

DEPARTMENT OF THE AIR FORCE

PRESENTATION TO THE SUBCOMMITTEE ON READINESS  
COMMITTEE ON ARMED SERVICES  
UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: IN-LIEU-OF (ILO) TASKINGS

STATEMENT OF: BRIGADIER GENERAL MARKE F. GIBSON  
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REQUIREMENTS  
UNITED STATES AIR FORCE

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## **House Armed Services Committee – In-Lieu-of Tasking (ILO)**

**July 31, 2007**

**Subject: In-Lieu-Of (ILO) Taskings**

**Statement of  
Brig Gen Marke Gibson (AF/A3O)**

### **I. Introduction**

Mr. Chairman and distinguished members of the subcommittee, thank you for the opportunity to appear before you today to discuss Air Force In-Lieu-of Taskings and other programs that are important to your Air Force and the Nation.

Your Air Force is fully engaged around the world, fighting terrorism and insurgents in the Global War on Terror (GWOT) while fulfilling our roles as Airmen for the joint team. Simultaneously, we stand prepared for rapid response to conflict around the globe as our nation's strategic reserve. Air forces succeed when they anticipate, and are allowed to shape, the future strategic environment and develop the capabilities for the next fight. Air forces succeed when they remain focused on their primary mission as an independent force that is part of an interdependent joint team. We fly, fight and dominate in three war fighting domains – air, space and cyberspace – giving the United States sovereign options to employ military force like no other nation.

### **II. We Are At War**

The missions your Air Force fly today are the latest in a string of 16 continuous years of Air Force operations in the Central Command (CENTCOM) Area of Responsibility (AOR), beginning with our initial deployments to Operation DESERT SHIELD in August 1990 through ongoing operations in Iraq and Afghanistan.

Through 2 Jul 2007 your Air Force has flown over 82% of the coalition's 369,040 sorties in Operation IRAQI FREEDOM and 77% of the coalition's 220,457 sorties in Operation

ENDURING FREEDOM. In addition to our daily operations, the Air Force has also seen several surge periods over the past 16 years, resulting in unexpected wear and tear on our people and platforms. And, like each of the other Services, we have suffered combat losses.

On an average day, the Air Force flies more than 430 sorties in support of Operations IRAQI FREEDOM and ENDURING FREEDOM. Of this number, approximately 120 sorties are intelligence, surveillance, and reconnaissance (ISR), and strike. Of the remaining, 275 are airlift sorties (both inter- and intra-theater) and 35 are air refueling sorties.

Supporting CENTCOM is just a small part of what we do for our nation's defense. The Air Force has responded to or has been prepared to respond across the entire spectrum of operations – from rapid humanitarian aid to major combat operations. We have flown over 47,903 sorties in support of Operation NOBLE EAGLE and over 3,468 counter drug sorties, while also supporting operations in the Horn of Africa (HOA), the Balkans, and the Pacific Rim.

World-wide, your Air Force has been flying the same number of hours as 13 years ago with older aircraft, fewer aircraft, and with fewer Airmen. It is important to note the average age of the aircraft in your Air Force fleet is at a historic high of 24.5 years old. Newer aircraft provide increased capability for the COCOMs.

### **III. COCOM Support**

It is important to understand the level and depth of support that your Air Force provides every day to Combatant Commanders (COCOM)s. The tip-of-the- iceberg analogy is very applicable. While the number of Airmen we deploy may appear low, there are actually many Airmen supporting COCOMs daily.

Airmen deployed in support of operations worldwide accounts for about 4% of our total force, however, we have 40% of the total force, approximately 213,000 Active Duty, Guard, and Reserve supporting the COCOMs daily. Among these are strategic mobility forces, both tankers

and airlifters. Also, among these are our Strategic forces that include strategic bombers, Special Operations, Combat Search & Rescue as well as Space & Missile forces, which include ICBMs, Missile Warning & Space Control, and Air Force Satellite Control Network.

Complete USAF support to COCOM must consider all USAF forces supporting daily COCOM operations, which is 213,000 airmen. You need not be deployed to be employed. We posture in our Air Expeditionary Force (AEF) pairs, 22,183 steady state-rotational Airmen, which include tactical forces, fighters, intra-theater airlift, base-level support airmen, Major Command (MAJCOM) staffs, engineers, and medical personnel. Added to that are 60,595 outside the continental United States (OCONUS) Airmen assigned to Pacific Air Force (PACAF) and US Air Forces Europe (USAFE). Additionally, 130,186 Global Support & Strategic Forces are performing those global-strategic missions, but not necessarily under direct control of COCOM commander or assigned to a particular Area of Responsibility (AOR). Those global force numbers include over 50,000 Strategic Mobility airmen, over 11,000 Strategic Bomber airmen, over 12,000 Space & Missile airmen, nearly 15,000 C4ISR airmen, over 11,000 Intelligence airmen, over 4,000 on COCOM staffs, over 14,000 Combat Search and Rescue (CSAR), over 6000 on Air Sovereignty Alert (ASA) over the continental United States (CONUS), and 4000 others assigned to Office of Special Investigations (OSI), Defense Threat Reduction Agency (DTRA), Defense Logistics Agency (DLA), and Weather.

Currently, the approximately 26,000 airmen deployed in the battle supporting CENTCOM requirements are categorized in one of three ways: 1) Traditional AEF; 2) individual augmentees in support of joint headquarters organizations, 3) in-lieu-of (ILO) airmen.

### **III. ILO Taskings**

ILO tasks are generated when the Joint Force Provider provides a substitute force capability to the requestor because the traditional force is not available. The Joint Staff business rules

identify ILO as a method that provides solutions when the preferred force sourcing is not an option. There are three ILO categories. The first is the Joint Sourcing Solution (JSS), which is a Service providing a like capability or competency within its core competency in place of another Service's core mission. For example: USAF civil engineers replace Army heavy construction engineers. The second ILO category is the Remission Solution, which is when a Service remissions an existing unit to perform a mission not within its core competency. For example, an Army artillery unit is remissioned as a transportation unit. The Air Force has not provided any ILO solutions in this category. The third ILO category is Retrained Ad Hoc Solution, which forms an ad hoc unit from a group of individuals who are then trained, equipped, and deployed to support a COCOM requirement. Examples are Provisional Reconstruction Teams, Training Teams, and Civil Affairs Teams.

Of the approximately 26,000 Airmen deployed in the CENTCOM Area of responsibility (AOR), approximately 6000 or 23% are considered to be filling ILO tasks. We also fill another 1,200 joint-manned positions with Air Force individual augmentees, which have increased approximately 10% per year since 2003. Since 2004, we have deployed approximately 22,000 Airmen to perform ILO tasks. Also, ILO tasks had been increasing 33% annually until this year (2007), in which the increase was 57%. These ILO tasks draw from across the board of Air Force Specialty Codes (AFSCs): Public Affairs, Judge Advocate, Chaplain, Intelligence, Counterintelligence, Medical, Communications, Logistics, Engineering, Security Forces, and Operations. Currently, 87% of our ILO-tasked Airmen work Joint Sourcing Solutions. The remaining 13% are part of the Retraining Ad Hoc Teams.

We ensure Airmen receive the best training and required equipment prior to deployment. Training and equipping costs for ILO tasks are shared between the Army and the Air Force, and the Air Force portion breaks down into two parts. The first part is the responsibility of the

Airmen's parent unit, which ensures Airmen meet their basic readiness requirements. ILO Airmen are equipped at their home station with deployment bags and mobility bags. The second part is the responsibility of Second Air Force (2 AF) coordinating with the Army's FORSCOM and TRADOC to conduct ILO training and resolve training shortfalls. Here the Airmen receive combat skills training and skills training. Combat Skills Training is conducted by Army FORSCOM at any one of nine Army locations. Next, skills training is conducted by TRADOC at a location dependent on the specific technical training required. For example, communications training is conducted at Fort Gordon, GA, and transportation training is at Fort Eustis VA. This training meets operational requirements of the mission Airmen will support. They also receive additional equipment required specifically for their ILO mission and to defend against specific threats in theater such as IEDs. Army certified instructors provide combat skills to both our Airmen and Army Soldiers. Air Force oversight of this training for Airmen resides in 2 AF and is further scrutinized by functional Area Managers.

ILO Training and equipping is constantly updated to meet environment and mission requirements. Second Air Force hosts a Training & Equipment Review Board (TERB) to determine relevancy, accuracy, and core skill sets inherent with specific AFSCs. Results and recommendations are reviewed and implemented by FORSCOM. Feedback is collected at three distinct points: Training completion; 45-60 days at the deployed location; upon deployment return to home station. Feedback data is used to identify pre-deployment, deployment, and re-deployment shortfalls in equipment, training, medical screening, etc. Feedback data is also used to recommend solutions and resolve shortfalls prior to future training.

We review ILO taskings across AFSCs and across the AOR for consistency. When we are asked to do a specific ILO task, we determine whether or not our Airmen are performing the original task identified in the request for forces (RFF) or a different task. CENTAF reports that

97% of Airmen assigned to an ILO task are performing the original task and only 3% are not, which is due to the dynamic battlespace requirements. CENTAF executes both operational control and administrative control over ILO-tasked Airmen, thru Air Expeditionary Group commanders, who validate issues in real time and resolve Air Force-Army cultural differences. Consequently, Airmen have the competence to execute the ILO tasks that they are assigned.

The benefit of ILO takings has enhanced the professional development of our Airmen. Duty in a combat environment along side the other Services enables our Airmen to gain valuable insight and skills. Tomorrow's Air Force leaders will need to articulate and possess these skills. In addition, deployment experience is favorably considered when reviewing an Airmen's record. AF grants specialty knowledge test exemptions to enlisted members who work out of their AFSC for a year, which covers their next promotion cycle, so as to not place them at a disadvantage with their peers.

Since the Air Force began providing significant ILO support in Feb 2004, we have recorded 13 KIAs, 11 of which were due to IEDs. Of the 152 WIA, 7 were very serious injuries, 10 were serious injuries, and 30 were non-serious injuries caused predominantly by IEDs. We were unable to assess whether or not training was a factor in any of these casualties.

To reiterate, your Air Force takes great care to ensure that our Airmen are organized, trained, and equipped to perform CENTCOM's ILO requirements with competence. Headquarters Air Force and Air Combat Command set the tone for requirements, 2AF executes training, and CENTAF executes field command of all Airmen assigned to ILO tasks.

There are challenges within the ILO program. Extensive training is required for Airmen to perform ILO tasks and the effect of that training, as measured in man-years consumed, is significant. Deployment requirements have consumed 13,100 man-years, time in the training pipeline consumed 3,900 man-years, travel consumed 2,200 man-years, reconstitution consumed

2,200 man-years, and 2AF involvement consumed 150 man-years. For the 22,000 ILO-tasked Airmen deployed since 2004, the total cost for training has been 8,016 man-years.

Reconstitution is a critical component of the impact because Airmen core competencies are perishable skills that require additional training to hone following an ILO deployment.

ILO tasks remove our Airmen from their assigned AEF rotation cycle, which in effect requires them to exceed the rotation policy as defined in OSD Force Deployment Rules for OIF/OEF as written in USD P&R memo dated 30 Jul 04. More than 5,000 Airmen exceed the 1:2 deployment-to-dwell ratio for active-component airmen and the 1:5 mobilization-to-dwell ratio for reserve-component Airmen as defined in OSD Memorandum, *Utilization of the Total Force*, dated 19 Jan 07.

ILO taskings exacerbate an already high personnel tempo for many AFSCs, which are driving down their dwell time. Security forces, transportation, air traffic controllers, civil engineering, explosive ordnance disposal, which comprise the majority of our ILO forces, are all experiencing dwell times approaching 1:1. Home station security force units are currently using borrowed military manpower, which is a combination contractors and civilian over-hires, to meet post-911 security requirements. In addition, ISR forces and strategic mobility forces are experiencing high personnel tempos, which correspond into high operations tempos that increasingly exceed aircraft planned and budgeted use rates. The AEF construct adapts to these increasing requirements for a limited time, however, the cost to the airframes is mounting and the dwell time for personnel decreases.

#### **IV. Closing**

Your Air Force is fully engaged around the world, fighting terrorism and insurgents in the Global War on Terror. The missions we fly today are the latest in a string of 16 continuous years of Air Force operations in the CENTCOM AOR with an increasingly aging fleet of aircraft.



While the number of Airmen we deploy may appear low, there are actually many Airmen supporting COCOMs daily. Approximately 213,000 Airmen, which is about 40% of the total force, support the COCOMs everyday. Of those 213,000 Airmen, almost 130,000 support the COCOMs through strategic duty station missions. Around 60,000 are forward-based in the Pacific AOR and European AOR. And the rest are deployed in support of OPERATIONS ENDURING & IRAQI FREEDOM, of which approximately 23% are ILO tasked. Your Air Force takes great care to ensure that our Airmen are organized, trained, and equipped to perform CENTCOM's requirements with competence. However, there is a growing cost to ILO tasks, especially when they fall outside Airmen's core competencies.