

**DEPARTMENT OF THE AIR FORCE
PRESENTATION TO THE COMMITTEE
ON
ARMED SERVICES
UNITED STATES CONGRESS**

SUBJECT: IMPACTS OF A YEAR-LONG CONTINUING RESOLUTION

**STATEMENT OF: GENERAL DAVID L. GOLDFEIN
CHIEF OF STAFF OF THE AIR FORCE**

APRIL 5, 2017

**NOT FOR PUBLICATION UNTIL RELEASED
BY THE COMMITTEE ON ARMED SERVICES
UNITED STATES CONGRESS**

INTRODUCTION

To prevent sequestration-like effects and severe impacts to our Airmen and readiness, we need Congressional action to pass the Fiscal Year 2017 Defense Appropriations Bill, as specified in the amended FY 2017 budget request.

Your United States Air Force has been breaking barriers since 1947 and our Total Force Airmen are prepared to fight and win today. We secure peace throughout the full spectrum of hostilities with a decisive warfighting advantage in, through, and from air, space, and cyberspace. The unmatched **Global Vigilance, Global Reach,** and **Global Power** we provide for the Nation and our allies has never been more indispensable, and the demand for Air Force capabilities continues to grow. Rest assured, as long as our Joint Force is in the fight, the Air Force will continue to provide our nation's leaders and combatant commanders with air, space, and cyber options to deliver decisive action anytime, anywhere.

However, after 26 years of sustained global combat operations, a growing mission set coupled with a 38% reduction in end strength since 1991, and over half a decade of volatile and unpredictable budgets, we can no longer effectively balance capability, capacity, and readiness within constraints. The military funding constraints and resulting budgetary turbulence stemming from the Budget Control Act of 2011 (BCA), when combined with an unrelenting succession of eight Continuing Resolutions (CR), have critically challenged our ability to sustain warfighting capacity, improve readiness, modernize our force, and invest in research and development to maintain decisive advantages over near-peer competitors. The competitive edge we've long maintained over these actors is rapidly closing and, in some cases, has closed. Thus,

we need immediate Congressional action to pass the Fiscal Year 2017 Defense Appropriations Bill.

NEGATIVE IMPACTS TO OUR AIRMEN

A year-long CR would have an adverse impact on our people and readiness recovery. We would have to cut over \$2.8B in base and Overseas Contingency Operations (OCO) funding in the remaining five months of the Fiscal Year, forcing actions similar to those taken in 2013 during Sequestration. Further, we would be forced to use significant portions of DOD's limited general and special transfer authority to move funding between appropriations to cover must-pay bills (e.g., military pay), and even with the transfer authority, we cannot avoid impacts to personnel and readiness.

This CR:

- Halts efforts to grow active duty personnel end-strength as directed in the FY 2017 National Defense Authorization Act (NDAA), preventing us from meeting our top readiness priority. It also inhibits manpower growth in new or expanding mission areas including Remotely-Piloted Aircraft (RPA), cyberspace operations, intelligence, surveillance, and reconnaissance (ISR), and nuclear command, control, and communications (NC3).
- Prevents the Air Force from continuing to close critical career field gaps, undercuts our ability to close aircraft maintenance manning shortfalls, and thwarts our efforts to remedy our pilot shortage crisis.
- Defers bonus payments across numerous critical career fields, devastating critical programs we must have in place to retain Airmen with indispensable skillsets. Our taxpayers invest approximately \$11M to produce each fifth-generation fighter pilot,

and our active-duty fighter pilot shortage is expected to exceed 1,000 by the end of Fiscal Year 2017. The Aviation Retention Bonus is critical to our efforts to address this crisis. Most important, deferring bonuses breaks faith with our Airmen, who make great sacrifices every day to defend our nation.

- Delays operational, unit, and training permanent-change-of-station moves until Fiscal Year 2018, halting all moves internal to the Continental U.S., creating a severe training backlog, and leaving positions vacant across the Air Force. This severely degrades the quality of life for our Airmen and their families in the process of moving, as schools, jobs, child care, and other plans are disrupted.
- Significantly reduces Air Reserve Component (ARC)-filled OCO taskings, causing significant degradation in Air Force support of current global operations.
- Precludes filling civilian vacancies outside of mission-critical areas, which would directly increase workload demands on remaining personnel.

NEGATIVE IMPACTS TO OUR OPERATIONS & MAINTENANCE (O&M)

Significantly impacting our O&M readiness accounts, a year-long CR:

- Creates a \$2.4B (Base and OCO) shortfall in the O&M portfolio that will need to be sourced at the expense of readiness requirements.
- Eviscerates our Flying Hour Program (FHP), grounds non-deploying squadrons, and degrades qualifications and proficiencies of remaining aircrew. This exacerbates the Air Force's ability to meet pilot production throughout and reduces readiness in Combat Air Forces units for the foreseeable future.
- Forces a \$1B cut to our Weapon System Sustainment (WSS) accounts, preventing us from maintaining predictable and sufficient funding for our sustainment actions—

limiting aircraft availability, beyond those grounded for lack of FHP, needed for wartime and full-spectrum training.

- The Air Force would need to reconsider participation in 3rd and 4th quarter live-fly exercises. Distributed exercises could be supported but would continue at a lower level of participation. While the Air Force cannot “cancel” any Combatant Command exercise, the Air Force could reduce participation in such exercises, which would impact training in support of combat capabilities.
- Halts all restoration and modernization projects, effectively cancelling 301 projects at 78 installations across the Air Force, including 51 directly related to maintaining Air Force readiness levels. It also limits facility projects to only those actions addressing life, health, and safety.

NEGATIVE IMPACTS TO OUR MODERNIZATION EFFORTS

A year-long CR would impact more than 60 Air Force acquisition new starts in aircraft, space, missile, and ammunition procurement while simultaneously curtailing our Research, Development, Test, and Evaluation efforts. This CR:

- Negatively impacts programs intended to sustain strategic platforms, forcing shortfalls in five critical programs.
- Limits munitions production to Fiscal Year 2016 rates, which do not meet current usage and inventory requirements. Additionally, inventory levels for flares, cartridges, and training munitions are already very low, impacting our aviators’ ability to counter real-world enemy fire while reducing live fire training scenarios—both essential for success on the battlefield.
- Forces delays in critical acquisition new starts, including MQ-9 upgrades, Joint

Interagency Combined Space Operations Center, and C-130 Avionics Modernization Program Increment 2.

- Delays fielding of the new COMPASS CALL Prime Mission Equipment platform, putting the Air Force's ability to meet Combatant Command requirements for vital COMPASS CALL at risk. This weapon system is essential for disrupting enemy command and control communications in support of U.S. and Coalition tactical air, surface, and special operations forces.
- Restricts our ability to award the Long Range Standoff Weapon and Ground Based Strategic Deterrent technology-maturation and risk-reduction contracts on time, jeopardizing the Initial Operational Capability dates, and requiring service life extension of the aging Air Launched Cruise Missile system.
- Inhibits our ability to meet the Evolved Expendable Launch Vehicle (EELV) program's mission critical requirements. This CR would impact launch capability, force the Air Force to delay award of a competitive EELV procurement currently in source selection, and delay the launch of a critical national security space capability.
- Limits the Air Force's ability to support on-going MMIII flight tests, potentially impacting our most-responsive leg of the nation's nuclear triad. This will create a year-long gap in ICBM Force Development Evaluations (FDE), which are needed to collect the data for the weapon system's effectiveness report to show the MMIII weapon system is reliable and accurate. Also, the data collected during the FDEs are used by Department of Energy for continued certification to the President in the Report on the Stockpile Assessment.
- Significantly impacts our Combat Training Ranges supporting warfighter development

of new tactics, techniques, and procedures in a relevant, realistic combat environment, which is critical to 4th and 5th generation air dominance.

- Stops work on the Global Positioning System (GPS) Next Generation Operational Controls System program, delaying scheduled acceptance and preventing availability to support the planned GPS III Satellite Vehicle 1 launch in March 2018. Launch of the first GPS III satellite is critical to maintain operational availability of the GPS constellation.
- Delays Initial Operational Capability of the Protected Tactical Enterprise Service to 4th Quarter Fiscal Year 2023, directly impacting the Navy's ability to utilize the Wideband Anti-jam Modem System.
- Restricts F-35A Dual Capable Aircraft funding in FY17, delaying compatibility and safety design certification tasks critical to maintaining nuclear certification timelines and jeopardizing our ability to provide this key capability in support of our allies in the future.

CONCLUSION

We need Congressional action to pass the FY17 Defense Appropriations Bill (at the amended FY 2017 budget request funding levels), repeal the Budget Control Act, and provide us with budget stability. These actions will allow us to train and equip our Airmen to meet current threats to our nation as well as develop a ready force to defeat future adversaries. Our fellow Americans expect us to deliver overwhelming air, space, and cyber dominance for the nation, and we need your support to provide this blanket of freedom and security.