

DEPARTMENT OF THE AIR FORCE

PRESENTATION TO THE SUBCOMMITTEE ON MILITARY PERSONNEL

COMMITTEE ON ARMED SERVICES

UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: MILITARY PERSONNEL OVERVIEW AND DOD'S PROPOSED PERSONNEL  
EFFICIENCIES

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The Airmen of our great Air Force serve the Nation with distinction. They performed valiantly during 20 continuous years of combat operations dating back to Operation Desert Storm, while simultaneously supporting multiple broad-spectrum operations across the globe. Confronted with the realities of the current and future constrained fiscal environment facing our Nation, the Air Force remains committed to recruiting, developing, and delivering to the battlefield innovative Airmen who can influence processes and inspire people to reshape and redefine the battlespace. My commitment as the Air Force's Deputy Chief of Staff for Manpower, Personnel and Services is to align the Air Force's greatest resource, our Airmen, to support the national security strategy. We must do so while making extremely difficult resource priority decisions while at the same time guaranteeing we fully support our Airmen and their families. As we prioritize missions, it is critical we balance capabilities between our active and reserve components to maintain a robust national security posture in a dynamic global environment.

## **CONTINGENCY OPERATIONS**

Our Airmen remain at the forefront of today's conflicts and other contingency operations around the globe, serving proudly alongside our sister service brethren. Today there are more than 91 thousand Airmen either forward positioned or deployed worldwide in our Nation's defense with an additional 134 thousand Airmen providing direct support to our joint war fighters, representing 43 percent of our Total Force directly supporting Combatant Commander requirements. In an effort to increase at-home time for Airmen between deployments and to better utilize pre-deployment training resources, the Air Force established a 6-month baseline

deployment length starting in late 2010. We are on track to complete this transition by October 2012. At the same time, Air Force 365-day deployment taskings have increased to 2,300, up from 689 in 2005, now representing 7% of the Air Force's total deployments.

## **MILITARY AND CIVILIAN PERSONNEL BUDGETS**

The Air Force is committed to maintaining and sustaining the appropriate size and force mix to align with the new defense strategy, ensuring we meet mission requirements. The programmed Total Force military end strength for FY13 is 501,000 personnel. This includes approximately 328,900 active duty, 70,500 Reserve and 101,600 Air National Guard personnel; a reduction of 9,900 from FY12. Detailed assessments of future conflict scenarios and deployment rotation requirements drove force structure adjustments resulting in the corresponding personnel reductions. The FY13 budget includes a total budget authority request of \$34.2 billion for Active Duty, Air National Guard and Reserve military personnel. Included in this budget is a 1.7% military base pay increase, 4.2% increase in the housing allowance and a 3.4% increase in subsistence allowance, and an 11.4% decrease in Operational Contingency Funds (OCO). In addition, the Civilian Personnel Budget requested for FY13 is \$12.4 billion and includes a 0.5% pay raise after a 2-year pay freeze. The FY13 programmed total force civilian strength is 185,900.

## **COMPENSATION REFORM**

The costs for military pay, allowances and health care have risen significantly in the last decade. As budgets decrease, the Air Force supports the President's budget to achieve savings in this area to prevent drastic cuts in forces, readiness, and modernization. As part of a DoD-wide effort, we are participating in the development of multiple proposals to meet deficit reduction targets and slow cost

growth. The adjustments to the TRICARE benefits included in the budget reflect the proper balance and the right priorities.

## **MILITARY FORCE MANAGEMENT**

The Air Force will sustain excellence with a smaller, more agile and modernized force. We continue to realize record high retention and remain vigilant on force management efforts as we continue to size and shape the force to meet congressionally mandated end strength. The Force Management Program is a tailored, multi-year program managing the force along the 30-year continuum of service, which leverages voluntary measures first, incentivized programs where needed, and implements involuntary measures as required to yield a high quality force.

The FY12 voluntary force management programs include active duty service commitment waivers; time-in-grade waivers; reduced enlistment contract waivers; 8 versus 10 commissioned years of service waivers for retirement for prior-service officers as granted in the FY11 NDAA; voluntary separation pay; and Palace Chase transfers to the Air Reserve Component. Finally, we plan to utilize the Temporary Early Retirement Authority granted in the FY12 NDAA by targeting a very limited and specific number of Airmen in selected skills.

The FY12 officer involuntary force management program resulted in 610 losses and included the following: 1.) Force Shaping Board for probationary officers with less than 6 years Total Active Federal Commissioned Service; 2.) Reduction in Force board for Captains and Majors 3.) Lieutenant Colonel Selective Early Retirement Board (SERB) and 4.) Colonel SERB. The FY12 enlisted involuntary force management program was limited to date of separation rollbacks.

In FY13, the Air Force's voluntary programs are similar to those in FY12 and the only involuntary action is a projected Force Shaping Board in September 2012 for probationary officers with less than 6 years of Total Active Federal Commissioned Service. Additionally, the Air Force will continue to use limited selective continuation and reduced promotion opportunities to Major (90%) and Captain (95%).

While we must take proactive measures to manage the force to remain within end strength, the Air Force is committed to ensuring a smooth transition to civilian life for our Airmen. We have increased our focus on improving our Transition Assistance Programs and are actively participating with the Veterans Employment Initiative Task Force in an effort to reduce veteran unemployment. We are committed to providing appropriate resources towards increased Transition Assistance and Veteran Employment efforts as we continue to collaborate with OSD.

#### **RETENTION, RECRUITMENT, BONUSES AND INCENTIVE PAYS**

The Air Force accesses, retains and grows motivated and uniquely qualified Airmen to meet the security threats of today and the future. We must carefully tailor accessions to meet current needs, while also considering the future, as under-accessing Airmen ripples through the force for the following 30 years. Therefore, while our force management plan includes reducing some officer and enlisted accessions, we balance those with future needs. We project reducing enlisted accessions for FY12 and FY13 by 1,030 and 1,232 individuals respectively, and reducing officer accessions in FY12 by 30, but no reductions FY13.

The Air Force seeks the highest quality recruits to fill our ranks as Airmen retire or separate through normal attrition. To support these efforts, we have included \$82 million in the budget for the Air Force Recruiting Service to support Total Force recruiting operations, and an

additional \$97 million for advertising in FY13, a slight reduction in the total recruiting budget from FY12. In 2011, the Air Force experienced great success in recruiting, meeting all enlisted and officer recruitment goals for the active duty and reserve forces. Notably, the quality of recruits entering the Air Force greatly increased. For our CAT 1-III A recruits, the average score on the Armed Services Vocational Aptitude Battery (ASVAB) increased from 90.47% in 2010 to 98.5% thus far in FY12. We anticipate continued overall recruiting success in FY12 and 13. However, there are nine Air Force career fields, such as linguist, special operations, and explosive ordnance disposal specialties with high operational demand where critical shortages remain. We budgeted \$14.5 million in Initial Enlistment Bonuses in FY13 to attract these skills. Active duty, non-line officer recruiters met 99% of their 2011 goals. We increased our efforts to recruit Fully Qualified Health Professionals, meeting the goal of 25 Fully Qualified Health Professional officers in FY11 and increased our goal to 55 in FY12.

The Air National Guard (ANG) met their enlisted recruiting goals in FY11 and they are on track for FY12. However, ANG officer recruitment goals have fallen short, primarily due to difficulty in recruiting Health Professional officers. In response, the ANG is executing precision recruitment efforts in FY12 towards Health Professional officer candidates using a heightened advertising campaign to help meet officer recruiting goals by FY13.

The Air Force Reserve continues to attract and retain qualified prior service and non-prior service recruits. For the 11th straight year, the Air Force Reserve Command Recruiting Service has led the Department of Defense in meeting recruiting goals. Our ability to retain trained Active Component Airmen in the Reserve Components greatly reduces training costs, and enhances the repository of talent and expertise available to meet the Air Force's surge and steady-state requirements.

Retention rates remain at an all-time high in the Air Force as a whole and contribute to the need for multiple force management programs to remain within end strength. However, retention is still problematic for some skills and year groups and we need investment to counter low accession year groups of the past and retain critical war-fighting skills for the future. Bonuses have proven the most effective, responsive and measurable tool for retention to encourage Airmen to remain or retrain into career fields with high demand requirements. Training and replacement costs far outweigh the amount invested in bonus programs, leading the Air Force to allocate \$420.4 million in FY13 for Special and Incentive bonus pay. The Air Force has portioned \$232 million of these funds for Selective Reenlistment Bonuses (SRB) for 78 Air Force specialties, down from 89 in FY11. SRB investments have shown to improve retention up to 1-8% per SRB increment, depending on the enlistment zone, and have proven a critical tool in retaining our needed specialties for the future.

Retention of senior non-commissioned officers (SNCO) in certain high-demand specialties such as combat control and pararescue is challenging. Therefore, the Air Force targeted \$2.85 million in enlisted critical skills retention bonuses towards retaining these SNCOs beyond retirement eligibility. Additionally, we are investing \$10 million in critical skills retention bonuses towards several officer specialties with acute manning problems including special operations pilots, remotely piloted aircraft operators, and special operations control and recovery operators. The application of targeted critical skills retention bonuses helps offset potential retention problems magnified by low manning levels in these specialties coupled with growing requirements and a limited pipeline production capacity.

## **AIRMEN DEVELOPMENT**

One of our primary initiatives within force development is an effort to better define, identify, and track institutional, occupational and cross-functional competencies. During FY13, we will continue to institutionalize a process allowing force development stakeholders at all levels to quantify and measure specific skills on both an individual and aggregate basis. Doing so will allow us to develop Airmen within the Total Force more deliberately by matching training, education and experiential opportunities to real-world requirements. The Air Force is developing cross-cultural competence for all Airmen. We must prepare all Airmen to deliver the global vigilance, reach and power our Nation expects. To support this requirement, we will focus our efforts on 1.) Building expertise in foreign language, regional, and cultural skills, 2.) Recognizing joint experience in an Airman's career, and 3.) Ensuring our educational offerings address current and anticipated requirements for language and regional expertise.

## **DIVERSITY**

The Air Force recognizes a diverse force is a military necessity and continues on a strategic path to attract, recruit, develop and retain a diverse and inclusive workforce of highly qualified individuals who reflect the rich tapestry of the Nation we serve. Our Airmen recognize the importance of maintaining a diverse force, which was reflected in a 2011 Total Force diversity survey in which 75% of Airmen agreed it is important for the Air Force to attract, recruit, develop and retain a qualified, diverse workforce to maintain our edge as a superior military organization. Further, 88% of Airmen believe the Air Force is successfully maintaining proper diversity within the Total Force.

Outreach programs remain a key to attracting and recruiting diverse talent. To that end, in partnership with OSD's Office of Diversity Management and Equal Opportunity, the Air



Force plans, coordinates and provides oversight to national-level diversity outreach programs supporting our goals and objectives. Further, by recognizing a need to better utilize resources, we now make use of Total Force criterion to determine which events to attend using a synchronized calendar of events and a return on investment template. We have 80 events planned for 2012 including the Black Engineer of the Year Awards, Joint Women's Leadership Symposium and the Hispanic Engineer National Achievements Award Corporation Conference. Finally, the Air Force will execute the Government-wide Diversity and Inclusion Strategic Plan according to the guidance established by OPM and will continue on its journey to become the leading employer of choice within the Federal government.

## **SUPPORT TO AIRMEN AND THEIR FAMILIES**

The Nation owes a debt of gratitude for the sacrifices made by our Airmen and their families. Therefore, quality of life programs must continue as one of our highest priorities. As our force changes, we must adapt our programs and services to ensure we meet the needs of today's Airmen. Additionally, we must tailor our offerings based on the utilization of services and the availability of suitable alternatives.

We recently completed the second generation of our Caring for People Survey. More than 100,000 Total Force Airmen voiced their opinions in this online survey conducted from December 1, 2010 to January 3, 2011. The survey measured quality of life satisfaction levels of the Air Force community to include Airmen, spouses, Air Force civilians and retirees; across multiple domains including medical care, housing and support for families. The research showed respondents expressed satisfaction in housing, installation schools, military benefits, dining facilities, fitness centers, child development centers and youth programs. Information,

Tickets and Travel, along with the Air Force Food Transformation Initiative were standouts, competing with comparable industry leaders in the travel and food service industries. Some areas of concern include a sense of Air Force community, financial issues, spouse support, medical care for families and job satisfaction.

We have a project team developing base prototypes, technological innovations and efficiencies addressing concerns of not only those identified in the Caring for People Survey, but other surveys and focus groups. The team will provide tools to installation commanders to help them determine how to shape quality of life programs according to the needs of their local Air Force community. Strengthening partnerships within local communities to take advantage of the services they provide is another key focus area. Furthermore, we could consolidate or divest quality of life activities not financially viable or not well-utilized in order to redirect resources to other places where they matter most to Airmen, their families and the mission.

Our successful Food-Transformation effort continues as a high priority through FY12 and 13. A customer satisfaction rating of 75 at the six Food-Transformation installations as compared to 67 at others indicates we are on the right path and we will strive for continued improvement. Another indicator of success in our first year, we served an additional 530,000 customers and provided 133,000 more meals to our junior enlisted members at Food-Transformation installations as compared to the previous year. Based on the initial success of this program and with congressional support, we anticipate expanding Food-Transformation to seven additional installations in FY13.

It is important to recognize the contributions of non-pay programs enhancing the quality of life for our Airmen and their families. The Defense Commissary Agency operates as a

nonprofit organization and can save a family of four an estimated \$4,500 a year. Providing groceries and household items at cost saved patrons a total of \$2.7 billion in the previous fiscal year. Additionally, the Army Air Force Exchange Service (AAFES) provides merchandise and services to military members and their families at competitively low prices. The 3,100 facilities located in over 30 countries provided an average 24% savings to customers compared to competitive retail stores. Additionally, AAFES gives back to the military community through significant dividend contributions. In FY10, AAFES provided \$90.6 million to the Air Force communities they serve. AAFES also offers employment benefits as 31% of employees are military family members.

We continue to strengthen our Air Force community by meeting child care needs through a robust construction effort to increase the number of available child care spaces and reduce our shortfall by the end of FY12. We are also adding 74 accessible child care playgrounds and 26 accessible community nature parks in support of Air Force families with special needs. The Air Force Expanded Child Care program assists Airmen who need child care for unusual shifts, extended duty hours and drill weekends. Additionally, we funded our new respite child care program for special needs children at seven bases and we will expand it to other locations throughout the upcoming year.

We are also expanding our Exceptional Family Member Program (EFMP) to support the more than 18,400 Air Force families with special needs members, a 10% increase since the end of FY10. To do so, we placed 35 EFMP Family Coordinators at installations with the highest concentrations of families enrolled in the program and are adding 36 EFMP Medical Coordinators through FY16 to support families needing specialized medical care and included \$3 million starting in FY13 to fund respite care and other EFMP related programs.

The Air Force also recognizes the important role and sacrifices of the members of the Air National Guard (ANG), Air Force Reserve (AFR) and their family members. While we provide most of the same great family member programs and resources to these families as we do the active component, we realize ANG and AFR families often have difficulty in accessing these available resources due to limited support staff and the distance to active duty installations. Therefore, we have fully supported programs unique to the ANG and AFR, such as the Home Community Care program, which provides fee-assisted, in-home quality child care during scheduled drill weekends. Returning Home Child Care for deployed personnel is another ANG/AFR family program benefit, funding 16-hours of no-cost child care per child following deployments of 30 days or more. Finally, a Defense Management Data Center survey administered to ANG/AFR families highlighted the congressionally supported Yellow Ribbon Reintegration Program (YRRP). This survey indicated 83% of respondents expressed high satisfaction with the YRRP events, and 77% said the information presented increased their confidence in their ability to find and utilize vital resources that would prepare them and their loved ones for continued military service.

## **AIRMEN AND FAMILY RESILIENCY**

A key factor in maintaining the health of our Air Force is increasing our Airmen's resilience. Our resilience efforts include a number of programs falling under the umbrella of the Comprehensive Airman Fitness (CAF) model designed on four pillars of resilience: Mental, Physical, Social and Spiritual. This program provides tools to help Total Force Airmen and their families withstand, recover and/or grow in the face of stressors and changing demands. It is our goal to first expand education and training of the CAF model to our accession and professional military education units. Next, we will provide Master Resilience training Air Force-wide to

individuals who provide face-to-face resilience skills training at the installation level. Further, the base-level program will incorporate incentives for Airmen and family members to utilize existing resources offered at the Airmen and Family Readiness Center, Health and Wellness Center, Air Force clinics/hospitals and base chapels.

Meeting a specific need to support Airmen returning from combat operations, the Deployment Transition Center at Ramstein Air Base, Germany provides valuable decompression, reintegration and resilience training for service members exposed to significant danger and stress in combat zones. Since calendar year 2010, over 3,000 Airmen have completed the Transition Center's 2-day program and have reintegrated with their home units and families. The Air Force FY12 budget includes \$7 million for the Deployment Transition Center operations, research, curriculum development, materials and intervention training.

## **WOUNDED WARRIORS**

The Air Force continues to strengthen our support for our wounded, ill and injured population through our Warrior and Survivor Care Division. Our wounded, ill and injured Airmen deserve our very best and the Warrior and Survivor Care Division is committed to providing them individualized, focused non-clinical support. Through our Recovery Care Coordinator (RCC) program, we have strategically placed 33 non-clinical care managers around the CONUS, Hawaii and Germany. This network of RCCs provide dedicated coverage from the moment Air Force Casualty reports an Airman in seriously ill or in a very seriously injured status. The RCCs serve as independent advocates for each Airman working to ease the burden of administrative and personal requirements as they navigate through the continuum of care.

Our Family Liaison Officers, or FLOs, provide an invaluable service to the families of our wounded, ill and injured Airmen. We have taken the concept used to support families of the fallen and applied it to our wounded warrior families. The FLO coordinates all logistical support for the family members to include arranging lodging, securing transportation, and seeing to the comfort and needs of the family.

While we provide excellent care for all our wounded, ill and injured with RCCs and FLOs, the Air Force Wounded Warrior Program focuses on our combat wounded Airmen. This program provides long-term non-clinical care management for our currently combat wounded who must meet a Medical Evaluation Board or Physical Evaluation Board to determine their fitness for duty. Focused, personal care allows our combat wounded Airmen the opportunity to make informed decisions when their future career path changes due to their injuries.

## **SEXUAL ASSAULT PREVENTION AND RESPONSE**

We have spent the last two years building a form of community empowerment through bystander intervention education, providing the foundation to motivate Airmen to act within a series of possible strategies when they observe potential sexual assault behaviors. An additional prevention effort will include fielding a risk-reduction training module specifically developed to educate at-risk members about self-protective actions they may take to minimize sexual assault risk. The Air Force is also committed to holding offenders appropriately accountable. We currently fund 24 Air Force Office of Special Investigations (AFOSI) positions dedicated to the investigation of sexual assault in addition to 10 DNA analysts at the U.S. Army Criminal Investigations Laboratory (USACIL) who are dedicated to analyzing evidence for Air Force sexual assault cases. Also, the AFOSI recently enhanced its investigation capability by

providing upgraded crime scene processing equipment to 150 units world-wide. Additionally, both Air Force investigators and judge advocates receive extensive formal SAPR training in the investigation and evaluation of sexual assault cases.

Released in March 2011, the Gallup Prevalence and Incidence Survey of Sexual Assault in the Air Force provided Air Force leadership a baseline of statistical occurrence of sexual assault within the Air Force, enabling leaders to implement effective policies and take appropriate actions to improve the Sexual Assault Prevention and Response Program (SAPR). In 2013, the Air Force will initiate a follow-on survey to continue measuring whether the programs in place are reducing sexual assault and increasing reporting rates.

We have an ongoing structured working group and an Executive Steering Group to provide continual assessment of compliance with public law, task force recommendations and Department of Defense policy changes. This degree of oversight, coupled with learning from field activities during inspection visits, provide tools for enhancing our SAPR Program. From our most senior leaders to our junior Airmen, we remain committed to a zero-tolerance standard of sexual assault.

## **CONCLUSION**

The hallmark of the United States Air Force's success has always been, and will remain, our people. Nearly two decades of sustained combat, humanitarian and stability operations have imposed extraordinary demands on our forces. Yet our Airmen continue to contribute significant capabilities to the joint team and do so with the integrity and excellence familiar to the global community. We will continue to size and shape the force through all necessary means while retaining the highest quality Airmen. We are a smaller force, but a ready force. By sustaining

accessions for the long-term and balancing the total force to meet operational requirements, your United States Air Force, with its joint partners, provides unmatched capabilities across the spectrum of operations.