



USAF POSTURE STATEMENT FISCAL YEAR 2019



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**DEPARTMENT OF THE AIR FORCE
PRESENTATION TO THE COMMITTEES
AND SUBCOMMITTEES OF THE
UNITED STATES SENATE
AND THE HOUSE OF REPRESENTATIVES
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**STATEMENT OF:
THE HONORABLE DR. HEATHER WILSON
SECRETARY OF THE AIR FORCE**

**GENERAL DAVID L. GOLDFEIN
CHIEF OF STAFF, UNITED STATES AIR FORCE**

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BY THE U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON DEFENSE**

AIR FORCE POSTURE STATEMENT

FISCAL YEAR 2019 PRESIDENT'S BUDGET REQUEST

STRATEGIC ENVIRONMENT

The United States now faces a more competitive and dangerous international security environment than we have seen in generations.

Great power competition has reemerged as the central challenge to U.S. prosperity and security. China is rapidly modernizing its military and seeks regional preeminence. Russia aims to restore its national prestige and has shown its willingness to use military force and coercion in Europe and the Middle East. North Korea uses the threat of nuclear weapons to secure the survival of the regime. Iran has been a source of instability in the Middle East through the sponsorship of terrorism and exploitation of internal conflict in the region. Violent extremist organizations rooted in the Middle East, North Africa, and South Asia create instability and threaten the U.S. homeland and our allies and partners.

With global trends and intensifying pressure from major challengers, our relative advantage in air and space is eroding in a number of critical areas. The projected mismatch between demand and available resources has widened. Any American weakness emboldens competitors to subvert the rules-based international order and challenge the alliance and partnership network that underpins it.

In accordance with the National Defense Strategy, the Air Force must build a more lethal and ready force, strengthen alliances and partnerships, and deliver greater, more affordable performance. The Air Force requires the right size and mix of agile capabilities to compete, deter, and win in this environment, brought to bear by Airmen steeped in the business of joint and combined warfare.

AIR AND SPACE POWER IN DEMAND

Air and space power is indispensable to every joint force operation. The Air Force's first responsibility is to integrate air and space capabilities across the domains—delivering unmatched global advantage as an equal member of the joint team. We must be ready to design and lead joint and combined operations in support of national objectives.

We have five core missions:

AIR AND SPACE SUPERIORITY ... *freedom from attack and freedom to attack.* Air and space superiority gives our military and coalition forces the freedom to operate. Accelerating the campaign to defeat ISIS, Airmen conducted more than 172,000 sorties and 98,000 precision air strikes last year—over 70% of the total in the campaign—to support Iraqi and partner forces in Syria and Iraq. In the NATO-led mission in Afghanistan, the Air Force executed a sustained air interdiction campaign of over 4,000 sorties to support Afghan partners, targeting Taliban so-called safe zones, command and control nodes, illicit revenue-generating ventures, and logistical networks. In space, the Air Force operates 6 constellations and 12 satellite systems vital to national security that provide communications, command and control, missile warning, nuclear detonation detection, weather, and GPS for the world. In 2017, the Air Force supported 28 space launches from our facilities at Vandenberg and Cape Canaveral, a 40% increase from 2016. We are planning 45 launches in 2018, sending both national security payloads and an increasing number of commercial payloads into orbit.

GLOBAL STRIKE ... *any target, any time.* Airmen maintain the continuous alert of our missile forces. Last year, Airmen conducted 16,425 intercontinental ballistic missile alert tours and 248 missile convoys across 3 missile wings and 5 states. Our bombers flew 580 missions in the Indo-Pacific, strengthening security and stability in the region

and reassuring our partners. Reinforcing NATO's eastern flank, American bombers flew 70 assurance and deterrence missions.

RAPID GLOBAL MOBILITY ... *delivery on demand.* In 2017, Airmen transported nearly 1 million personnel, the equivalent of moving the population of Montana, and delivered over 738 million pounds of warfighting equipment and humanitarian supplies, the weight of 82 U.S. Capitol Domes. Our tanker force extended joint power projection at intercontinental distances by passing more than 1 billion pounds of fuel in-flight, which could fill the Rose Bowl to the top, while aeromedical evacuation Airmen airlifted more than 5,000 patients to safety. Closer to home, Airmen delivered 13,600 short tons of relief supplies following the string of record-setting hurricanes, and helped combat multiple wild fires in the western United States.

INTELLIGENCE, SURVEILLANCE, AND RECONNAISSANCE (ISR) ... *global eyes and ears on adversaries.* Last year, the Air Force was tasked with nearly 25,000 ISR missions, collected 340,000 hours of full motion video, and produced 2.55 million intelligence products—which averages almost 5 products every minute that close intelligence gaps and support target analysis and development. Persistent ISR closely tied to precision weapons from the ground and air has been a linchpin element in the destruction of ISIS.

COMMAND AND CONTROL ... *right info, right person, right time.* Last year, our E-4B National Airborne Operations Center—the survivable mobile command center—conducted 53 alert tours and provided travel support to the Secretary of Defense. Our E-8C Joint Surveillance Target Attack Radar System flew over 5,000 hours, enabling a range of support for Combatant Commanders from command and control in the ISIS campaign to the interdiction of over 12,500 kilograms of illicit drugs before they entered our Nation's borders. The E-3 Airborne Warning and Control System was integral to coordinating search and rescue efforts during the 2017 hurricane season.

Increasingly, we are conducting these missions with allies and partners. The Air Force engaged in more than 85 exercises with international partners last year, including 5 focused on high-end combat. We furthered the international role of the F-35, training with partners in both Europe and South Korea, and began delivery of F-35s to Israel, Norway, and Italy. We concluded 42 International Arms Cooperation agreements worth \$2.95 billion, including a cost-sharing agreement that launched the ninth Wideband Global SATCOM satellite which enables international partners access to shared high-capacity global communications. In 2017, Foreign Military Sales expanded nearly three-fold from the year prior to \$22.7 billion. These sales strengthen the United States' position as the security cooperation partner of choice, and expand interoperable airpower.

STRATEGIC DIRECTION

The Air Force budget request of \$156.3 billion for Fiscal Year 2019 builds on the progress made in 2018 to restore the readiness of the force, increase lethality, and cost-effectively modernize. Sustaining these efforts requires predictable budgets at the requested funding levels.

In alignment with the National Defense Strategy, this budget prioritizes long-term competition with China and Russia.

This budget moves the Air Force in the direction of multi-domain operations. Future wars will be won by those who observe, orient, decide, and act faster than adversaries in an integrated way across domains—land, sea, air, space, and cyberspace.

The squadron remains the foundational fighting unit of the Air Force. The Air Force currently has 301 frontline operational squadrons¹ to execute our core missions, supported by squadrons that directly enable the fight and provide reachback capability. Based on the new National Security Strategy, National Defense Strategy, and Nuclear Posture Review, the Air Force is in the process of determining how many squadrons we need to deliver the combat capability required to execute the new defense strategy.

1. Fighters, bombers, airlift, intelligence/surveillance/reconnaissance, command and control, special operations, space, cyber, missile, and personnel recovery squadrons are counted here.

CONTINUING EFFORTS

Some elements of this budget **continue** programs and strategies that are well established:

READINESS: Restoring readiness to win any fight, any time remains a primary objective. The budget funds 1.5 million flying hours—1.2 million executable peacetime training flying hours and 300,000 flying hours supporting overseas contingency operations—at a cost of \$8.7 billion. We propose to buy 54,443 preferred munitions to reverse previous declining inventories at a cost of \$1.8 billion. This budget also funds training ranges, simulators, instructors, and key infrastructure required to improve the quality of our training in alignment with the National Defense Strategy prioritization of peer competition.

PEOPLE: The FY19 budget proposal represents an increase in the size of the Air Force by 4,700 Airmen.² Our five-year plan calls for achievable, steady growth to approximately 339,000 active duty Airmen while we simultaneously review existing manning across the active duty, guard, and reserve components. In addition, this budget submission funds important support to Airmen and families with a 2.6% military pay raise, increased housing and subsistence allowances, and family support programs. We will invest in purposeful development of Airmen to strengthen our joint warfighting excellence—integrating education, training, and experience for our leaders and teams.

NUCLEAR DETERRENCE: Our budget proposal supports the Defense Department’s principal priority to maintain a safe, secure, and effective nuclear deterrent that safeguards the homeland, assures allies, and deters adversaries. The budget improves our nuclear command, control, and communication systems as directed in the Nuclear Posture Review. It initiates development of B-52 replacement engines, continues development of the Long Range Stand Off missile, and continues development of the replacement for the Minuteman III intercontinental ballistic missile.

MODERNIZATION: The budget funds our priority modernization initiatives with the purchase of 48 F-35 fighters, 15 KC-46 tankers, and continued development of the B-21 bomber. This year, we will decide the new T-X advanced trainer aircraft and the replacement for the UH-1 helicopter. Critical to mission success is continued investment in our classified portfolio, which will be briefed in a closed session.

CHANGES TO IMPLEMENT NATIONAL DEFENSE STRATEGY

Some elements of this budget reflect a **change** to confront the reemergence of great power competition:

SPACE SUPERIORITY: The FY19 budget represents a 33% increase from last year in the research, development, test, and experimentation budget for Air Force Space to meet the threat from China and Russia. We will build more jam-resistant GPS satellites, improve missile warning, improve space situational awareness, and increase our ability to defend our Nation’s most vital assets on orbit. We are taking advantage of changes in legislative authorities to return program decision authorities back to the Air Force, including 14 of the 19 Major Defense Acquisition Programs within the space portfolio. Using tools such as the Defense Acquisition Workforce Development Fund, we are investing in our people, ensuring they have the right skills and training to succeed.

MULTI-DOMAIN COMMAND AND CONTROL: Technological advances are changing the character of warfare. The budget proposes to change the way we execute battlefield management command and control in the multi-domain environment. We propose to modernize 7 E-3 Airborne Warning and Control System (AWACS) aircraft and keep the current E-8C Joint Surveillance Target Attack Radar System (JSTARS) operational through the mid-2020s, as we develop and transition to an advanced battle management system. This approach will integrate space, air, and ground based sensors on manned and unmanned platforms and satellites to meet more combatant commander requirements in both contested and non-contested environments.

2. Total Force number including active duty, guard, and reserve.

AIR SUPERIORITY: Central to lethality is our ability to gain and maintain air superiority when and where needed against potential adversaries in 2030 and beyond. Over the next five years, we will develop an integrated family of systems that can establish and maintain air superiority in a contested environment. The FY19 budget includes \$11.0 billion as part of a \$63.8 billion effort over the five-year plan. This will be a multi-domain effort with a renewed emphasis on electronic warfare, networked capabilities, and control of the electromagnetic spectrum.

LIGHT ATTACK: Retaining irregular warfare as a core competency at a lower cost and strengthening our alliances are key elements of our National Defense Strategy. The Air Force proposes to continue the light attack experiment, developing concepts of operation and further defining requirements in preparation for fielding a force of U.S. light attack aircraft during this five-year plan. We are focusing on rapid fielding and rapid procurement strategies that leverage existing capabilities with little or no development. Designed to be coalition at the core, we will invite and lead allies and partners to train in the U.S., buy common equipment for their own affordable light attack squadrons, and build those international squadrons on a network that shares information.

SCIENCE AND TECHNOLOGY: The Air Force launched a review of our science and technology strategy that will be complete later this year. This budget increases emphasis on basic and applied research to drive long-term innovation and dominance in air and space power.

BUDGET PRIORITIES

IMPROVING WARFIGHTING READINESS: Readiness is first and foremost about having enough trained people. We continue to address the aircrew shortage through a multi-pronged approach. This budget boosts pipeline capacity, expands pilot training and addresses experience shortfalls, continues incentive pay and bonuses, improves administrative support at the squadron level, and funds flying hours to executable levels. It also addresses gaps in space, nuclear, cyber, and intelligence career fields, and supports Battlefield Airmen, our air-to-ground integration force.

The budget proposal funds aircraft depot maintenance, parts, logistics support, and invests \$2.8 billion in operational training infrastructure needed for relevant, realistic training for the multi-domain environment. It fully funds preferred munitions to industry capacity. This includes Hellfire missiles, Joint Direct Attack Munition bombs, the Small Diameter Bomb, and the Advanced Precision Kill Weapon System.

The Air Force recruits Airmen, but we retain families. To improve family support, the budget funds expanded childcare hours, increases off-base childcare support, and funds more respite care and support coordinators for special needs families. We are improving the assignment system so families can better plan for future assignments, sustaining our morale and resilience programs, and implementing initiatives that support unit cohesion in our squadrons.

The Air Force is also significantly changing the way we collect operational tempo metrics. Prior methods underreport how much time Airmen are away. By now accounting for temporary duties away from home station for training exercises or mission-related requirements in addition to deployment time, we more accurately capture the true impact of service demands on Airmen, families, and home units.

SAFE, SECURE, AND EFFECTIVE NUCLEAR DETERRENT: Deterrence works if our adversaries know that we can hold at risk things they value. We must concurrently modernize the entire nuclear triad and the command and control systems that enable its effectiveness. The Air Force stewards two legs of the triad and operates 75% of the Defense Department's nuclear command, control, and communication (NC3) capabilities.

Modernizing the air-based leg of the nuclear triad, the budget continues development of the replacement air-launched cruise missile, which is 25 years past its design life and faces improving adversary air defense systems. This weapon will equip the B-52, B-2, and forthcoming B-21 bombers to maintain flexible and effective stand-off capability that can penetrate and survive the most challenging environments.

This budget continues to update the B-52 bomber fleet and funds development of replacement engines. With adequate sustainment and modernization, including new engines, the B-52 will remain a key part of the bomber enterprise well into the future. Additionally, the budget proposal begins to replace our Vietnam-era UH-1N helicopter.

The budget moves forward modernization of the ground-based leg of the nuclear triad. The Ground-Based Strategic Deterrent program will replace the retiring Minuteman III, which has remained viable four decades past its design life through a series of costly service life extensions, but cannot be extended further beyond 2030.

Today's nuclear command, control, and communications system was last comprehensively updated almost three decades ago. The budget targets investments to modernize the integrated land, air, and space-based systems to ensure secure, survivable connectivity with the President and national command leadership.

COST-EFFECTIVE MODERNIZATION: Underfunded in modernization for over a decade, the Air Force must manage a bow wave in modernization over the next ten years.

The budget proposes to upgrade F-16 and F-15 C/D aircraft to retain affordable capacity. We propose to buy 48 F-35A aircraft in FY19 and 258 F-35A aircraft over the next five years. The F-35A fighter brings unparalleled global precision attack capability. The Air Force will integrate the F-35 with fourth-generation aircraft as well as space and unmanned aircraft, to maintain air superiority in highly contested environments.

Tanker recapitalization remains a top acquisition priority. The multi-role KC-46 is capable of refueling joint and coalition aircraft with both boom and drogue in the same sortie, and augments the airlift fleet with improved cargo, passenger, and aeromedical evacuation capabilities. This budget proposes to buy 15 more KC-46 tankers in FY19.

Our budget proposal continues to develop the B-21 bomber as a key component to the joint portfolio of conventional and nuclear deep-strike capabilities. The B-21 will be able to deliver both gravity bombs and the Long Range Stand Off missile, ensuring options for our Nation's leaders to hold targets at risk around the world.

MOVING FASTER TO DEFENDABLE SPACE: The FY19 budget accelerates our efforts to deter, defend, and prevail against anyone who seeks to deny our ability to freely operate in space. The budget recognizes that adversaries are developing the ability to deny our free use of space and includes capabilities to confront that threat. The development of these capabilities will continue over the future years defense plan and beyond.

Foregoing the continued buy of today's Space Based Infrared System satellites 7 and 8, the Air Force will develop the next-generation Overhead Persistent Infrared system. This system will detect and report on current, emerging, and anticipated threats, and will be designed for survivability.

The budget adds resilience features and user protection to the Advanced Extremely High Frequency and Wideband Global Satellite Communications systems, and continues to fund development of next-generation protected satellite communications services for both strategic and operational military users. We continue to explore more affordable and innovative ways to acquire satellite communications services with investment in both commercial industry and international partner capabilities.

The budget proposal increases funding for anti-jam, anti-spoof, and anti-tamper military GPS development and integration into multiple joint platforms, and continues to grow Space Situational Awareness and Space Control capabilities to enhance our ability to identify, characterize, and attribute threatening actions. The budget also funds a Weather Satellite Follow-on program using rapid acquisition authorities.

Building upon the foundational architecture for space warfighting, we will deliver highly responsive capabilities to connect tactical and operational systems to strategic-level decision makers. The recent stand-up of the National Space Defense Center supports this mission. The budget also funds the Standard Space Trainer that provides

realistic, live, virtual, constructive training to prepare our Space Mission Force Airmen to prevail in a contested space domain.

NETWORKED BATTLE MANAGEMENT: Integrating capabilities that span all domains of warfare will be required for success in future combat. With the other Services, we are shifting from a model of interdependence to one of integration, which includes better integrated communications systems, development of tailorable units, and policies in key areas that enable adaptability and innovation. Concurrently, we will advance our command and control systems to reflect the changing character of warfare.

The Air Force capability that delivers persistent battle management command and control and ground moving target indications to joint warfighters is in high global demand that far exceeds supply. We currently conduct battlefield command and control from JSTARS, AWACS, Combined Air Operations Centers, Tactical Operations Centers, and mobile Control and Reporting Centers, and monitor many targets on the ground from JSTARS, Global Hawk, and other unmanned aerial systems. We had planned to recapitalize our aging fleet of E-8C JSTARS on a newer aircraft, however, we believe that system will not be viable in future contested environments and the recapitalization plan brought no additional capability or capacity to meet future demands despite over \$15 billion in total lifecycle costs. In developing an alternative approach that will meet more warfighter needs, we propose to keep the current E-8C JSTARS operational through mid-2020s and replace the recapitalization program as we transition to an advanced battle management system for the future. This approach, as directed in the National Defense Strategy, will network sensors from space, air, land, and sea, and fuse information to create a more comprehensive picture to support the joint fight, even in a contested environment.

STRENGTHENING ALLIANCES: The National Defense Strategy emphasizes the importance of alliances and partnerships. The FY19 budget reinforces the Air Force commitment to our allies and international partners through programs such as the European Deterrence Initiative and Indo-Pacific security initiatives.

REFORMING THE DEPARTMENT

While this budget proposes additional resources for the Air Force, we have to gain full value from every taxpayer dollar we spend. We will drive innovation, reinforce budget discipline and affordability, and deliver performance with the funds entrusted to us.

ZERO-BASED REVIEW: For the first time in more than two decades, we are conducting a zero-based review of all Air Force programs, budget accounts, and manpower authorizations to prepare for FY20 and the future years defense plan. We will examine the relevance of every requirement and program to align with the new defense strategy. Everything we do is “on the table” during this review.

HEADQUARTERS AIR FORCE STAFF REVIEW: Simultaneously, we are reviewing the structure and manning of the Headquarters Air Force staff. We are the smallest and most integrated of the service staffs and intend to stay that way. We will ensure each position is used efficiently and effectively to support the warfighter.

ACQUISITION: Enabled by the FY16 and FY17 National Defense Authorization Acts, we are streamlining Air Force acquisition. We have milestone decision authority for more programs and we are pushing authority to run programs down to lower levels and using new techniques to innovate, including rapid prototyping and experimentation. We appreciate Congress’ continued support of the Acquisition Workforce Development fund and expedited hiring authorities to attract, recruit, hire, develop, and retain a high-quality workforce.

STREAMLINING: We are systematically reviewing, reducing, and clarifying onerous internal instructions, additional duties, and computer-based training. There are over 1,300 Air Force instructions that levy 85,000 requirements on our wings and squadrons. Every one of them will be reviewed, rescinded, or rewritten over a 24-month period. We will significantly reduce the number of Air Force publications and ensure the remaining ones are concise, current, and relevant. We have already rescinded over 100 Air Force Instructions. While

this review reduces stifling bureaucracy and associated cost, the more important impact is on our ability to fight. This supports the culture of centralized intent and decentralized execution we need for competent and entrusted Airmen to make decisions in future highly contested environments, where we cannot expect continuous centralized control.

AIR FORCE WARFIGHTING INTEGRATION CAPABILITY (AFWIC): The Air Force is implementing changes to program development that will better integrate the budget across the force and allow for more rapid change to meet emerging threats. This will improve force design analysis to support national defense priorities and improve our ability to engage in multi-domain operations.

REVITALIZING SQUADRONS: Squadrons are the warfighting core of our Air Force. We organize, train, and equip to deploy from the squadron up. By revitalizing our squadrons, we are reinforcing cohesive, ready, and agile fighting forces to defend our Nation's interests in the complex security environment. We depend on exceptional leaders to lead the world's most powerful Air Force and joint teams. We will develop future leaders, address cultural shifts to embrace 21st century talent management, and unlock the true potential of our Airmen.



DESIGN AND LAYOUT BY AIR FORCE MULTIMEDIA, PENTAGON