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Department of the Air Force

Report to Congressional Committees

(U) Long-Term USAF Fighter Force Structure

August 2025

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Annual Report on Air Force Tactical Fighter Aircraft Force Structure

Introduction

This report is provided to the congressional defense committees as required by Section 142, of the National Defense Authorization Act Fiscal Year 2025.

SEC. 142. ANNUAL REPORT ON USAF TACTICAL FIGHTER AIRCRAFT FORCE STRUCTURE.

Chapter 907 of title 10, United States Code, is amended by inserting after section 9062 the following new section: § 9062a. Annual report on USAF tactical fighter aircraft force structure.

- (a) IN GENERAL** – *Not later than April 1, 2025, and annually thereafter through 2029, the Secretary of the USAF, in consultation with the Director of the Air National Guard and the Commander of the USAF Reserve Command, shall-*
- (1) develop a 10-year tactical fighter aircraft force structure, recapitalization, training, and sustainment plan for the active and reserve components of the USAF; and*
 - (2) submit to the congressional defense committees a report on the plan.*
- (b) ELEMENTS OF REPORT** – *The report required by subsection (a) shall address each of the following:*
- (1) The appropriate mix of tactical fighter aircraft, and associated operational risk analyses, required for the Secretary of the USAF to meet expected steady-state, global force management allocation plans and geographic combatant commander contingency operational plans tasked to the USAF, using active and reserve component tactical fighter aircraft units.*
 - (2) The procurement, divestment, and unit activation, deactivation, or re-missioning plans or actions the Secretary plans to implement, fiscal year by- fiscal year, unit-by-unit, for the 10-year period beginning on the date on which the report is submitted, for each active and reserve component tactical fighter aircraft unit existing as of such date of submittal, including the rationale and justification for any such plans or actions.*
 - (3) The actions the Secretary will take to ensure that required operational readiness rates are maintained during any planned recapitalization, modernization, or change of mission affecting tactical fighter aircraft units.*
 - (4) Any plans of the Secretary to augment or supplant existing piloted tactical fighter aircraft capability or capacity with collaborative combat aircraft increment 1 or increment 2 capability or capacity.*
 - (5) Any plans of the Secretary to augment or supplant existing piloted tactical fighter aircraft training events through the acquisition and fielding of common, joint, all-domain, high-fidelity synthetic simulation environments.*
- (c) FORM OF REPORT** – *The report required by subsection (a) shall be submitted in unclassified form with accompanying graphs, tables, and charts, but may contain a classified annex.*



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SECRETARY OF THE AIR FORCE
WASHINGTON, D.C.

Annual Report on the USAF Tactical Fighter Aircraft Force Structure

In compliance with Section 142, of the National Defense Authorization Act Fiscal Year 2025, the Department of the Air Force submits its *Annual Report on the USAF Tactical Fighter Aircraft Force Structure*. This report provides a 10-year tactical fighter aircraft force structure, recapitalization, training and sustainment plan for the active and reserve components of the United States Air Force (USAF). This includes the strengths and challenges of the plan by each fiscal year. The USAF uses the Chairman's Risk Assessment to inform force structure planning. This report is UNCLASSIFIED and references a SECRET//NOFORN annex to define the fighter force structure risk spectrum.

The USAF is aligning reporting on combat capability and capacity. This report speaks in terms of Combat Coded Total Aircraft Inventory (CC TAI) versus past reports only accounting for Primary Mission Aircraft Inventory (PMAI). This alignment allows the USAF, Department of Defense, Administration, and Congress to accurately assess combat capacity of the tactical fighter aircraft inventory.

The fighter force structure is one of many critical components of the USAF. The USAF is modernizing, developing, and investing in the most lethal fighter force the world has ever seen. This report accurately reflects the current USAF plans, but as with any plan, it is subject to potential changes based on unforeseen circumstances including future budget levels, new intelligence, and fact-of-life program deviations. I look forward to future engagements to discuss this report and sincerely appreciate your support of the USAF.

Sincerely,

A handwritten signature in black ink, appearing to read "Troy E. Meink", is positioned below the word "Sincerely,".

Troy E. Meink

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(d) FIGHTER AIRCRAFT DEFINED – *In this section, the term 'fighter aircraft' has the meaning given that term in section 9062(i)(2) of this title.*

(e) DEFINITIONS:

- (1) The term “advanced capability fighter aircraft”—
 - a) Means the next-generation air dominance fighter aircraft (F-47) or any other fighter aircraft referenced or designated as a sixth-generation airframe; and
 - b) Does not include unmanned fighter aircraft.
- (2) The term “fifth generation”, with respect to fighter aircraft, means an F-22 or F-35 aircraft.
- (3) The term “fighter aircraft” has the meaning given that term in section 9062(i)(2) of title 10, United States Code.
- (4) The term “legacy capability fighter aircraft” means pre-fifth generation fighter aircraft, including an F-16, both pre-block and post-block, F-15C/D, F-15E/EX, and A-10.

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Executive Summary

(U) The USAF is committed to maintaining a lethal and effective tactical fighter force. This report details the status of the present-day tactical fighter fleet and describes the Department's 10-year fighter force structure objective capacity, or total number of fighter aircraft, required to meet the 2025 Interim National Defense Strategic Guidance (INDSG) priorities and Combatant Commander requirements.

(U) The USAF prioritizes the fighter aircraft force structure based on the guidance provided by the 2025 INDSG. The USAF strives to exemplify peace through strength through unmatched global reach and technological superiority. The department recognizes the need for a robust and adaptable force structure capable of addressing a range of other global threats and contingencies, necessitating a balance between investing in cutting-edge technologies and sustaining existing platforms. This approach ensures the USAF can meet the demands of the 2025 INDSG and protect U.S. interests at home and abroad.

(U) After an extensive review of how the USAF accounts for combat airpower, the service intends to align communication and reporting of the fighter force structure. This report also describes the USAF methodology for determining the right mix of fifth generation and legacy capability fighter aircraft for near and midterm modernization, procurement, and investment, along with the investment and allocations required for the advanced capability fighter and emerging Collaborative Combat Aircraft (CCA).

(U) The USAF Force Design prioritizes joint integration requirements. Utilizing USAF *One Force Design* as the foundation, paired with the Chairman's Risk Assessment and USAF developed analysis and war games, this report details the service's fighter force structure objective capacity mix of mission design series (MDS) needed to meet these requirements.

(U) The Department of the Air Force (DAF) is focused on modernizing current fifth generation and legacy capability fighter aircraft fleets, expanding exquisite warfighting capabilities, and acquiring new advanced fighter capability. The force structure aims to achieve these priorities but must grow to minimize risk. The USAF will procure aircraft commensurate with production of full combat capability. Details of the Department's current force structure are outlined below:

- (U) A-10: To meet Office of the Secretary of Defense (OSD) directive to expedite divestment in the FY26 President's Budget (PB), the USAF has fiscally planned for missions to permanently end by 30 Sept 2026.
- (U) F-15C/D: Divestments are nearly complete. As F-15EX transitions continue across Active Duty (AD) and Air National Guard (ANG) units, the "Platinum Eagle" fleet remains viable to meet Airspace Control Authority (ACA) requirements through 2030.
- (U) F-15E: It is the proven combat workhorse of the USAF fleet in every theater of operation. Divesting some PW-220 engine F-15E aircraft increases overall F-15E sustainment and mission readiness allowing the USAF to focus resources on PW-229 equipped aircraft modernization and sustainment.

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- (U) F-15EX: It brings Combatant Commanders immediate deterrent and advanced warfighting capability while expanding future warfighting capacity. This aircraft is actively produced, with maximum production (up to 24 per year) starting in FY27. The USAF is exploring opportunities to capitalize on this production rate.
- (U) F-16: Post-block modernization includes F-16 B40 and B50 aircraft. The modernization includes an Active Electronically Scanned Array (AESA) radar and Multifunctional Information Distribution System (MIDS) Joint Tactical Radio System (JTRS) with initial development of the Integrated Viper Electronic Warfare Suite (IVEWS). This compliments ACA mission requirements while meeting Combatant Command theater requirements.
- (U) F-22: The Block 20 is planned for partial divestments. The F-22 Block 30/35 is undergoing extensive modernization.
- (U) F-35: Modernization and procurement is a USAF priority for expanded fighter capacity and delivery of multi-role capability. The F-35 advanced Suppression of Enemy Air Defenses (SEAD) capability is critical for future combat success.
- (U) Collaborative Combat Aircraft (CCA): Industry partners are developing prototypes. Paired with fifth-gen fighters in a counter air role, CCA will be key to controlling future highly contested environments.
- (U) F-47: This sixth-generation manned fighter aircraft is a critical enabler for joint operations in future highly contested environments against advanced adversaries.

(U) The USAF requires 1558 manned, total combat coded aircraft inventory fighters to achieve low risk to resourcing, executing and sustaining combat operations. Details for this force structure are outlined within the classified annex of this report. The USAF focus over the next 10 years is to increase overall fighter capacity and capability by revitalizing the legacy fighter fleet through increased sustainment funding while modernizing to pace the threat and procuring F-15EX, F-35A, and F-47. To Fly, Fight, and Win...Airpower Anytime, Anywhere!

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Report

Element 1

(1) *The appropriate mix of tactical fighter aircraft, and associated operational risk analyses, required for the Secretary of the USAF to meet expected steady-state, global force management allocation plans and geographic combatant commander contingency operational plans tasked to the USAF, using active and reserve component tactical fighter aircraft units.*

(U) The size and composition of the USAF tactical fighter force is determined by several key factors. The CSAF's priorities in support of the 2025 INDSG are to protect the homeland, deter our adversaries and project decisive airpower.



Figure 1: (U) CSAF priorities

(U) Appendix 1, tables A1, A2 and A3 present a snapshot of the current USAF plan for the tactical fighter fleet. It also lists follow-on missions for future force structure sustainment and recapitalization across all service components. Squadrons with aging fleets within all components are being modernized with advanced capabilities, recapitalized with newer F-16s, F-15EX or fifth-generation fighters. The USAF is prioritizing an appropriate mix of test, training, and combat coded aircraft across the Active Duty (AD), Air National Guard (ANG), and USAF Reserve to ensure adequate levels of research, development, test, and evaluation (RDT&E), aircrew training, and combat force generation.

(U) Challenges:

(U) The USAF fighter fleet must improve readiness and effectiveness while sustaining an aging fleet under budgetary constraints and modernization delays to meet current global mission

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tasks. Additionally, pilot shortages exacerbated by training bottlenecks, sustainment challenges, and limited manpower are additive but outside the scope of this report. The USAF prioritizes funding foundational accounts to address unacceptable diminishing aircraft availability rates including Weapons System Sustainment (WSS) and the Flying Hour Program (FHP). These interconnected challenges require a multifaceted approach to modernization, personnel recruitment and retention, improved sustainment, and force structure adaptation to control the air and project power effectively.

- (U) Aging Fleet and Sustainment Challenges:
 - (U) **Airframe Fatigue:** Many aircraft, particularly those procured in the 1970s, 80s, and 90s, the A-10, F-15C/D, F-15E (-220), and F-16 B30 are operating beyond their original service lives. This leads to reduced availability rates, increased maintenance requirements, and higher sustainment costs. To support modernization and extend airframe service life on the F-15E, F-16 Post Blocks and F-22 B20, extensive structural repairs, enhancements and system upgrades are necessary, diverting resources from modernization efforts and over tasking depot maintenance facilities.
 - (U) **Obsolete Technology:** While upgrades have extended the relevance of older aircraft, many systems are becoming increasingly difficult and expensive to maintain. A high percentage of the USAF fighter fleet requires further modernization to remain effective which drives a tidal wave of demand on the depot personnel and facilities.
 - (U) **Shrinking Industrial Base:** The specialized skills and facilities required to maintain and upgrade legacy aircraft are also diminishing, creating further bottlenecks in the supply chain and increasing the cost and time required for repairs and modifications. Parts cannibalization efforts are quickly coming to a halt and for the A-10, F-15C/D/E, F-16 and F-22, parts supply sources are diminishing as companies evolve over time, with some parts no longer being produced.
- (U) Budgetary Constraints and Modernization Delays:
 - (U) **Competing Priorities:** The USAF is undergoing the largest modernization effort in its history, driven by a rapidly evolving threat and the changing geopolitical environment. This effort drives competing demands for limited resources, including modernization programs, weapons development, Sentinel, C-C5ISRT, tanker recapitalization, foundational readiness requirements, personnel costs and others. Balancing these priorities requires difficult trade-offs for limited total obligation authority.
 - (U) **Program Delays:** Developing and fielding new fighter aircraft like the F-35 is inherently risky given the historical fiscal environment, technology maturation and industry delivery delays. These delays push back the retirement of older aircraft, exacerbating sustainment challenges and delaying the introduction of critical new capabilities.

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- (U) **Impacts of Divestment Restrictions:** Divestment restrictions on planned aircraft retirements redistributed planned funds negating overall funding increases intended to procure modernized aircraft. This decreases overall aircraft availability rates and directly impacts operational readiness.
- (U) **Global Force Structure and Mission Requirements:**
 - (U) **Diverse Mission Set:** Homeland Defense, forward posturing, power projection (deterrence), contingency response, modernization and aircrew production are the key missions the USAF must balance through deliberate basing, procurement and management of tactical fighter aircraft. Balancing these diverse requirements with limited resources adds complexity to an already significant challenge to meet force structure demands.
 - (U) **Global Presence:** Supporting Combatant Commanders and US Allies and Partners requires fighter aircraft diversity within specific theaters of operation. Strategic placement of fifth generation and legacy capability fighters is methodically balanced to ensure mission requirements are met.
 - (U) **Emerging Threats:** The USAF must outpace its adversaries, and the F-47 program represents the leading-edge of fighter technology designed to control the air in future fights. However, there is no silver bullet to guarantee overmatch against a rapidly evolving threat. As adversary capabilities progress, the USAF must continue to anticipate the threat and adapt its force structure to maintain the advantage. Along with the F-47, other critical capabilities include advanced air defense systems, hypersonic weapons, and sophisticated electronic warfare capabilities which, when combined, result in the force structure necessary for decisive victory.

(U) Opportunities:

- (U) **Fighter Force Structure Assumptions:** While fighter aircraft are not the solution to every operational threat, the USAF sees opportunities to generate overmatch and improve readiness in several ways.
 - (U) F-47 and CCA are the number one modernization priority for the USAF fighter portfolio. These investments are significant steps to lower the risk to force in a high air threat density environment.
 - (U) YQF-42/44 (CCA) are an integral part of the Next Generation Air Dominance Family of Systems. Element 4 of this report provides further data on these platforms.
 - (U) F-22 B30/35 modernization remains a priority as a bridge to the F-47. It remains the world's premier air superiority fighter.
 - (U) F-35 is the foundation of the USAF fighter force structure. The USAF seeks to max-procure F-35 and continue its modernization.

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- (U) Legacy capability fighter aircraft will continue to modernize. Some fighters with limited utility will divest and be replaced by squadrons of F-16 Post Blocks and F-15EX.
- (U) Defense Industrial Base:
 - (U) With existing facilities, Boeing F-15EX production capacity is ramping to 24 aircraft per year. This production line is shared with foreign military sales. The USAF is programmed for 129 and projected 126 for delivery by the end of 2030. This is nine months behind schedule. Opportunities exist for expanding the USAF F-15EX procurement contract in FY27 by 14 aircraft, and up to full capacity in FY27 and beyond. Additional capacity per year requires additional funding for facilities (to achieve up to 36 per year).
 - (U) Lockheed-Martin continues to produce and modernize F-35As for the USAF, but is currently delivering aircraft with significant combat systems gaps, including software maturity and hardware availability. As the software matures and the requisite hardware becomes available the USAF seeks to rapidly increase F-35 procurement to meet the demands of the Combatant Commanders.

(U) Approach:

(U) To better articulate the overall force structure requirement to meet the demands of the combatant commands, the USAF is transitioning away from reporting its force structure based on funding categories. Reporting USAF Primary Mission Aircraft Inventory (PMAI) does not fully capture the combat capacity of the USAF and excludes 15% (on average) of the aircraft required to generate combat power, including Backup Aircraft Inventory and Attrition Reserve. Utilizing Purpose Identifier Codes (e.g. Combat, Combat Support, Training, Test, etc.) correctly captures combat capacity since it includes all the aircraft assigned to a particular unit. In the context of assessing combat capacity, reporting “Combat Coded Total Aircraft Inventory (CC TAI)” provides a complete assessment of the aircraft used to meet combat demands. A detailed illustration is provided in Appendix 3.

(U) The Total Combat Coded Aircraft Inventory requirement:

(U) The USAF establishes its force structure priorities in line with national and defense department strategic guidance and assesses force structure risk in accordance with the military risk definition established in CJCSM 3105.01B, depicted in Figure 2. The purpose Figure 2 is to clarify “risk-level” definitions and provide an understanding for “planning to medium risk,” which is the DOD standard.

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Military Risk: The ability of U.S. Armed Forces to adequately resource, execute and sustain military operations in support of the strategic objectives of the National Military Strategy.				
	HIGH	Achieving Objectives is Unlikely No Sourcing Solutions for CCDR Critical Requirements Deployed Forces are Not Ready; Extreme Stress on the Force (<1:1)		
	SIGNIFICANT	Achieving Objectives is Questionable Shortfalls in CCDR Critical Requirements Next-to-Deploy Forces Ready "Just in Time"; Prolonged Stress (1:1)		
	MODERATE	Achieving Objectives is Likely World-Wide Sourcing Solutions for most CCDR Requirements Strategic Depth Ready for Current Operations; Increased Stress (1:2)		
	LOW	Achieving Objectives is Very Likely Full Capacity to Source CCDR Requirements Strategic Depth Ready for Full-Spectrum of Conflict; Limited Stress (>1:2)		

CRITERIA	LOW	MODERATE	SIGNIFICANT	HIGH
Resources Meet Required Timelines	As Planned	Limited Delays (Acceptable Costs)	Extended Delays (Substantial Costs)	Extreme Delays (Unacceptable Costs)
Meet CCDR Req's (Current Ops)	Full capacity to source all req's	World-wide solutions for most req's	Shortfalls in critical requirements	No solutions for critical requirements
Meet CCDR Req's (Contingencies)	Full capacity to source all req's	Shortfalls cause minor plan deviations	Shortfalls cause major plan deviations	Shortfalls make plan execution impossible
DOTMLPF Capability vs. Threat	Dominance	Superiority	Parity	Inferiority

Figure 2: (U) CJCSM 3105.01B Risk Assessment definitions and criteria

(U) Total Obligation Authority (TOA) remains a significant factor in procuring the inventory required to lower overall mission success risk levels. The USAF plans meet the objective force inventory and appropriate mix with increased procurement on current fighter aircraft production lines. Specific details regarding USAF fighter aircraft demand and total combat coded aircraft inventory requirements are detailed in the classified Annex, Appendix 2.

(U) TAI numbers do not represent procurement targets but are the desired overall USAF possessed inventory on the ramp. Recapitalization of aging platforms due to early lot obsolescence (e.g. F-35), diminishing parts availability (F-35 and F-15E) and other factors will drive procurement of aircraft above the TAI requirement. For example, F-35 Technical Refresh-2 modernization will fall behind as Technical Refresh-3 and Block 4 capabilities take priority; Technical Refresh-2 capabilities of the F-35 will drive eventual replacement of those aircraft due to low utility for the USAF compared to newer block fighter aircraft. The classified version of this report depicts the desired 10 year USAF objective force inventory.

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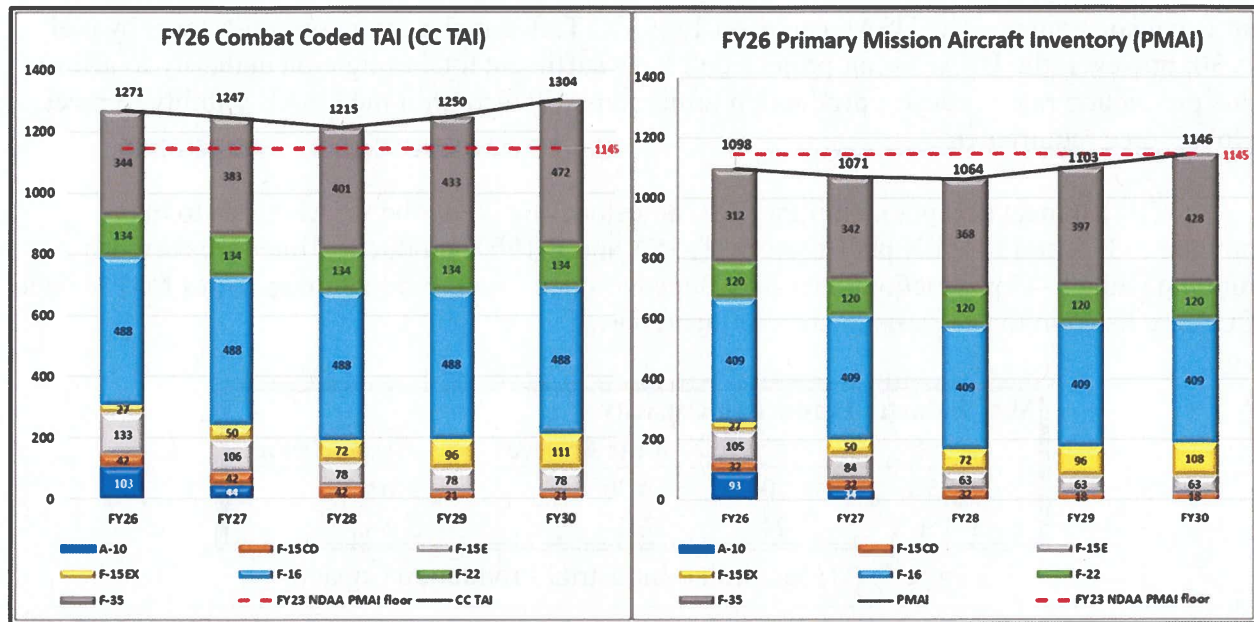


Figure 3: (U) FY26 CC TAI and PMAI comparison

Element 2:

- (2) *The procurement, divestment, and unit activation, deactivation, or re-missioning plans or actions the Secretary plans to implement, fiscal year by-fiscal year, unit-by-unit, for the 10-year period beginning on the date on which the report is submitted, for each active and reserve component tactical fighter aircraft unit existing as of such date of submittal, including the rationale and justification for any such plans or actions.*

(U) In the classified annex, Tables one through five illustrate CC TAI aircraft programming by unit across each component of the USAF. These figures are based on the FY26 Presidential Budget request. Future F-47 units are still being determined, and figures do not include their placement. Active-duty units, both CONUS and abroad will see limited divestments along with F-35 recapitalizations. The Air National Guard maintains 24 fighter squadrons well beyond 2045 and are being recapitalized or upgraded with modernized F-16 Block 40/50s, new F-35, or new F-15EX fighter aircraft. The USAF Reserve will retire two A-10 units (one combat unit, one Formal Training Unit) in 2026 and transition one F-16 Block 30 Aggressor unit to a classic association at Nellis AFB. Additionally, the USAF Reserve is programmed to maintain two F-35 units.

(U) As the CCA program continues to progress, USAF force structure projection tables will include CCA. Although CCA is a force-multiplier, it is not a replacement for manned fighter aircraft. CCA will be paired with the F-22, F-35, in the future. Additional fighter aircraft are also being considered for pairing with CCA.

(U) The USAF desires to procure new aircraft at a rate that allows the service to meet fighter force structure objective capacity goals by 2035. In the classified annex, Figure 7 illustrates the potential maximum fighter procurement and maximum industry production with

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no fiscal constraints. The USAF can meet 1369 CC TAI, a major inventory milestone, by early 2030; however, the USAF is not projected to have sufficient total obligation authority to afford this production rate. Industry production limitations will also limit the USAF's ability to meet global force requirement.

(U) To meet acceptable military risk milestones by 2030, the USAF needs to max-procure F-35A and F-15EX per Figure 5. F-35A and F-15EX production lines are currently running while F-47 production lines are planned to open soon. Production specifics for F-47 and CCA are listed in the classified annex of this report.

Max Industry Production Capacity			
MDS	#/yr	Year Achieved	Proc-to-Delivery
F-35A	100	FY30	2 yrs
F-15EX	24	FY27	3 yrs

Figure 5: (U) Maximum Industrial Production Capacity

Element 3:

- (3) *The actions the Secretary will take to ensure that required operational readiness rates are maintained during any planned recapitalization, modernization, or change of mission affecting tactical fighter aircraft units.*

(U) Aging aircraft are difficult to sustain and keep ready. The USAF operates the oldest fighter aircraft fleet of any Service and many key Partner Nations, by a large margin. For example, the USAF fighter fleet is twice as old as that of the U.S. Navy and three times older than the Royal Australian fighter fleet. While service-life extension programs, modifications, and enhancements keep these aircraft safe to perform their primary mission, maintaining this older fighter fleet levies a significant burden on the DAF budget and the sustainment enterprise across many fronts. According to Pearson's Correlation Coefficient, the degree to which one series of data impacts another can be split into three distinct categories: no or little correlation at .00-.29, moderate correlation at .30-.49, and strong correlation at .50-1.0. Comparing the age of fighter aircraft versus Aircraft Availability (AA) rates over the last 20 years equates to a -.95 correlation. This is a near perfect correlation between age of aircraft and AA (Figure 4).

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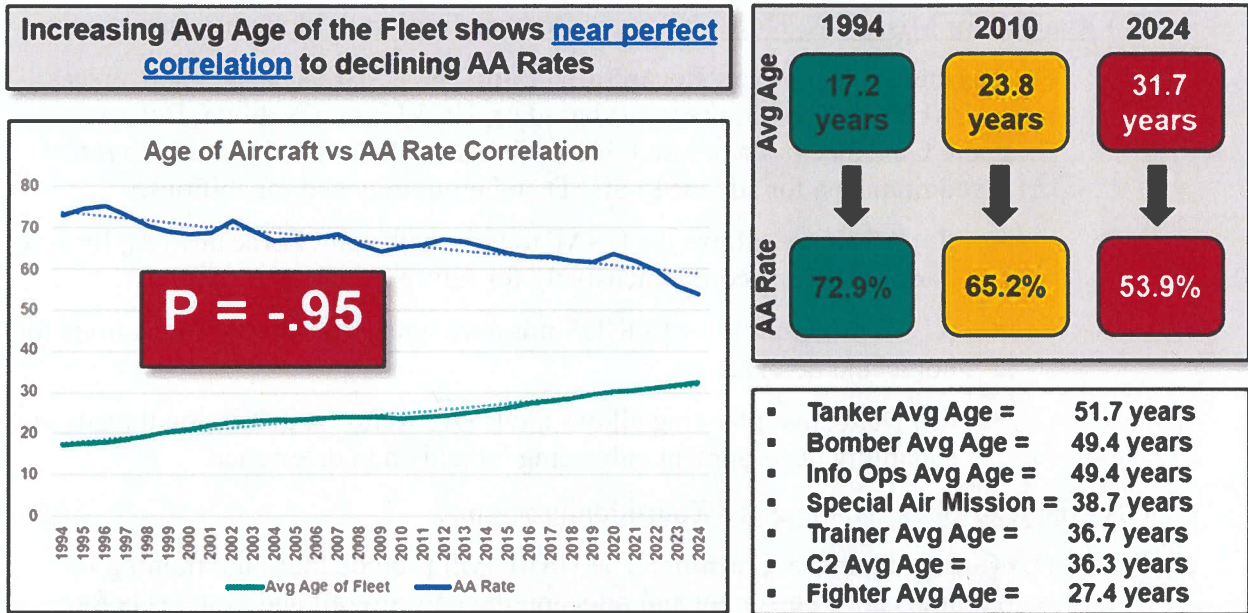


Figure 4: (U) Age of Aircraft vs. AA Rate Correlation

(U) The USAF will minimize disruptions to operational readiness during periods of recapitalization, modernization, or mission changes, ensuring effective sustainment of current fleets and a smooth transition to new capabilities with the following actions.

- (U) Fund Weapons System Sustainment (WSS) and Flying Hour Program (FHP):
 - (U) **Right size WSS funding:** WSS costs associated with fighter aircraft (excluding non-fly systems) have increased \$950 million annually since FY19 (not adjusted for inflation).
 - (U) the USAF experienced an 18.5% increase in aircraft-only WSS costs on a per-tail basis from FY19 to FY24 across both organic-supported and Contract Led Sustainment (CLS) supported fleets.
 - (U) Programmed Fighter aircraft WSS funding levels are growing by \$741 million each year, which is not keeping pace with the average requirements growth of \$1.2 billion. This leaves the fighter fleet over \$400M underfunded year after year.
 - (U) **Larger FHP:** Increasing the FHP facilitates aircrew proficiently, the development of advanced tactics, the development of new weapons, and it helps mitigate risk through training real-world decision making.
 - (U) The USAF needs to *train how we fight* including cross-domain integration.
 - (U) The service will balance FHP increases with modernization across the F-15E, F-16, and F-22 fleets to increase operational readiness.
 - (U) This will come at a cost that must be rebalanced throughout the USAF budget.

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- (U) Analyze for Mission & Threat Informed Recapitalization & Modernization:
 - (U) **Deliberate Squadron Recapitalization:** The USAF is balancing overseas and CONUS mission requirements based on 2025 Interim National Defense Strategic Guidance priorities and theater threats. Modernized fighter aircraft drive requirements for advanced SEAD and air dominance capabilities.
 - (U) A balance allows the USAF to train with Joint Force and/or Ally and Partner Nations comprehensively for future conflict.
 - (U) Consideration for CONUS missions equip ACA tasked squadrons for homeland defense.
 - (U) Deliberate planning allows the USAF to invest in mission threads and capability development enhancing lethality and deterrence.
- (U) Conduct Robust Training and Transition Programs:
 - (U) **Comprehensive Training:** The USAF will provide thorough training for both maintenance personnel and pilots on the new aircraft and systems before they are fully integrated into operations.
 - (U) Includes simulator training, ground school, and flight training.
 - (U) Minimizes mission gaps created by training shortfalls.
- (U) Adapt Mission Planning and Recapitalization:
 - (U) **Recapitalization Transition:** The USAF will gradually transition planned recapitalization to the new aircraft ensuring baseline requirements are met for: environmental assessments, aircraft bed down, aircrew and maintenance training, simulator requirements, and secure facilities.

Element 4:

(4) Any plans of the Secretary to augment or supplant existing piloted tactical fighter aircraft capability or capacity with collaborative combat aircraft increment 1 or increment 2 capability or capacity.

(U) A deep, fundamental shift in airpower is occurring worldwide and the USAF must adapt to incorporate new technologies to reshape the modern battlefield. The U.S. USAF requires the ability to operate resilient and runway-flexible aircraft capable of expeditionary launch and recovery operations to complement other major weapons systems. The changing character of war is leading to a reliance on crewed/uncrewed teaming that is driving a reinvention of airpower.

(U) F-22 remains the threshold platform for CCA but integration with F-16, F-35A, F-15E, and F-15EX is an emerging consideration. Ultimately, CCA will be paired with F-47 to meet highly contested mission demands. CCA are now designated as YQF-42 (General Atomics) and YQF-44 (Anduril). Current projected procurement profiles are detailed in the classified version of this report.

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(U) YQF-42 & YQF-44 (CCA Increment 1) are intended to enhance manned fighters in a high air threat density environment in several ways:

- (U) **Increased Survivability:** CCAs can act as decoys, drawing enemy fire away from manned aircraft. They can also perform dangerous missions like SEAD in high-threat environments, reducing the risk to human pilots.
- (U) **Expanded Sensor Coverage:** CCAs can extend the sensor network, provide a wider view of the battlespace and enhance situational awareness for manned fighters. They can detect and track targets that might be missed by a single fighter, improving targeting accuracy and enabling faster responses.
- (U) **Distributed Lethality:** CCAs can carry weapons, increasing the overall firepower of a fighter formation. This distributed lethality makes it more difficult for the enemy to defend against attacks and increases the chances of mission success.
- (U) **Increased Capacity:** CCAs can perform tasks like reconnaissance, electronic warfare, and even strike missions, freeing up manned fighters to focus on more complex tasks. This effectively increases the capacity of the fighter force without requiring a proportional increase in the number of pilots.
- (U) **Flexibility and Adaptability:** CCAs can be rapidly reconfigured and reprogrammed to adapt to changing mission requirements and emerging threats. This flexibility makes them a valuable asset in dynamic operational environments.
- (U) **Cost-Effectiveness:** While not inexpensive, CCAs are generally less costly to develop and operate than manned fighters. This allows for a larger overall force structure for a given budget.

(U) America's adversaries are countering US air power with greater mass and a challenging air defense laydown that limits the United States' ability to project combat power in traditional ways. CCAs allow for risk-tolerant aircraft at a lower price point and serve as a force multiplier.

Element 5:

- (5) *Any plans of the Secretary to augment or supplant existing piloted tactical fighter aircraft training events through the acquisition and fielding of common, joint, all-domain, high-fidelity synthetic simulation environments.*

(U) The Joint Synthetic Environment (JSE): The JSE is the only place to do ultra high-fidelity, high-end training as well as complex testing in a secure, realistic environment. The USAF, in coordination with the Navy, is developing the Joint Simulation Environment (JSE) which will provide a common, government-owned synthetic battlespace. The USAF has a requirement to expand JSE to integrate additional 5th and 6th Generation platforms to support a wide array of capability needs including high-end advanced training, tactics, Developmental Test/Operational Test (DT/OT), refinement of tactics, techniques, and procedures (TTP), and experimentation of emerging technologies. JSE addresses the need to synchronize the effects of networked systems supporting long range kill chains – many of which reside outside the USAF.

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(U) JSE improves readiness by augmenting Open Air Ranges which addresses scale and security limitations to assess warfighter and system readiness through government-owned architecture and physics-based modeling. This environment supports DT/OT, TTP development, Large Force Exercises, and OPLAN validation and rehearsal. The USAF is exploring investments such as Joint Integrated Test and Training Center (JITTC)-Nellis and JITTC-Elmendorf procurement/sustainment, foundational DT/OT capabilities at Nellis USAF Base and Edwards USAF Base, and USAF Test Center research and development operations. JSE delivers capabilities to enhance test and training the Joint services need for improved warfighter readiness.

Conclusion

(U) For over three decades, our nation has been engaged in continuous conflict in a largely permissive environment in the Middle East. In response to the urgent needs of the wars in Iraq and Afghanistan, the USAF has prioritized resources to *win the current fight*. However, this approach has come at a cost. The tactical fighter aircraft force has atrophied due to under-investment, and advanced technology capabilities have not kept pace with the rapidly evolving nature of modern warfare. The increasing cost of technology has outstripped USAF resources, leading to a significant gap in the USAF competitive edge.

(U) This report details the 10-year tactical fighter aircraft force structure, recapitalization, training and sustainment plan for the active and reserve components of the USAF. Airpower is the critical enabler across all warfighting domains and the USAF tactical fighter fleet cannot be successful if this plan is not executed. The USAF requires 1558 Combat Coded Total Aircraft Inventory (CC TAI). The USAF can meet a critical milestone of 1369 CC TAI if funded for maximum procurement of F-15EX, F-35A, and F-47.

(U) The USAF must leverage the experience, cost-effectiveness and dual-status flexibility of AFR & NGB Citizen-Airmen to rebuild the combat credibility and capacity required to defend peace through strength. The NGB components of the USAF will have programmatic plans for effective recapitalization to ensure all units remain combat-relevant against emerging adversaries. The USAF Reserve provides manpower depth that otherwise isn't achievable by the active duty alone. This is especially important because of manpower deficits that currently exist and are projected in the future. Eventually recapitalizing and keeping a requisite number of aircraft in the Reserve provides a pipeline for pilot absorption and additional pilot retention through more diverse geographic options. USAF Reserve and Air National Guard combine military training with civilian skills and experience. Combined with our Active-Duty Airmen, this brings broad sets of skills and innovative mindsets to the Department's warrior ethos.

(U) The USAF is modernizing, developing, and investing in the most lethal fighter force the world has ever seen. Now is the time to build the USAF objective fighter force structure. This report represents the most viable way-forward to obtaining the USAF our nation needs.

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Annual Report on Air Force Tactical Fighter Aircraft Force Structure

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Appendix 1: Current USAF Tactical Fighter Fleet

LEGEND	
	Combat-Coded
	Future Basing Plan
	In-Process of Divestment
	Future Divestment - No Recap
	Fighter Divestment - Recap w/ Non-Fighter Mission

Total Active Duty Fighter Squadrons				
	Fighter Squadron (Location, State)	Aircraft	Follow-on Mission	Transition Start
Combat Coded (34)	4FS (Hill AFB, Utah)	F-35A	Enduring Mission	
	34FS (Hill AFB, Utah)	F-35A	Enduring Mission	
	421FS (Hill AFB, Utah)	F-35A	Enduring Mission	
	95FS (Tyndall AFB, Florida)	F-35A	Enduring Mission	
	27FS (Langley AFB, Virginia)	F-22	Divest 6 x Block 20 (Down to 18 PAA)	2025
	94FS (Langley AFB, Virginia)	F-22	Divest 6 x Block 20 (Down to 18 PAA)	2025
	389th (Mountain Home AFB, Idaho)	F-15E -220	Transition -229 (Plan buy back - Not Funded)	2026
	391th (Mountain Home AFB, Idaho)	F-15E -229	6 x -229 to BAI (Down to 18 PAA)	2025
	335FS (Seymour Johnson AFB, North Carolina)	F-15E -220	Current Combat Coded - Transition to F-15EX FTU (Still -220)	2026
	336FS (Seymour Johnson AFB, North Carolina)	F-15E -220	Inactivate	2027
	55FS (Shaw AFB, South Carolina)	F-16 B50	Inactivate - Transfer to ROK	2026
	77FS (Shaw AFB, South Carolina)	F-16 B50	Enduring Mission	
	59FS (Shaw AFB, South Carolina)	F-16 B50	Enduring Mission	
	74FS (Moody AFB, Georgia)	A-10	Divest A-10 & Transition to F-35	2028
	75FS (Moody AFB, Georgia)	A-10	Divest A-10 & Transition to F-35	2031
	355FS (Eielson AFB, Alaska)	F-35A	Enduring Mission	
	356FS (Eielson AFB, Alaska)	F-35A	Enduring Mission	
	18FIS (Eielson AFB, Alaska)	F-16 B30	Decrease to 8 PAA (Buy Back 2 - POM'd)	2026
	90FS (JB Elmendorf-Richardson, Alaska)	F-22 B30/35	Enduring Mission	
	525FS (JB Elmendorf-Richardson, Alaska)	F-22 B30/35	Enduring Mission	
	44FS (Kadena AB, Japan)	F-15C/D	Transition to F-15EX	2026
	67FS (Kadena AB, Japan)	F-15EX	Enduring Mission	
	13FS (Misawa AB, Japan)	F-16 B50	Transition to F-35 (F-16s to Kunsan)	2026
	14FS (Misawa AB, Japan)	F-16 B50	Transition to F-35 (F-16s to Kunsan)	2028
	35FS (Kunsan AB, ROK)	F-16 B40	Transition to B50 - B40 to Andrews ANG (OPS-14 F35A)	2026 / F-35 2032
	80FS (Kunsan AB, ROK)	F-16 B40	Transition to B50 - B40 to Boise ANG (OPS-14 F35A)	2028 / F-35 2032
	36FS (Osan AB, ROK)	F-16 B40	Transition to B50 - B40 to Atlantic City ANG	2026
	493FS (RAF Lakenheath, UK)	F-35A	Enduring Mission	
	495FS (RAF Lakenheath, UK)	F-35A	Enduring Mission	
	492FS (RAF Lakenheath, UK)	F-15E -229	Inactivate - F-15E to CONUS	2027
	494FS (RAF Lakenheath, UK)	F-15E -229	Transition to F-35A - F-15E to CONUS	2028 / F-35 2029
	510FS (Aviano AB, Italy)	F-16 B40	Enduring Mission	
	555FS (Aviano AB, Italy)	F-16 B40	Enduring Mission	
	480FS (Spangdahlem AB, Germany)	F-16 B50	Enduring Mission	
Future Sqdns	Tyndall 2 (Tyndall AFB, Florida)	F-35A	Rebuild Squadron	2027
	Tyndall 3 (Tyndall AFB, Florida)	F-35A	Rebuild Squadron	2029
Divest	25FS (Osan AB, ROK)	A-10	Inactivate	2025
	354FS (Davis Monthan, Arizona)	A-10	Inactivate	2024
FTU (15)	309FS (Luke AFB, Arizona)	F-16 B30	Transition to F-35 Partner FTU	2026
	8FS (Holloman AFB, New Mexico)	F-16 B40	Enduring Mission - FTU	
	311FS (Holloman AFB, New Mexico)	F-16 B40	Enduring Mission - FTU	
	314FS (Holloman AFB, New Mexico)	F-16 B40	Enduring Mission - FTU	
	61FS (Luke AFB, Arizona)	F-35A	Enduring Mission - FTU	
	62FS (Luke AFB, Arizona) - Partner Training	F-35A	Enduring Mission - FTU	
	63FS (Luke AFB, Arizona) - Partner Training	F-35A	Enduring Mission - FTU	
	308FS (Luke AFB, Arizona)	F-35A	Enduring Mission - FTU	
	310FS (Luke AFB, Arizona)	F-35A	Enduring Mission - FTU	
	60FS (Eglin AFB, Florida)	F-35A	Enduring Mission - FTU	
	58FS (Eglin AFB, Florida)	F-35A	Enduring Mission - FTU	
	71FS (Langley AFB, Virginia)	F-22	Transition to Block 30/35 - FTU	2025
	333FS (Seymour Johnson AFB, North Carolina)	F-15E -220	Inactive - FTU	2025
	334FS (Seymour Johnson AFB, North Carolina)	F-15E -220	Transition to F-15EX FTU Mission (Still -220)	2026
	357FS (Davis Monthan, Arizona)	A-10	Inactivate - FTU	2026

(U) Table A1: Active Duty CONUS & Overseas-Based Fighters

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Appendix 1: Current USAF Tactical Fighter Fleet

LEGEND	
	Combat-Coded
	Future Basing Plan
	In-Process of Divestment
	Future Divestment - No Recap
	Fighter Divestment - Recap w/ Non-Fighter Mission

USAF Reserve Fighter Squadrons				
	Fighter Squadron (Location, State)	Aircraft	Follow-on Mission	Transition Start
Combat Coded (4)	457FS (NAS JRB Fort Worth, Texas)	F-35A	Enduring Mission	
	93FS (Homestead ARB, Florida)	F-16 B30	Pending Strategic Basing Action Decision	2032 & 2033
	706AGRS (Nellis AFB, Nevada)	F-16 B30	Agressor mission divestment - Manpower absorbed by AFF	2026
	303FS (Whiteman AFB, Missouri)	A-10	Inactivate	2028
FTU (1)	47FS (David Monthan AFB, Arizona)	A-10	Inactivate FTU	2026

(U) Table A2: USAF Reserve Fighters (CONUS)

Air National Guard Fighter Squadrons				
	Fighter Squadron (Location, State)	Aircraft	Follow-on Mission	Transition Start
Combat Coded (20)	190th (Gowen Field ANG, Idaho)	A-10	F-16 B40	2028
	112th, (Toledo ANG, Ohio)	F-16 B42	Enduring Mission	
	119th (Atlantic City ANG, New Jersey)	F-16 B30	Transition to F-16 B40	2026
	120th (Buckley AFB, Colorado)	F-16 B30	Transition to F-16 B50	2033
	121st (Joint Base Andrews, Maryland)	F-16 B30	Transition to F-16 B40	2026
	125th (Tulsa ANG, Oklahoma)	F-16 B42	Enduring Mission	
	157th (McEntire JNGB, South Carolina)	F-16 B52	Enduring Mission	
	163d (Fort Wayne ANG, Indiana)	F-16 B40	Enduring Mission	
	175th (Joe Foss Field, ANG, South Dakota)	F-16 B40	Enduring Mission	
	179th (Duluth ANG, Minnesota)	F-16 B50	Enduring Mission	
	122d (NAS New Orleans, Louisiana)	F-15C/D	F-15EX	2027
	131st (Barnes ANG, Massachusetts)	F-15C/D	F-35A	2026
	194th (Fresno ANG, California)	F-15C/D	F-15EX	2027
	123d (Portland ANG, Oregon)	F-15EX	Enduring Mission	
	199th (Joint-Base Pearl Harbor-Hickam, Hawaii)	F-22	Enduring Mission	
	134th (Burlington ANG, Vermont)	F-35A	Enduring Mission	
	159th (Jacksonville ANG, Florida)	F-35A	Enduring Mission	
	176th (Truax Field ANG, Wisconsin)	F-35A	Enduring Mission	
	377th (Montgomery ANG, Alabama)	F-35A	Enduring Mission	
Fighter & Tanker	107th, (Selfridge ANG, Michigan)	A-10	Transition to F-15EX	2029
Cyber	104th, (Martin State, Maryland)	A-10	2x Cyber Groups	2025
FTU (4)	182d (Kelly Field, Joint Base San Antonio, Texas)	F-16 B30	Transition to F-16 B40	2031
	152d (Tucson ANG, Arizona)	F-16 B42	Enduring Mission	
	195th (Tucson ANG, Arizona)	F-16 B30	Transition to F-16 B40	2032
	114th, (Kingsley Field ANG, Oregon)	F-15C/D	F-35A Fighter Training Unit	2026

(U) Table A3: Air National Guard Fighters (CONUS & PACAF)

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Appendix 2: Available production capacity for procurement
above FY26PB

These tables are detailed in the classified annex of this report

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Appendix 3: Combat Coded Total Aircraft Inventory (CC TAI) vs.
Primary Mission Aircraft Inventory (PMAI)

Unclassified			F-15E (FY25)					
ACC	UNIT	PE	PMAI	PTAI	PDAI	BAI	A/R	TAI
SEYMOUR JOHNSON, NC	4 FW/333 FS	27597	0	21	0	2	0	23
SEYMOUR JOHNSON, NC	4 FW/334 FS	27597	0	18	0	1	0	19
SEYMOUR JOHNSON, NC	4 FW/335 FS	27134	0	0	0	0	0	0
SEYMOUR JOHNSON, NC	4 FW/336 FS	27134	18	0	0	8	0	26
MT HOME, ID	366 FW/389 FS	27134	18	0	0	2	1	21
MT HOME, ID	366 FW/391 FS	27134	24	0	0	2	0	26
EGLIN, FL	53 WG/85 TS	28015	0	0	1	0	0	1
NELLIS, NV	53 WG/422 TS	65807	0	0	5	2	0	7
NELLIS, NV	57 WG/17 WPS	27597	0	7	0	0	2	9
TOTAL			60	46	6	17	3	132
USAFE	UNIT	PE	PMAI	PTAI	PDAI	BAI	A/R	TAI
LAKENHEATH, UK	48 FW/492 FS	27134	18	0	0	9	0	27
LAKENHEATH, UK	48 FW/494 FS	27134	18	0	0	9	1	28
TOTAL			36	0				
AFMC	UNIT	PE	PMAI	PTAI	PDAI	BAI	A/R	TAI
EGLIN, FL	96 TW	28015	0	0	5	0	0	5
TOTAL			0	0	5	0	0	5
F-15E TOTAL			96	46	11	35	4	192

CC TAI
Includes
all three
codes

PMAI
Excludes
several
aircraft
allocated
to the
unit.

PMAI

- Primary Mission Aircraft Inventory – used to determine weapon system sustainment funding, manpower billets and funding, and Flying Hour allocations.

BAI+AR

- Backup Aircraft Inventory / Attrition Reserve - additional aircraft to facilitate maintenance requirements like depot, spare parts, repairs, etc. BAI does not earn manpower or flying hours / AR earns nothing.

"CC TAI"

- Reporting CC-TAI (PMAI+BAI+AR) captures the full authorization of aircraft to a combat coded squadron and is the true combat capacity of the USAF.

AFI 16-402
Authorized Inventory
(TAI, BAI, AR, PMAI, PTAI, PDAI)
TAI = PMAI+BAI+AR
Tracked via PE Codes

AFI 21-103
Purpose Identifier Code
(CC, CA, CB, TF, EI, XJ, XR)
Tracked in REMIS