsolescence, a significant capability shortfall will soon threaten the operational capability and surge capacity upon which the Air Force, combatant commanders, and civil authorities now rely.

For example, a significant portion of the Air Force Reserve inventory is comprised of legacy C-130H aircraft, most of which are 40 years old and have exceeded the airframe design life. In addition to their primary tactical airlift and aeromedical evacuation roles, many of these airframes are used to conduct Reserve Component-only taskings here at home, including aerial spray and firefighting. Without deliberate recapitalization of our legacy C-130s, the nation's tactical airlift capacity and these

April 29, 2015

specialized missions could soon fall short of meeting operational requirements. Additionally, we need equipment enhancements, or we will not be able to operate in certain airspace in accordance with Federal Aviation Administration and International Civil Aviation Organization standards.

Of similar concern to me, our six Low Density/ High Demand (LDHD) HC-130 aircraft used in the Personnel Recovery and Combat Search and Rescue mission are not yet included in the Service's recapitalization plan. To optimize Air Force Reserve contributions to this high-priority, LDHD mission set and help close the demand-requirements gap, we need to recapitalize our legacy HC-130 fleet with newer HC-130J aircraft.

- Consolidated & Efficient -

In addition to modernizing and recapitalizing our equipment, we must continue to exercise good stewardship of our facilities and infrastructure. The Air Force Reserve shares many facilities with the Active Component, which bolsters our cost-efficiencies. We have nine Air Reserve bases and are tenants at 58 locations. The Air Force Reserve shares approximately 80 percent of space at tenant locations including over 17.1 million square feet of facilities, primarily aircraft hangars and maintenance shops, with our active duty counterparts. While sharing facilities, equipment and aircraft reduces overhead costs, we require military construction dollars to modernize and maintain existing infrastructure. This year we requested \$65 million for the following modernization projects and their planning and design.

- Guardian Angel Operations Facility at Davis Monthan Air Force Base, Arizona
- Small Arms Firing Range at Youngstown Air Reserve Station, Ohio
- Medical Training Facility at Joint Base San Antonio, Texas
- Aircrew Life Support Equipment Facility at Patrick Air Force Base, Florida
- Satellite Fire Station at March Air Reserve Base, California

April 29, 2015

To make the best use of limited resources we will continue modernizing our facilities while reducing our footprint. Air Force Reserve Command will accomplish this by consolidating functions where possible and demolishing or divesting unnecessary, resource-draining infrastructure. We will continue to request funds to buy down our \$1 billion military construction facilities backlog. Our Facility Operations Capability Utilization Study process ensures we make every dollar count!

- Resilient & Connected -

Without question, our people—the men and women and their families who make up the Air Force Reserve—are our greatest strength and must be our top priority. Yet, ongoing budget uncertainty and arbitrary fiscal constraints degrade our readiness, hurt our people, and strain our ability to properly train and equip our force. On top of these challenges, with a 75% part-time force, our Citizen Airmen must effectively balance their civilian and military careers, while remaining attuned and responsive to the needs of their families. They do so remarkably well, but we must continue to strengthen our community of Citizen Airmen. In this area, I ask for Congress' continued support as you have provided in the past.

A unique challenge we face is driven by our reliance on dual-status (Title 5 and Title 10, U.S. Code) Air Reserve Technicians (ARTs) to provide full time support for the Reserve force. Dual-status ARTs represent over half of the Air Force Reserve's full-time workforce, many of whom serve as senior leaders. ARTs provide continuity for day-to-day operations and maintain responsibility for training and equipping traditional, part-time reservists. Unfortunately, ARTs remain vulnerable to furloughs and other setbacks experienced by government civilian employees. We cannot let another round of furloughs impact our Air Reserve Technicians. This has a direct impact on our readiness and responsiveness.

April 29, 2015

Also, as we continue to grow and develop our force, we must remain committed to taking care of our Airmen. 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. Balancing a military career with both a civilian career and family demands is challenging. Last year the Air Force Reserve tragically lost ten Airmen to suicide, which was ten losses too many. This year our theme is, "I am connected." We want Citizen Airmen to have the resources available to develop a culture of resilience they can share with each other and their families.

One of the challenges we face is keeping Airmen and their families connected even when they are not in military status. Unlike the Active Component, many of our Airmen don't live near a base or installation where they have ready access to services on a day-to-day basis. In order to overcome this challenge, we are focusing efforts on creating and sustaining programs that support our Airmen no matter where they live.

The Air Force Reserve launched the Wingman Toolkit website and mobile application in 2010 that offers a "one-stop-shop" for resources and useful tips on all four components of the Comprehensive Airmen Fitness (CAF) model. CAF incorporates aspects of mental, physical, spiritual and social well-being of our Airmen. The Air Force recognized the power of this tool and is adopting it for the Total Force. This type of tool helps us reach our Airmen and their families even if they live far away from their units.

The Air Force Reserve is further promoting the culture of military connection to spouses and families. We are working hard to grow our Key Spouse Program, which is an Air Force commander and family program designed to enhance readiness and ensure a sense of Air Force community. This program is a fantastic opportunity for spouses and families to get involved. We believe by strengthening

April 29, 2015

the connections our Airmen have with each other and their families, we can build a stronger and more effective force.

I also want to thank Congress for continued support of the Yellow Ribbon Program. Started almost a decade ago, this program supports Air Force Reserve members who are transitioning between their military and civilian lives. These fantastic events promote the well-being of reservists and their loved ones by connecting them with resources both before and after their deployments. Each year our command sends approximately 6,000 Citizen Airmen and their family members to these incredible events where they receive valuable information on educational benefits, healthcare, and available community resources.

We are dedicated to taking care of Airmen in their military careers and beyond. DoD programs such as the Employer Support of the Guard and Reserve and Hero2Hired are essential in supporting our Airmen by providing the help and resources they need to succeed in their personal and professional lives. By taking care of Airmen, we honor their dedication and service to this nation.

Conclusion

The Air Force Reserve remains an integrated and combat-ready force, providing readily accessible daily combat capability, strategic depth, and surge capacity. We are proud to be an indispensable Air Force component supporting our national security. Our Citizen Airmen stand ready as a counterweight to instability and a hedge against future uncertainty, postured to defend our nation against the threats of today and tomorrow. Thank you for your continued support.