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HOUSE ARMED SERVICES COMMITTEE
UNITED STATES HOUSE OF REPRESENTATIVES

DEPARTMENT OF THE AIR FORCE

PRESENTATION TO THE
SEAPOWER AND PROJECTION FORCES SUBCOMMITTEE
HOUSE ARMED SERVICES COMMITTEE
UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: OVERSIGHT OF U.S. NAVAL AND U.S. AIR FORCE ACQUISITION
PROGRAMS IN THE FISCAL YEAR 2014 NATIONAL DEFENSE AUTHORIZATION
BUDGET REQUEST

STATEMENT OF: Lieutenant General Robert R. Allardice
Vice Commander
Air Mobility Command

April 24, 2013

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Introduction

Chairman Forbes, Ranking Member McIntyre, distinguished Members of the subcommittee; we greatly appreciate being here today given the timeline of the work that lays ahead for you crafting the FY14 National Defense Authorization Act. We very much understand and appreciate the important work of defending the Nation is truly a team effort. To that end, in addition to being joined by Lieutenant General Charles Davis, our Air Force acquisition expert, I'm pleased to be here today with the Honorable Sean Stackley, Vice Admiral Allen Myers and Lieutenant General Richard Mills. The 2012 Defense Strategic Guidance and its focus toward the Pacific will require ever greater cooperation between all of our joint partners.

Central to our concept of a joint force is the tenet that each service brings unique solutions to our strategic and operational challenges. The sheer geographic distances of the PACOM AOR will require the careful planning and resourcing of the Air Force's Rapid Global Mobility (RGM) capabilities. The Air Force, and more specifically air mobility, will be central to our Nation's ability to project power well into the future. No doubt the same holds true for our Navy and Marine counterparts joining us here today. Last week we celebrated the 71st anniversary of Airmen in B-25s led by Lieutenant Colonel James "Jimmy" Doolittle departing from the deck of the USS Hornet to strike our adversaries. We certainly have a long track record of working together to solve our security challenges. As our focus has rightly been on other parts of the world over the last decade, your Air Force and Navy have kept a steady vigilance in the Pacific with joint exercises and operations. The Air Force's continuous bomber presence, made possible by a robust air refueling capability, has proven itself to be an invaluable tool for our National Security Strategy (NSS).

That's the remarkable capability the 134,000 active duty (AD), Air Force Reserve (AFR) and Air National Guard (ANG) Airmen who comprise our air mobility forces provide their fellow citizens; the ability to project forces anywhere around the world in a matter hours. And we don't do this alone, we do it in conjunction with our industry and commercial partners who provide our Airmen the tools they need and augment our airlift capacity every single day. Our air mobility capability is a true national treasure; it makes us a true global power.

You do not regularly hear about our Airmen who are working quietly providing airlift, air-refueling and aeromedical evacuation for our Nation. That's exactly the result our Airmen work tirelessly to achieve. We measure our success by the soldier in the forward operating base in Afghanistan who has enough ammunition, food, water and fuel to fight another day delivered using precision airdrop by Airmen operating our tactical and strategic airlift aircraft. We see worldwide recognition of our efforts with a B-2 bomber originating from the middle of Missouri and flying non-stop across the globe to demonstrate resolve against our adversaries and solidarity with our allies; we know you on this committee appreciate in order to fly that single bomber nearly 13 thousand miles in 37 and a half hours required several of our Global Reach air refueling tankers, we all just assume their success! Even at home in the United States, our neighbors feel the impact of this national mobility treasure when an ANG C-5 transports civilian utility power trucks across the country to an Air Reserve Base just outside of Boston where they are needed in the wake of Hurricane Sandy. We see the impact of our efforts on the faces of the families of our wounded warriors who received medical care; in some cases all the way from the point of injury to a stateside medical facility. We like to think we make these things look easy, but as your Airmen and this committee know they are immensely complicated endeavors.

Americans never question; but we absolutely count on air mobility. What we seemingly do with ease is a result of Airmen who are ready to answer the call of the Nation at a moment's notice. Our Air Force can project American power, either humanitarian or kinetic, within hours, to any place on the planet relying on our air mobilityprojection capacity. Our Airmen are the heart of who we are and we owe them the best tools possible to ensure they can accomplish what we've asked them to do. That's what brings us here today, ensuring we have ready and equipped Airmen so future generations enjoy the same strategic choices we have today. It is an ever evolving discussion between meeting the needs of our NSS but also being ready to respond now. The FY14 President's Budget Request (PBR) ensures total force air mobility forces are ready today to execute our Nation's strategy and remain viable tomorrow.

Supporting Forces

In our role as the air component to United States Transportation Command (TRANSCOM) we are a force provider. We do not determine requirements; instead we rely on TRANSCOM and its work with the Geographic Combatant Commanders (GCC) to ensure the logistics requirements of planned operations are fully understood and accounted for. Many times our airlift capabilities are best maximized when used in conjunction with land and sea-lift, and TRANSCOM provides the flexibility to maximize the entire Defense Transportation System (DTS). We saw this when we transported Mine-Resistant Ambush Protected (MRAP) vehicles into Afghanistan and TRANSCOM is exploring every option to maximize the efficiency of Afghanistan retrograde operations.

When we consider future fleet sizes, crew ratios and active and reserve component make-up, we work closely with Headquarters Air Force and the Office of the Secretary of Defense to perform the analysis required to make informed decisions. Even before sequestration entered into

the Nation's vocabulary, the Department of Defense was in the midst of reducing its total budget authority by \$487 billion over ten years. Again as a force provider, we attempted to make the best decisions based on the analysis provided. The Mobility Capabilities and Requirements Study 2016 (MCRS-16) served to underpin our force structure decisions over the last three years. Added to this in the FY13 budget cycle was the Joint Staff's Operational Availability 2012 Force Planning Construct (OA-12).

Given the numerous studies and analysis that have been conducted during these times of change, we fully support the need to accomplish a new Mobility Requirements and Capabilities Study-2018 (MRCS-18) as required by the FY13 National Defense Authorization Act.

Perspective

As part of the FY13 PBR, the RGM portfolio included substantial adjustments to the strategic and tactical airlift fleets as well as a small reduction in our aging KC-135 air refueling fleet. This was a deliberate decision on the part of the Air Force to become smaller to assure readiness and modernization. We deeply appreciate the committee's willingness to work with the Air Force and all of the stakeholders in crafting a way forward that was mutually acceptable to all.

The Total Force Proposal (TFP) incorporated into the final FY13 National Defense Authorization Act serves as a great example of how we can partner to drive toward solutions. The air mobility portion of the TFP included the retirement of 16 KC-135R aircraft from the Total Force: three from the Active component; eight from the ANG; and five from the AFR. The committee's inclusion of our request to lower the strategic (inter-theater) airlift floor to 275, upon completion of the FY13 NDAA directed MRCS-18 study, will allow us to continue funding modernization of the remaining fleet. Maintaining the current fleet of 301 inter-theater airlift

aircraft while awaiting the results of the MRCS-18 will cause the Air Force to complete only one of five planned C-5A retirements in FY13, which will come from the AFR.

The additional 32 intra-theater aircraft required to be maintained in the inventory came to us with discretion of airframe and location. In response, the Air Force formed the Intra-Theater Airlift Working Group (IAWG) to determine how to best position these additional aircraft for the Total Force. As we indicated with the FY13 PBR the C-27J provided a niche capability that could be accomplished with existing C-130 force structure and the Secretary opted to continue the C-27J divestiture and meet the 32 aircraft requirement with C-130s. The Air Force is currently working with the defense committees on a way forward on this action in light of the FY13 Defense Appropriations which directed the execution of procurement funds for the C-27J.

We have an obligation to provide you what we believe is the best military advice on the posturing of our forces for today and for years to come, but we also know we must be open to a range of opinion and we believe the TFP testifies to that. As we continue to have this conversation over the coming years, we believe it is important to remember the dramatic transition your Air Force has made even while engaged in combat operations around the world. We are the most capable Air Force in history and we're doing it with far fewer Airmen and far fewer aircraft than has historically been the case. Our air mobility forces are no exception.

We are constantly working to strike the right balance between capacity and capability. As we move forward with the discussion about the future of our Air Force and more specifically our air mobility forces, all of us will have to re-evaluate the bond between Airmen and the machines they fly. In many ways we have innovated our way past some of our traditional notions of how we deliver a sufficient force for air mobility.

There is no better example than our program of record C-17A fleet of 223. In simple terms, these aircraft are twice as capable as the C-141Bs they replaced, which at its height was a fleet of 270. This is a remarkable increase in capability that has allowed us to reduce the size of the C-5A fleet and still meet the Nation's requirements. It is not just the aircraft that have evolved, but how our Airmen employ them. One example is an effort we call precision delivery; ensuring that not just every pallet position is filled but those pallets are built to maximize the cargo space and still fit on any aircraft in the airlift fleet.

Although not the focus of this hearing, we would be remiss if we didn't outline some of the actions we've taken to manage sequestration. Across the mobility portfolio we've had to make difficult decisions and prioritize what we are able to support. Support for the warfighter is our single focus between now and the end of FY13, as it should be. To ensure we meet that standard, we've reduced our training flying hours for our line units. Even with the creativity of our Airmen to squeeze every ounce of training out of flying-hours; we will ultimately face a readiness challenge in the future. The FY14 PBR puts us on a path to solving this challenge.

Perhaps the most visible example on the impacts is with CONUS air refueling, which has been substantially curtailed. This impacts not only the Air Force but our joint partners as they move assets across the country. As this committee knows all too well, we are navigating un-chartered territory, but you would be amazed at how your Airmen have responded.

Air Mobility - A Total Force

Air mobility forces have a long history of Total Force Integration through vibrant associations. In fact, the very first mobility total force effort was at Norton AFB in 1968 and we've never stopped. Today nearly 65% of our air mobility capability resides in the air reserve component (ARC), the Air Force Reserve and Air National Guard. I can tell you from personal

experience over the last 12 years of combat operations you simply cannot tell a difference between our AD and ARC members as they execute the mission. While traditionally we would place ARC units at AD bases, what we refer to now as a classic association, in the last decade we have placed AD units at ARC bases, what we call an active association. Our active associations have proven very successful, helping us build and mature AD aircrews and maintainers with the experience of their more seasoned ARC counterparts. The FY14 PBR continues this by establishing new associate units.

We are also active participants in the Air Force Total Force Task Force (TF2) that is taking an enterprise wide look at the future balance of AD and ARC force structure over the coming years. This is an important national conversation to have and one that is an evolution of the events leading up to the creation of a separate Air Force in 1947. Our Airmen take great pride in our history of innovation, and air mobility's efforts in the Total Force are no exception. Ultimately, the Airmen, Soldiers, Sailors, Marines and civilians we support in their time of greatest need only know that hope was delivered from above; they aren't terribly concerned whether it came from an AD or ARC aircraft and aircrew. We owe you and the Nation thoughtful analysis and recommendations that reflects everyone's voice based in data and facts. This is always a difficult challenge, because we also know how this affects the communities that surround and support our Airmen.

Inter-theater (Strategic) Airlift

We generally look at our programs through three broad core competencies; inter-theater (strategic) airlift, intra-theater (tactical) airlift and air refueling. Underpinning all three is our significant en-route structure that allows us to operate from fixed airfields around the world.

Even where there is no established DoD presence, our Contingency Response Wings allow us to quickly establish airfield operations anywhere they are needed.

The FY13 NDAA mandated a strategic airlift floor of 301 until the completion of the MRCS-18, when it would then be lowered to 275. The 275 strategic aircraft fleet is programmed to consist of 223 C-17A and 52 C-5M aircraft by FY17. This organic strategic fleet will be capable of providing 30.4 million ton miles per day (MTM/D). Based on the most recent analysis we have available, this capability along with our commercial partners meets GCC requirements.

This year will see the completion of the C-17A program of record with aircraft number 223 scheduled for delivery in August. We will continue to focus our investment resources on maintaining a modernized and efficient strategic airlift fleet. The FY14 PBR continues our efforts to bring a 52 aircraft C-5M fleet on line with a request of \$1.1B to procure the final 11 kits required for conversion. The retirement of our remaining C-5As is phased between now and FY16 to ensure the strategic airlift fleet has the flexibility to meet GCC requirements as the C-5M achieves fully operational capable (FOC) status. The C-5M combines advanced avionics with the Reliability Enhancement and Re-engining Program (RERP). With the ten aircraft delivered; we've already seen an impact on how we execute our missions around the world. The increased range and payload of the C-5M will allow more point to point delivery from the CONUS to the PACOM AOR, giving us additional en-route options.

Our Global Reach Improvement Plan (GRIP) continues in FY14 PB with a \$372M request. This investment ensures our oldest C-17As have the same capabilities as the last one off the line. The GRIP accomplishes this by retro-fitting extended range fuel tanks and the Onboard Inert Gas-Generating System (OBIGGS II). Even with the current fiscal environment, the Air

Force has worked diligently to ensure the strategic airlift fleet continues to be viable for many years to come. We thank the committee for its continued support of these programs. As I alluded to earlier; because of the tools you have provided Airmen, the 275 aircraft strategic airlift fleet will offer more capability than the one we possessed on September 11th, 2001. It's an unmatched capability for the Nation we believe meets all warfighter requirements for contingencies and full wartime mobilization.

Intra-theater (Tactical) Airlift

The composition of our tactical airlift fleet was the greatest focus of interest by this committee during the FY13 budget cycle and for very good reason. In addition to supporting our NSS these aircraft are ideally suited for Homeland Defense and civil support. We've seen this time and time again; from airdropping bales of straw to cattle that have been cut off by deep snows in the Great Plains to airlifting supplies in and the injured out of earthquake ravaged Haiti. The FY13 PB supported a 318 C-130 fleet, made up of both modern C-130Js and legacy C-130Hs. The TFP restored that number to 326 and we were directed by the NDAA to retain an additional 32 aircraft through FY13. The FY14 PBR supports a C-130 fleet of 358 and the Air Force has pledged to maintain that level of force structure through FY14.

Over the next two years we will analyze what force structure preserves our capability and makes the most sense for the Nation. This includes the fleet mix of C-130Js and C-130Hs, the AD/ARC composition and crew ratios. Our ARC partners with equities in the intra-theater airlift fleet have an equal seat at the table as we explore solutions to these force structure questions. Although we are still working through the disposition of the C-27J, we appreciate the committee's willingness to allow us to meet the additional direct support aircraft directed by the FY13 NDAA with C-130s.

Time Sensitive / Mission Critical Direct Support (TS/MC)

Recently the committee received a briefing from the Air Force on our efforts to integrate the Time Sensitive/Mission Critical Direct Support mission into our doctrine. We've had great success in overseas contingency operations using what we call apportioned airlift. This was based on a 2009 concept of employment (CONEMP) that focused on command relationships, organization and operations. We are currently in final coordination on an updated CONEMP that will build on the lessons we've learned over the last four years. The TS/MC mission is fully accounted for in our Air Mobility Master Plan and Core Function Master Plan. Our next steps are to bring these concepts from the operational to the tactical and integrate TS/MC into our Weapons School curriculum and tactics, techniques and procedures. We expect we'll have that formalized by the end of this calendar year.

Aerial Refueling

Returning, for just a moment, to the previously mentioned operation of Lt Col Jimmy Doolittle and the USS Hornet in the Pacific. That particular mission was the perfect combination of Airmen having medium range bombers and the Navy having a deck from which to launch them. This combination of innovations let our adversaries know they were not out of reach. But it was a one way mission and what followed was a three year slug through the Pacific to move one island and one runway closer to a robust strategic bombing capability. Each runway we built on each island we overran was paid for with the lives of Americans. Imagine a time when everyone in the country knew someone who had given their life in the Pacific pursuing that strategy.

Airmen had experimented with aerial refueling prior to that war and at its conclusion our Nation made a conscious decision that we would never again have to fight island to island at

such a heavy cost. We would never again go through those islands, we would fly over them. Even as the events that led to its creation slowly fade from our Nation's memory, we can never take for granted what our air refueling capability brings us. It demands tremendous investment, but we've seen what the alternatives are and that is a cost we cannot pay again.

Our FY14 programmed air refueling fleet is comprised of 396 KC-135 and 59 KC-10 aircraft. It is frankly the envy of militaries around the world. The KC-46A, the first step of recapitalizing a KC-135 fleet with an average age of over half a century is on schedule and remains the Air Force's number one acquisition priority. That is reflected in the FY14 PBR with \$1.6B, fully funding the program. We've worked closely with the contractor and are anticipating that assembly of the first KC-46A will begin this summer, with the delivery of four engineering, manufacturing and development (EMD) aircraft in 2014. The fixed-price incentive firm contract continues to be a model of a sound fiscal approach to an acquisition program of this size. We are on track to announce the first three basing locations for the KC-46A this summer which will allow for lead items like MILCON to be incorporated into our budget requests. Although we are excited about the KC-46A, our KC-135s will be with us for many years to come and will continue to be the heart of our aerial refueling fleet.

The FY13 NDAA allowed us to retire 16 KC-135s as part of the Total Force Proposal. Like airlift requirements, air refueling requirements have been the subject of continuous analysis and study over the last few years. Again we believe the new MRCS-18 required by the FY13 NDAA will help us, as the force provider, program for a fleet that will meet the Nation's requirements. To ensure fleet viability, the FY13 PB request continues to invest in upgrades in both the KC-135 and KC-10 fleet. The KC-10 is currently beginning a communication, navigation surveillance (CNS) and air-traffic management system (ATM) upgrade that will

ensure peacetime airspace access for years to come. The KC-135 continues its Block 45 avionics upgrade and 95 aircraft will be upgrading their engines for greater fuel efficiency. The FY14 PBR continues to support a more modern and capable air refueling fleet.

Conclusion

On any given day our Airmen average around 700 airlift and air-refueling sorties. That means one of our aircraft, maintained, loaded, fueled and controlled by your remarkable Airmen is taking off or landing every two minutes somewhere in the world. Right now they are moving supplies in and out of Afghanistan, and they are ensuring protection for our ground forces by refueling combat aircraft overhead. We owe them the best the Nation can provide. Every day they amaze me; it is humbling to work alongside them. I think Jimmy Doolittle would be right at home with the Airmen who serve today, and he would be proud of what they've accomplished. We should all be proud of our Airmen who power the greatest Air Force on the planet. It's an honor to serve with them. Thank you for your enduring support of our Airmen and the air mobility capability of the Nation.