



The Air Force Fiscal Year 2013 National Defense Authorization Act Implementation Plan



A Strong Total Force for the Future

In February of 2012, the Fiscal Year 2013 (FY13) President's Budget (PB) submission reflected Air Force decisions on how to best align the Air Force to fit the 2012 guidance set forth in *Sustaining U.S. Leadership: Priorities for 21st Century Defense* (Defense Strategic Guidance) and the fiscal constraints stemming from the Budget Control Act of 2011. We made a strategic choice to become smaller in order to resource a fully ready, modernizing Air Force, able to defend our interests and project American power across the globe, today and in the future. After release of the FY13 PB, stakeholders questioned whether these decisions provided sufficient force structure to meet the Nation's needs at home and abroad. Recognizing the complexity and importance of the synergy between the Active and Reserve components that powers our Air Force, senior leaders of the Air Force—Active, Guard, and Reserve—reviewed the FY13 PB force structure decisions in light of these concerns and developed a Total Force Proposal (TFP) that offered an integrated set of modifications to the FY13 PB. The Air Force delivered this proposal to Congress in November of 2012, and Congress accepted these proposed modifications through its inclusion of the proposal in the FY13 National Defense Authorization Act (NDAA).

The FY13 NDAA authorized the Air Force to complete actions that had been approved in previous years, directed execution of a mix of the force structure actions contained within the FY13 PB and the Total Force Proposal, and directed specific actions in the remaining areas that Congress did not accept from FY13 PB. This paper describes the actions necessary to comply with the FY13 NDAA and provides a time-phased addendum that captures the major force structure changes by location.

The Air Force, as well as our sister Services and other federal agencies, face a great deal of fiscal uncertainty as we plan for future year budget actions. We do not completely understand the near-term or long-term effects of sequestration, and it will take some time to fully resolve all the impacts. As a result, this paper only describes future force structure projections through FY14.

New Defense Strategic Guidance and FY13 PB Force Structure Changes

The FY13 PB submission was informed by the Defense Strategic Guidance and the Budget Control Act of 2011. The Defense Strategic Guidance requires U.S. forces to remain capable of deterring and defeating aggression by any potential adversary by conducting a combined arms campaign across all domains—land, air, maritime, space, and cyberspace—while remaining capable of denying the objectives of, or imposing unacceptable costs on, an opportunistic aggressor in a second region.

The Air Force prepared an FY13 budget request to ensure that the Total Force was able to meet the capabilities and force-sizing requirements as directed by the Defense Strategic Guidance. In doing this, the Air Force made difficult choices across all of its core functions to balance risk to force structure, modernization, readiness, and people programs across mission areas.

The FY13 PB proposed reducing the Total Force fleet by 223 aircraft in FY13 and a total of 287 aircraft between FY13 and FY17. Correspondingly, it proposed reducing military end strength by 9,900 in FY13, with a total reduction of 11,600 by FY17. Of that total of 11,600, 4,200 of those reductions were to come from the Active component, 5,500 from the Air National Guard (ANG), and 1,900 from the Air Force Reserve. The savings projected as a result of these force structure and end strength reductions would have added up to \$1.4 billion in FY13 and \$8.7 billion across the future years defense plan (FYDP).

Moving Forward with the Total Force Proposal – Forging an Effective Total Force

After submission of the FY13 PB, stakeholders in Congress and the states expressed concerns that the Air Force capabilities programmed in the FY13 PB would not meet all the Nation's needs. In response to these concerns, the Air Force released an updated Total Force Proposal in November 2012. The Total Force Proposal retained some of the major elements of the FY13 PB proposal, but adjusted some elements to enhance the Nation's Air Force and address concerns that the FY13 PB proposal divested too much from Air Force capabilities, particularly Title 32 support for state governors. The Total Force Proposal made the following changes to the FY13 PB submission:

- Reversed the elimination of one ANG and one Reserve C-130H squadron;
- Reversed the elimination of one ANG KC-135 squadron;
- Reversed the elimination of two ANG A-10 squadrons; and
- Reversed the planned shift of all MC-12W aircraft to the ANG.

In addition, the proposal restored some Reserve component (RC) missions performed prior to FY12 and added new missions for some RC units. In sum, these adjustments:

- Added two ANG C-130 squadrons and increased the size of one ANG C-130 squadron;
- Added one ANG KC-135 squadron;
- Transferred one Active component A-10 squadron to the Air Force Reserve; and
- Consolidated 11 RC-26B aircraft at one ANG location.

Furthermore, the proposal retained and/or added several intelligence, surveillance, and reconnaissance (ISR), command and control (C2), and operational support missions in the ANG.

Finally, the proposal made the following adjustments to the FY12 PB Active component force structure:

- Divested two C-130H squadrons;
- Divested four KC-135 aircraft; and
- Divested one fighter squadron and transferred one fighter squadron to the Air Force Reserve (as stated above).

Most, but not all, of these adjustments take effect in either FY13 or FY14, with the remainder scheduled to occur not later than FY17.

The Air Force was able to identify funds for significant portions of the Total Force Proposal by making adjustments within the Air Force budget. However, we required additional funding to sustain the proposed structure adjustments across the FYDP while simultaneously maintaining acceptable readiness. The proposal retained 90 percent of the savings that our proposed FY13 PB force reductions would have generated, while restoring approximately 38 percent of the original proposed FY13 PB RC aircraft force structure reductions and approximately 75 percent of ANG military end strength reductions.

Fiscal Year 2013 National Defense Authorization Act

Following the submission of the Total Force Proposal, Congress reviewed the elements of the proposal and drafted the FY13 NDAA, incorporating nearly all the elements of the Total Force Proposal, except where specified within the act. With the enactment of the FY13 NDAA, Congress approved the force structure proposed in the Total Force Proposal, and the FY13 NDAA now authorizes us to move forward with these accepted changes. In addition, the FY13 NDAA provides the Air Force with the authority to implement the following prior year retirements delayed by Congress during FY13 PB discussions. These retirements are summarized in the following chart:

Prior-Year Approved Aircraft Retirements – FY13-14 Execution					
State/ Country	Installation (Owning MAJCOM)	Type of Aircraft	Total Number	Year of Execution	Approving Document
AZ	Tucson (ANG)	F-16	16	FY13	FY12 PB
AZ	Luke (AETC)	F-16	6	FY13	FY12 PB
AZ	Davis-Monthan (ACC)	HC-130P	1	FY13	FY12 PB
CT	Bradley (ANG)	C-21	8	FY13	FY11 PB
FL	Hurlburt (AFSOC)	C-130E	3	FY13	FY12 PB
FL	Eglin (AFSOC)	MC-130P	2	FY13	FY12 PB
GA	Moody (ACC)	HC-130P	3	FY13	FY12 PB
Japan	Kadena (AFSOC)	MC-130P	1	FY13	FY12 PB
MI	Kellogg (ANG)	C-21	3	FY13	FY11 PB
ND	Fargo (ANG)	C-21	8	FY13	FY11 PB

State/ Country	Installation (Owning MAJCOM)	Type of Aircraft	Total Number	Year of Execution	Approving Document
PR	Luis Munoz (ANG)	C-130E	3	FY13	FY11 PB
UK	Mildenhall (AFSOC)	MC-130P	1	FY13	FY12 PB
Prior-Year Approved FY13 Retirements =			55		
FL	Eglin (AFSOC)	MC-130P	3	FY14	FY12 PB
Japan	Kadena (AFSOC)	MC-130P	2	FY14	FY12 PB
NM	Kirtland (AETC)	MC-130P	2	FY14	FY12 PB
TN	Memphis (ANG)	C-5	5	FY14	FY12 PB
UK	Mildenhall (AFSOC)	MC-130P	2	FY14	FY12 PB
Prior-Year Approved FY14 Retirements =			14		

After accounting for aircraft transfers between components, the net change authorized by the FY13 NDAA relative to the FY12 PB is now a reduction of 65 aircraft and approximately 1,400 military billets from the ANG, 57 aircraft (with no adjustment in military end strength) from the Air Force Reserve, and 122 aircraft and approximately 6,100 military billets from the Active component.

The major force structure changes approved and enacted by the NDAA are described below. Additional details are captured in the attached addendum.

Combat Air Forces

The Air Force will divest three combat-coded A-10 squadrons (one each from the Active component, the ANG, and the Air Force Reserve) and one combat-coded F-16 squadron (from the ANG). An additional A-10 training squadron will be realigned to the Air Force Reserve from the Active component.

Mobility Air Forces

The Air Force will retire 16 KC-135R aircraft from the Total Force: three from the Active component; eight from the Air National Guard; and five from the Air Force Reserve. As a result of these changes, the Air Force will maintain a fleet of 398 KC-135s in FY13. To maintain the fleet of 301 strategic airlift aircraft as mandated by the FY13 NDAA while awaiting completion of the NDAA-directed study, the Air Force will complete only one of five planned C-5A retirements in FY13. The planned C-5A retirement is from the Air Force Reserve. After retaining the 358 intra-theater airlift aircraft required by FY13 NDAA, the Air Force will retire only one Active component C-130H in FY13. The Air Force plans to divest all 21 C-27J aircraft, all from the Air National Guard. Section 8118 of H.R. 933, the Consolidated and Further Continuing Appropriations Act, 2013, as passed by the U.S. House of Representatives and the Senate, requires the Air Force to obligate and expend funds that were previously appropriated for the procurement of C-27J aircraft “for the purposes for which such funds were originally appropriated.” Because the contract vehicle for C-

27J procurement has expired, the Air Force must assess the best means to comply with this requirement, including the disposition of aircraft once procured, and we will provide details at a later date.

Intelligence, Surveillance, and Reconnaissance

The Air Force will retain its entire RQ-4 Block 30 fleet in the Active component. The Air Force will also restore funding for 11 RC-26B aircraft in the ANG and later consolidate them at a single location. The Air Force will proceed with the divestiture of one E-8C aircraft from the ANG and add five MQ-1/9 remote split operations (RSO) units to the ANG. Lastly, all MC-12 aircraft will remain in the Active component.

Overall Effect of FY13 NDAA to the Air Force

The chart below reflects, by air component, our current plans for the structure of the Total Force through FY14 only.

PROJECTED FY13 NDAA DATA THROUGH THE END OF FY14

	FY12	FY13 NDAA* in FY14	Change from FY12 PB*	% Change from FY12 PB*
Total Military End Strength (in FY14)	510,900	503,400	-7,500	-1.47%
RegAF	332,800	327,600	-5,200	-1.56%
ANG	106,700	105,400	-1,300	-1.22%
AF Reserve	71,400	70,400	-1,000	-1.40%
Total Aircraft (in FY14)	5730	5613	-117	-2.04%
RegAF	4,189	4106	-83	-1.98%
ANG	1,159	1,130	-29	-2.50%
AF Reserve	382	377	-5	-1.31%

* This chart includes FY13 NDAA intra-theater aircraft and RQ-4 Block 30 compliance additions. C-5A retirements delayed awaiting FY13 NDAA study requirements are not included.

FY13 NDAA Implementation Plan

To execute the actions approved or directed by the FY13 NDAA, each Air Force major command (MAJCOM) has developed plans to facilitate these activation, reassignment, re-missioning, or divestiture actions. As the Air Force developed these plans, it sought to adhere to two key principles: 1) ensure that personnel readiness, training, and retention for transitioning units remain at the highest level practicable; and (2) minimize mission gaps for units transitioning to new or different missions.

The following factors drove our actions:

- The ability of the location or unit to absorb the new mission, i.e., when will space become available to support arrival of equipment and/or personnel? (e.g., departure of retiring aircraft);
- The availability of required training to facilitate a unit's transition to its new mission;
- Completion of compliance items (e.g., National Environmental Protection Act) analysis; and
- Completion of any infrastructure improvements required to support a change in mission.

Timelines for Force Structure Changes

A detailed review of all the FY13 NDAA-directed force structure changes is located in the attached addendum. The addendum provides a state-by-state description of changes for each of the bases affected by the FY13 NDAA and compares the individual base's FY12 PB force structure, the FY13 NDAA-directed aircraft and mission changes (e.g., transfers, retirements, re-missioning), and manpower changes. The addendum then provides transition dates, implementation notes, and final force structure. Air Force MAJCOMs and the National Guard Bureau worked together to align training availability, aircraft availability, and readiness and deployment requirements with unit needs and limitations. These plans have been provided to the affected units for their review.

FY13 NDAA Compliance Issues

In addition to the approved force structure actions listed in the addendum, the FY13 NDAA directed the Air Force to accomplish additional actions beyond the FY13 PB and Total Force Proposal-accepted actions. These mandated changes include requirements to: 1) maintain an intra-theater airlift inventory of 358 aircraft; 2) maintain a floor of 301 strategic airlift aircraft until an Office of Secretary of Defense (OSD)/Joint Staff-led mobility requirements and capability study is completed; 3) retain the RQ-4 Block 30 aircraft until December 31, 2014; 4) maintain 36 combat-coded B-1 aircraft; and 5) sustain two ANG airspace control alert locations that had been identified for closure by U.S. Northern Command (USNORTHCOM). We describe Air Force plans to comply with this language below.

Maintain an Inventory of 358 Intra-Theater Airlift Aircraft

The FY13 NDAA directed the Air Force to maintain an intra-theater airlift inventory of 358 aircraft for FY13. We appreciate the latitude that the FY13 NDAA provided in not specifying the type(s) of intra-theater airlift aircraft required to comprise the 358 total aircraft. As a result of this flexibility, the Air Force was able to consider different options to retain only the C-130 fleet or maintain a mixed intra-theater airlift fleet comprised of both C-130s and C-27J aircraft.

C-27J Divestiture

As we prepared our portion of the FY13 PB, we evaluated our force structure with respect to the Defense Strategic Guidance and the fiscal limitations imposed by the Budget Control Act of 2011. Our analysis showed that there was excess capacity in the intra-theater airlift fleet. The requirements of the Defense Strategic Guidance called for 310 C-130 aircraft; however, the FY12 PB projected an inventory of 372 C-130s and 38 C-27s at the end of the FYDP. As a result, the Air Force made a strategic choice to retire 65 aircraft from the C-130H fleet across the FYDP and divest the C-27J fleet. The remaining fleet of 318 C-130s was sufficient to meet the requirements levied by the Defense Strategic Guidance, including the Army's direct support requirement.

As we prepared to implement the direction provided in the FY13 NDAA, we reviewed our FY13 PB analysis and an FY12 NDAA-directed cost-benefit comparison of the C-27J and C-130. The cost-benefit comparison, which was delivered to Congress in August of 2012, included a direct comparison of the cost, capability, and capacity of like-sized C-130 and C-27J units and confirmed both a lower life-cycle cost and a performance advantage for the C-130 versus the C-27J. As a result of the FY13 PB analysis, the FY12 NDAA cost benefit analysis, and the current fiscal environment, the Air Force elected to continue with its plan to divest the C-27J.

As we implement the C-27J divestiture, the Air Force plans to screen the divested C-27J aircraft for reuse in accordance with the procedures outlined in DoD 4160.21-M, *Defense Materiel Disposition Manual*, as amended by section 1091 of the FY13 NDAA. After these aircraft are deemed excess to the needs of the Department of Defense (DoD), FY13 NDAA, section 1091, requires the Secretary of Defense to afford the Secretary of Agriculture (U.S. Forestry Service) the first right of refusal and the Secretary of Homeland Security (U.S. Coast Guard) the second right of refusal in transferring up to seven excess aircraft to each department before offering the transfer of excess aircraft to any other non-DoD agency. Based on DoD 4160.21-M and section 1091 of the FY13 NDAA, priority for allocation of C-27J aircraft is: (a) issue to another military Service; (b) issue to another DoD agency; (c) issue to the U.S. Forestry Service (inserted by section 1091); (d) issue to the U.S. Coast Guard (inserted by section 1091); (e) issue to federal/state law enforcement activities (per FY97 NDAA, section 1033); (f) issue for security assistance needs; and (g) issue to other federal civil agencies through the General Services Administration. The Air Force will begin formal screening of the C-27J aircraft in March 2013 to determine if there is reuse interest, and if so, when the interested organizations will accept these aircraft. Aircraft that are not wanted by any federal agency will be transferred to the Aircraft Maintenance and Regeneration Group (AMARG) at Davis-Monthan AFB, Arizona, and preserved for future reuse or sale. The Air Force plans to complete disposition of the 21 C-27J aircraft by September 30, 2013. However, after H.R. 933 is signed into law, the Air Force will evaluate how to best comply with the intent of section 8118, as well as develop follow-on disposition plans for any C-27J aircraft procured as a result of H.R. 933.

Retain C-130H Aircraft to Maintain an Intra-Theater Airlift Inventory of 358 Aircraft

The Air Force will retain 18 C-130 aircraft in FY13 to comply with direction in the FY13 NDAA to maintain an inventory of 358 aircraft. Seven of these aircraft are allocated to ANG units and 11 were either restored or allocated to Air Force Reserve units. All of the aircraft were retained at locations where the aircraft were previously assigned, eliminating any transfer requirements.

The Air Force elected to extend the inventory level of 358 through FY14. In addition to the 18 aircraft retained or restored in FY13, the Air Force retained an additional 25 C-130H aircraft we had planned to divest in FY14. Twelve of these are in the Air National Guard, 12 are in the Air Force Reserve, and one is in the Active component. This voluntary extension affords time for the completion of additional studies, expands the opportunities for the Air Force to continue the intra-theater airlift force structure sizing dialogue with its stakeholders, and allows for resolution of the Budget Control Act's sequestration provision before the Air Force reassesses its force structure during the FY15 budget cycle.

Maintain a Floor of 301 Strategic Airlift Aircraft

The Air Force is required to maintain 301 strategic airlift aircraft until 45 days after the FY13 NDAA-directed mobility requirements and capability study is submitted to Congress. The Air Force will work closely with the joint authors of the study, OSD's Director of Cost Assessment and Program Evaluation (CAPE) and the Chairman of the Joint Chiefs of Staff, to provide Congress with necessary analysis to support the airlift force structure levels proposed in FY 13 PB. Until then, the Air Force expects to retire one C-5A from the Air Force Reserve Command to reach and maintain the floor of 301 aircraft. We will maintain all other C-5A aircraft in the Air Force inventory. As each C-5A aircraft approaches its planned retirement date in FY13, it will transition to a "warm storage" (XJ status) on the assigned unit's flight line. We will place four C-5As in XJ status in 2013.

Retain the RQ-4 Block 30 Aircraft

In accordance with direction in the FY13 NDAA, the Air Force will retain all assigned RQ-4 Block 30 aircraft and maintain operational capability through December 31, 2014. The Air Force is evaluating the best way to comply with section 8118 of H.R. 933 as it pertains to continuing procurement of the RQ-4 Block 30 and will provide additional details at a later date.

Maintain 36 Combat-Coded B-1 Aircraft

The FY13 NDAA directs the Air Force to maintain no less than 36 primary aircraft authorization (PAA) combat-coded B-1s. In compliance with this direction, the Air Force will retain three combat-coded B-1s that we originally planned to retire as part of the FY12 PB and maintain

12 assigned combat-coded aircraft at each of the three operational B-1 squadrons. We will maintain all 36 aircraft in flyable, combat-coded condition, but will not use the three additional aircraft at the full operational rate due to the repurposing of manpower authorizations previously associated with the three aircraft. The Air Force will require additional funding in future budget cycles (FY17-19) to complete the integrated battle station modifications and bring the three additional aircraft up to the common configuration standard.

Aerospace Control Alert (ACA) Operations

The Air Force originally planned to discontinue aerospace control alert operations in FY13 at Duluth Air National Guard Base (ANGB) and Joint Base (JB) Langley-Eustis. However, the FY13 NDAA authorized \$8.3 million in funds to retain 128 ANG Active Guard Reserve (AGR) personnel for two ACA locations. Therefore, the Air Force will continue 24/7 alert operations at Duluth ANGB and JB Langley-Eustis in FY13 until they must commence drawdown activities in order to return to traditional status by September 30, 2013. The precise dates for the cessation of 24/7 alert operations at these locations will be determined by North American Aerospace Defense Command (NORAD) and NORTHCOM in coordination with Air Forces Northern and the National Guard Bureau. These actions will not reduce ANG force structure. The Air Force and ANG will convert the ACA full-time positions at these units to traditional part-time positions.

Operational decisions about aerospace control alert posture remain the responsibility of NORAD and USNORTHCOM, and the Air Force acknowledges that these two sites will be required for the ACA mission when USNORTHCOM directs higher states of readiness. The Air Force will also participate with the Joint Staff, OSD, and NORAD/USNORTHCOM to complete a consolidated ACA DoD budget exhibit and report to Congress not later than April 1, 2013.

MQ-1/9 Remote Split Operations Conversion

While not a change from the FY13 NDAA or a compliance issue, this section describes the transition process for ANG units identified to transition to the MQ-9 mission control element (MCE) mission within this document. Although the attached time-phased addendum provides the timing for these transitions, the process will be of interest to stakeholders of affected units.

As part of the FY13 NDAA, the ANG will transition five units from their current missions to MQ-9 MCE mission. The MCEs have substantial communications and infrastructure requirements. The Air Force will assess each location's facilities, communications, and infrastructure to identify what, if any, changes will be required to support the conversion to the MCE mission. In addition, the personnel assigned to these five units will undergo mission specific training to qualify them in their new missions. We will prioritize these unit training requirements within the current Air Force MQ-9 training program. Overall, the Air Force estimates that the conversion for the average location will require 24-36 months, allowing these new units to begin contributing to MQ-9 missions sometime during or after the first quarter of FY16.

FY13 Funding Requirements

The FY13 NDAA restored force structure that was not funded within the Air Force portion of the FY13 PB. The Air Force identified the funding required to restore this force structure as outlined in the Air Force’s Total Force Proposal to Congress, and those figures remain unchanged. In addition, we identified the funding required to maintain the NDAA-mandated intra-theater airlift, B-1s, and RQ-4 Block 30 aircraft. We also identified the costs driven by the direction in the FY13 NDAA to delay C-5A retirements pending the submission of an OSD/CAPE and Joint Staff-led mobility capabilities and requirements study, but actual costs may change based on usage of these aircraft until retirement is approved.

H.R. 933 contains an increase of \$504 million to Air Force total obligation authority (TOA) to retain FY13 NDAA-directed force structure. Despite this increase, to implement these force structure changes, the Air Force will be required to internally source the resulting shortfall between requirements and TOA provided in H.R. 933. While the net shortfall totals \$98.3 million, excess funding in other appropriation categories masks a significant \$154.8 million shortfall in Air Force operations and maintenance (O&M). H.R. 933 does not contain the other procurement (3080) funding necessary to implement the RQ-1/9 RSO and ANG targeting unit portions of the Total Force Proposal. The following is a summary of the costs required to retain the aircraft in excess of the FY13 PB submission:

FY13 Requirements Above FY13 PB Submission to Retain FY13 NDAA Force Structure									
FY13 requirements above FY13 PB (\$M)	Military Personnel \$M			O&M \$M			Procurement \$M		TOTAL (\$M)
	Active (3500)	Guard (3850)	Reserve (3700)	Active (3400)	Guard (3840)	Reserve (3740)	Aircraft Procurement (3010)	Other Procurement (3080)	
Total Force Proposal		69.0			122.1	6.7	84.0	47.2	329.0
Maintain 358 intra-theater airlift aircraft			4.9		12.0	21.4			38.2
Hold strategic airlift floor at 301 (C-5A retirement delay)			2.2			39.4			41.6
RQ-4 Block 30 retention	22.2			133.0			2.0		157.2
B-1B retention				36.3					36.3
TOTAL NDAA Requirement above FY13 PB	22.2	69.0	7.1	169.3	134.1	67.5	86.0	47.2	602.3
HR. 933 force structure TOA increase	49.4	65.6	11.8	14.5	210.3	66.4	86.0	0.0	504.0
H.R. 933 TOA shortfall to requirements	27.2	-3.4	4.7	-154.8	76.2	-1.1	0.0	-47.2	-98.3

* While H.R. 933 contains line items to retain force structure totaling \$637 million, the bill only increases TOA by \$504 million.

As a percentage of the overall \$8.7 billion savings related to the Air Force force structure actions proposed in the FY13 PB, the changes reflected and authorized in the FY13 NDAA reduced the original \$8.7 billion in savings to \$7.0 billion across the FYDP.

Looking Forward

The Air Force began the FY13 programming process understanding that the fiscal pressure to reduce budget topline, driven by the Budget Control Act, would force us to make difficult choices between sustaining an aging force structure, declining readiness, and long-delayed modernization. The compromise enacted by the FY13 NDAA will require additional funding across the FYDP to maintain the NDAA-directed force structure. At the same time, we are keenly aware that future fiscal pressures may drive us to seek reductions below the FY13 NDAA force.

The Air Force is committed to continuing force structure and budget issues discussions across our Total Force and with all of our stakeholders. This dialogue provides us with a valuable opportunity to conduct and review the force structure analysis that is required to reach a mutual understanding about the necessary size and shape of the future Air Force.

To help integrate our Total Force efforts, the Secretary of the Air Force and Chief of Staff of the Air Force created a Total Force Task Force to do the following: conduct a comprehensive review of Total Force policies and previous Total Force studies; identify strategic questions and critical assumptions to frame the effort; develop options that balance Total Force capabilities to meet the full range of current and future mission requirements; identify legal, policy, operational, and organizational changes that will enhance our ability to integrate future Total Force capabilities; and upon request, assist the National Commission on the Force Structure of the United States Air Force. The Deputy Chief of Staff of the Air Force for Strategic Plans and Programs is leading the task force, which includes a major general from each of the Active component, the Air Force Reserve, and the ANG.

As the Air Force evaluates potential force structure changes in conjunction with future budget actions, lessons from our strategic basing methodology can contribute to the discussion and process, providing a sound analytical frame work that we can use to evaluate and explain significant Air Force basing actions and force reduction decisions. The transparent, repeatable process has been well-received during past basing actions and it will continue to serve all stakeholders well as we evaluate future force structure decisions.

Conclusion

The Air Force fully appreciates that the strategic choices required to sustain a high-quality, ready Air Force have real impacts that produce local effects; these effects cannot be avoided when fiscal resources are reduced in a significant way.

This FY13 NDAA Implementation Plan is the next step in this process. It illustrates the Air Force's continued commitment to transparency as we complete the complex array of force structure actions directed and authorized by the FY13 NDAA.

We will continue the dialogue with our stakeholders that began during the FY13 PB deliberations to refine our plans and programs as we confront a dynamic security environment and the Nation's fiscal challenges. The future year projections contained within this paper are mostly limited to FY14 because of the uncertainties driven by the fiscal reductions imposed by the sequestration portion of the Budget Control Act of 2011.

We all must ensure that we properly sustain the force to win today's fight and make the right choices to provide the future Total Force with the right tools for tomorrow's challenges. We expect that future discussions will require additional compromises, but we must work together to avoid a hollow force. Although reducing force structure and infrastructure to maintain a quality force with the capabilities and capacity America requires will be difficult, we look forward to working with our partners to sustain and modernize the most effective Total Force Air Force possible for our Nation with whatever resources are available.