

**DEPARTMENT OF THE AIR FORCE
PRESENTATION TO THE PERSONNEL SUBCOMMITTEE
COMMITTEE ON ARMED SERVICES
UNITED STATES SENATE**

**SUBJECT: GENERAL OFFICER/SENIOR EXECUTIVE SERVICE
AUTHORIZATIONS**

**STATEMENT OF: GENERAL PHILIP M. BREEDLOVE
VICE CHIEF OF STAFF OF THE AIR FORCE**

SEPTEMBER 14, 2011

**NOT FOR PUBLICATION UNTIL RELEASED
BY THE PERSONNEL SUBCOMMITTEE
COMMITTEE ON ARMED SERVICES
UNITED STATES SENATE**

1 The United States continues to need a strong and agile military to confront a
2 dynamic international security environment composed of a diverse range of threats.
3 With our Joint partners, the Air Force defends and advances the interests of the United
4 States by providing unique capabilities across the full spectrum of conflict in order to
5 succeed in today's wars and prevent future conflicts. The Air Force remains a mission-
6 oriented and highly prepared force — not an easy task after more than 20 years of
7 constant combat operations.

8 A key element of the Air Force's continued ability to provide combat power to the
9 Joint team is the depth and breadth of its senior leadership team. This team is
10 responsible for not only organizing, training, and equipping the current force, but must
11 also envision and develop a future Air Force that continues to provide air, space, and
12 cyber power for America. Our senior leadership consists of two different, but mutually
13 supportive, elements: Air Force general officers (GO) and Senior Executive Service
14 (SES) civilians. We rely on our general officers for their years of command experience
15 and military judgment. Our SES civilians bring broad area expertise as well as a
16 stability and continuity not achievable under the current military promotion system.

17 In order to develop a Total Force and achieve mission success, we must ensure
18 that there is a level of interchangeability between our senior military and civilian leaders.
19 Due to their comparable level of job complexity, scope of responsibility, span of control,
20 inherent authority, and influence on Joint and national security matters, the Air Force
21 advocates a deliberate and balanced approach to flag-level leadership, and we believe
22 that GOs and SESs should be viewed as equal partners as we move forward in this
23 process. Accordingly, Air Force senior management structure merges these two groups

24 into a unified team; to consider them separately does not give an accurate picture of our
25 leadership corps.

26 The 2009 National Defense Authorization Act authorized 300 general officer
27 billets (208 Service, 92 Joint) for the Air Force. Of the total SES authorizations
28 allocated to the Department of Defense (DoD) by the Office of Personnel Management,
29 DoD has apportioned 197 SES¹ (170 Service, 27 Joint) authorizations to the Air Force.
30 For a detailed breakdown of Air Force senior leadership by rank, see Appendix 1.

31 Although current authorizations are slightly larger than they were a decade ago,
32 they are small historically. In 1955, the Air Force was authorized 425 GOs, and by
33 1991, that number had shrunk to 326. Between 1991 and 2001, Air Force GO
34 authorizations were reduced by an additional 44. On September 11, 2001, the Air
35 Force was authorized 282 GOs and 171 SESs. Since that date, the Air Force has taken
36 on new and expanded missions including the global war on terror; manning the newly
37 established U.S. Cyber Command and U.S. Africa Command; and building partner
38 capacity. As a result, the Air Force has slightly increased its Service and Joint GO
39 authorizations (4 percent increase in Air Force billets, 12 percent increase in Joint
40 billets). However, despite a substantial increase in missions as well as an increased
41 Joint billet requirement, the Air Force has only added 18 new GO authorizations since
42 2001 (6 percent increase in total GO billets).

43 Secretary Gates' efficiency study in March 2011 sought a review of DoD for
44 opportunities to reduce duplication, overhead, and excess. In response, the three
45 military Departments were tasked to identify 10% of their total general or flag officers for

¹ This number includes SESs only and does not include Senior Level (SL), Defense Intelligence Senior Level (DISL), or Scientific and Professional (ST) positions.

46 reductions and to review the level of their SES workforce. As a result of this study, the
47 Air Force has targeted 39 GO positions (22 Service, 17 Joint) and 9 SES positions for
48 elimination. When these reductions are complete in 2014, the Air Force senior
49 leadership will consist of 261 GOs and 188 SESs — a level lower than that of the Air
50 Force senior leadership team on September 11, 2001, and the lowest level of Air Force
51 general officers ever. When normalized to its end strength, Air Force senior leadership
52 size is in line with the other Services both before and after the efficiency study
53 reductions. Ultimately, we believe that we have the correct mix of military officers and
54 civilian executives to provide the Air Force with the best senior leadership team.

55 As America's source for air and space power, the Air Force remains a reliable
56 partner in the Joint team. Along with our sister Services, we have re-evaluated our
57 senior leadership team and have taken targeted reductions in order to reduce overhead.
58 Our team of general officers and senior executive service civilians provide the Air Force
59 with a breadth and depth of experience that is most effective when considered in
60 concert. While this mix of these two groups varies between the Services, the ratio of Air
61 Force senior leaders to Airmen is broadly in line with the other Services. Together, our
62 leadership team remains committed to the Joint fight and remains ready to provide
63 global vigilance, reach, and power for America.

64

Appendix 1

65 This appendix includes the senior leadership levels of the Air Force in 2001,
66 2011, and the projected levels in 2014 as directed by the efficiency study. Over the
67 past decade, the Joint GO positions considered exempted billets (those posts which are
68 not counted under a Service's Title 10 GO end strength limit) have changed. In order to
69 make the most accurate comparison, these exempted positions are not counted in the
70 totals below. Finally, this data reflects total authorized positions since the actual
71 number of senior leaders constantly fluctuates due to promotion, accession, and
72 retirement.

73 **2001 Senior Leadership**

74 In the fall of 2001, the Air Force was authorized 282 GO billets, of which 200
75 were Service GO billets and 82 were Joint GO billets. The breakdown of authorized
76 GOs was 10 Generals, 34 Lieutenant Generals, 97 Major Generals, and 141 Brigadier
77 Generals. There were a total of 171 Air Force SES members in the fall of 2001, of
78 which 162 were Service SESs and 9 were Joint SESs. In sum, we were authorized 453
79 Air Force senior leaders on September 11, 2001.

80 **Current and Future Senior Leadership**

Current Senior Leadership end strength (Summer 2011)

| | GO | GO JT | GO Total | AF SES | SES JT | SES Total | Senior Leader Total |
|-------|-----|-------|----------|--------|--------|-----------|---------------------|
| 4*/T4 | 9 | 3 | 12 | 0 | 0 | 0 | 12 |
| 3*/T3 | 34 | 10 | 44 | 17 | 0 | 17 | 61 |
| 2*/T2 | 73 | 28 | 101 | 54 | 8 | 62 | 163 |
| 1*/T1 | 92 | 51 | 143 | 99 | 19 | 118 | 261 |
| Total | 208 | 92 | 300 | 170 | 27 | 197 | 497 |

81

Post Efficiency Study end strength (Summer 2014)

| | GO | GO JT | GO Total | AF SES | SES JT | SES Total | Senior Leader Total |
|-------|-----|-------|----------|--------|--------|-----------|---------------------|
| 4*/T4 | 9 | 3 | 12 | 0 | 0 | 0 | 12 |
| 3*/T3 | 34 | 10 | 44 | 17 | 0 | 17 | 61 |
| 2*/T2 | 63 | 23 | 86 | 50 | 8 | 58 | 144 |
| 1*/T1 | 80 | 39 | 119 | 91 | 22 | 113 | 232 |
| Total | 186 | 75 | 261 | 158 | 30 | 188 | 449 |

82

83 Notes:

84 Totals highlighted in blue reflect 10 U.S.C. § 526 authorizations

85 Joint Pool data includes Air National Guard and Air Force Reserve GOs

86 Joint numbers and Post Efficiency Study numbers are notional