

AIR WAR COLLEGE

AIR UNIVERSITY

PACAF and USAFE COMPONENT MAJCOMS:
BALANCING WAR-FIGHTER EFFECTIVENESS

with AIR FORCE EFFICIENCY



by

Jeffrey J. Tidwell, Lt Col, USAF

A Research Report Submitted to the Faculty

In Partial Fulfillment of the Graduation Requirements

Advisor: Col Edward L. Vaughn

14 February 2013

DISCLAIMER

The views expressed in this academic research paper are those of the author and do not reflect the official policy or position of the US government, the Department of Defense, or Air University. It is not copyrighted, but is the property of the United States government.



Biography

Lieutenant Colonel Jeffrey J. Tidwell is a U.S. Air Force / Air National Guard (ANG) aviator assigned to the Air War College, Air University, Maxwell AFB, AL. He graduated from the US Air Force Academy in 1990 with a Bachelor of Science degree in Engineering. In 1991 he earned his pilot wings and is now a command pilot with nearly 3,000 flying hours in the T-37, T-38, F-15C and Boeing 737. He served nine years on active duty at the squadron and wing levels as an F-15C pilot, Environmental Inspector, Chief of Training, Scheduling, and Standards & Evaluation. In 1999 he transitioned to the Hawaii Air National Guard serving as an F-15 instructor and evaluator pilot for 13 years. In the ANG he has led at both the wing and MAJCOM staff levels, serving as the alert force commander for the Hawaii Air Defense Region and Chief of Wing Plans. His last assignment was on the Air Combat Command integrated staff as Chief of Air Reserve Component advanced programs for the Combat Air Forces. As a citizen-airman, Lieutenant Colonel Tidwell is also a United Airlines first officer on the Airbus 320.

Abstract

As a result of Air Force manpower cuts, MAJCOM and Numbered Air Force (NAF) headquarters in USAFE and PACAF merged to form new C-MAJCOM HQ. The mergers impacted the balance between effectiveness and desired efficiency.

This author concluded the mergers in USAFE and PACAF gained efficiencies without sacrificing war-fighter effectiveness. Although stress management was adequate and largely driven by OT&E workload, the level of stress in each directorate varied.

This paper examines the reorganizations to:

- Determine efficiencies gained by merging duplicative HQ structures.
- Determine effectiveness of the reorganized staff.
- Assess merger impact on personnel stress and operations (OPS) tempo.
- Assess the balance between efficiencies gained and war-fighter effectiveness expected.

Both C-MAJCOMs maintained component responsibilities to their Unified Component Commands as well as fulfilled their Organize, Train and Equip (OT&E) functions by creating “battle-rostered” staffs and prioritizing work effort. The research identified 371 HQ billets eliminated in USAFE, yielding an annual savings of approximately \$41 million, and 152 positions eliminated in HQ PACAF.

The author recommends leadership perform an across the directorates work load examination, creating a prioritized rack & stack list of C-MAJCOM roles and responsibilities. After identifying from this list which roles to retain and which to eliminate, based on manpower, further reorganization and reprioritization should occur to balance the stress level across the staff.

In addition, PACAF leadership should improve communication on workload expectations to reduce staff tension. HQ Air Force must examine the manpower required for the strategic “Pivot to the Pacific” and provide PACAF leadership the means to meet strategic expectations of the rebalance.

Finally, future AF efficiencies can be realized through merger efforts between 23AF and AF Special OPS Command (AFSOC). In doing so, the Air Force should gain additional cost savings while maintaining the same level of AFSOC war-fighter effectiveness.



Introduction

The most basic function of any military is dealing death and destruction when required to do so. In times of war, the resources to meet those roles often flow unabated and the military is organized for war-fighter effectiveness. As war ends, the means provided to the military are under greater scrutiny and expectations for wartime effectiveness are reevaluated against future risks and potential efficiencies. Peace often creates strategic decisions to reduce defense budgets as the nation shifts its resources to other needs. Balancing the effectiveness expected in times of war with the efficiencies expected in times of peace can be challenging, specifically when attempting to find the best in both without overstressing the troops.

Today's conflict withdrawal, talk of sequestration, and the national "fiscal cliff" frame the reality the Air Force finds itself. Creating efficiencies, by cutting costs and shrinking manpower authorizations, is the path Headquarters Air Force (HAF) chose to take for PACAF and USAFE in order to deal with current and future fiscal funding. In response, the MAJCOMs restructured into component MAJCOMs (C-MAJCOMs) to meet the challenges caused by a reduction in manpower billets.

Was there a loss in war-fighter effectiveness as a result of creating these C-MAJCOMs? What were the efficiencies actually realized and are they properly balanced with expected effectiveness? Is the C-MAJCOM simply "doing more with less" by requiring the staff to pick-up additional workload from lost manpower?

This paper will answer those questions by first looking at the background driving the reorganization, as well assumptions and expectations used in the merger planning. It will then analyze the balance between war-fighter effectiveness and gained efficiency by evaluating the organizational changes, prioritization, training, and workload-stress of the staff. In doing so, this

paper contends the reduction in manpower billets in USAFE and PACAF— causing the reorganization into C-MAJCOMs— resulted in increased AF efficiencies, increased yet manageable stress, without significantly impacting war-fighter effectiveness. It will provide recommendations for further efficiency restructuring efforts inside these C-MAJCOMs and an evaluation of future restructuring possibilities in AFSOC.

The areas of focus for analysis include:

- Air Force efficiencies
- War-fighter effectiveness
- Organizational stress
- The balance between efficiency and effectiveness

The information gathered for this paper occurred from USPACOM, PACAF, and USAFE staff interviews relating to reorganizational efficiencies and staff effectiveness.

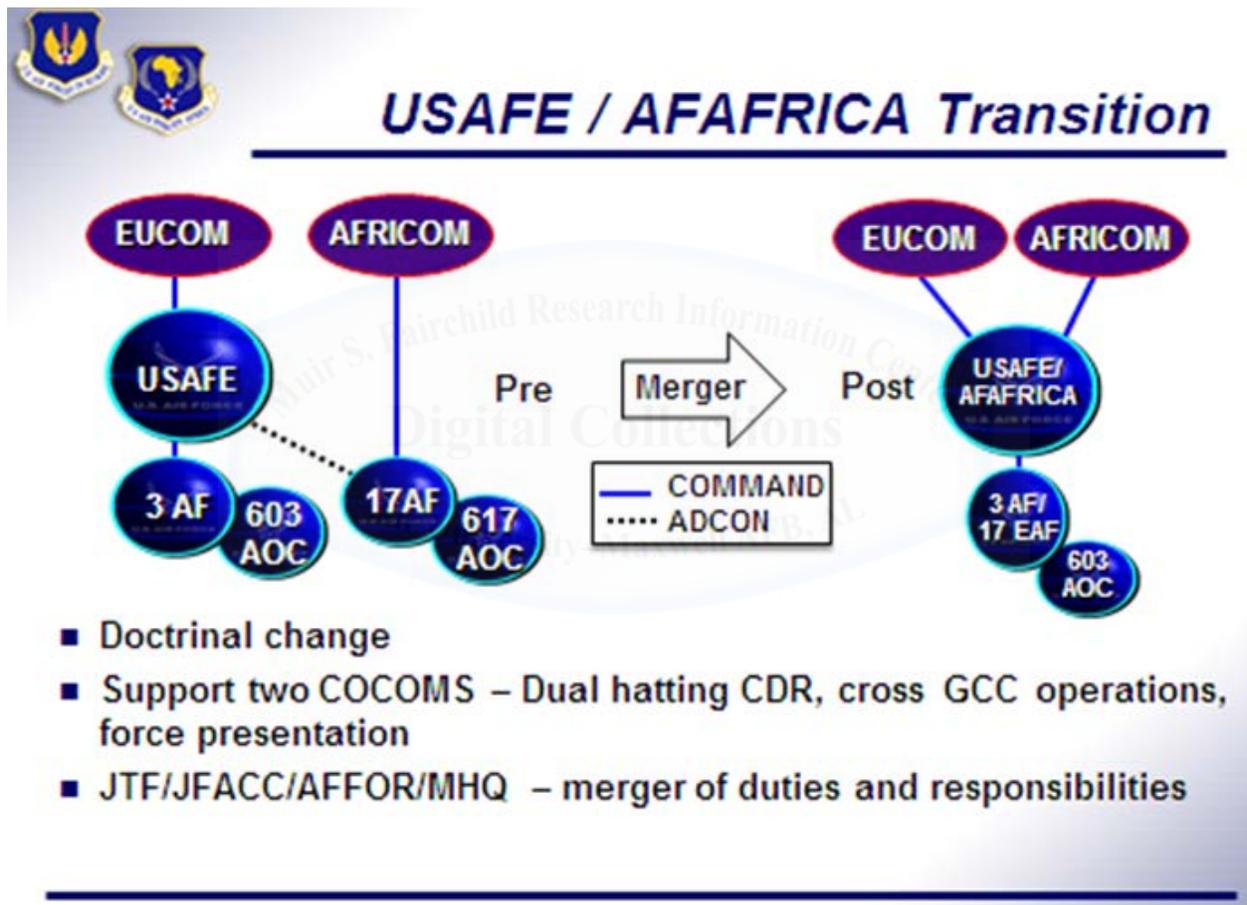
Background

Efforts a decade ago towards increasing combat effectiveness came with the reorganization into geographic war-fighting centers. As a result of studies initiated in 2002, the Air Force re-engineered its top-end command and control structures in support of each combatant commander (CCDR). This effort, known as the war-fighting headquarters initiative, settled on a two-pronged approach. First, the Air Force established a headquarters organization to serve the CCDR at the strategic level. Second, the Air Force established an operationally-oriented organization—the component NAF—within each combatant command.

NAFs organized to address the war-fighting needs of the combatant commander, and MAJCOMs performed the organized train and equip (OT&E) function as well as force support. This enabled the Air Force service component commander to better carry out the total

COMAFFOR and JFACC responsibilities for the combatant commander.¹

This relationship existed inside Europe, with USAFE supporting USEUCOM at the strategic level, and a component NAF, 3AF, functioning at the operational and tactical levels of war. The same dynamics existed in the Pacific with PACAF and 13AF tied to USPACOM.² In 2008-09, as depicted on the left side of the illustration below, USAFE took on additional support with 17AF for AFRICOM. Over time this relationship started to change as depicted on the right.



Documents supporting the merger of MAJCOM and NAF HQs originated in HQ USAF PADs 06-09 and 07-13. A major change resulting from these PADs was to the war-fighter initiative and an attempt to create cost savings by reducing the number of HQs. Additionally, PAD 10-02 incorporated FY12 PB direction to inactivate three NAFs and consolidate four Air and Space Operations Centers (AOC) into two. No authoritative manpower study was

accomplished to determine the manning requirements needed to accomplish both the MAJCOM and C-NAF missions. Instead, new MAJCOM manpower authorizations were levied, along with guidance on merging MAJCOMS and their associated NAFs. As a result, the war-fighting HQ restructured into C-MAJCOMs by merging MAJCOM and NAF staffs.³

USAFE and PACAF implemented plans using several assumptions in order to establish their new C-MAJCOMs. Assumptions were created that the C-MAJCOM would step up to higher intensity operations using augmentation, reach-back and prioritization. OT&E functions not retained would transfer as necessary to lead commands—or to field operating agencies that support AF units—ensuring all had the required capabilities.⁴

An examination of how PACAF and USAFE structured available manpower provides insight into efficiencies gained, as well as the effects on war-fighter and OT&E effectiveness. Early on there was a large focus on maintaining Air Force Forces (AFFOR) roles. What drove leaderships' concerns was the belief that many of the OT&E functions would be removed during the manpower cuts and centralized elsewhere; creating a shortage of staff to perform AFFOR (war-fighter focused) duties.⁵

To protect the manning, a bias existed to ensure the remaining manpower played important AFFOR roles. As a result, most of the staff became dual-role (having both AFFOR and OT&E duties). The rest became solely AFFOR staff, except for a small portion dedicated only to the OT&E function. The plan was to retain as much effectiveness as possible in both AFFOR and OT&E duties while prioritizing AFFOR duties above OT&E.⁶ The need for reach-back and prioritization was important to capture because the new staff was not segregated into either AFFOR or OT&E, but a staff capable of flexing to daily requirements.

To meet obligations with reduced manpower, leadership would reassign roles and

responsibilities for reach-back capability in the AOC and other staff areas. Prioritization of staff functions, to eliminate less critical functions, was also identified as a means to maintain effectiveness. As a result, the AF realized efficiencies in the HQ mergers.

Efficiencies

These mergers provided annual AF financial savings, in the form of reduced manpower costs as well creating other staff efficiencies.

Analysis of the merger efforts show four primary drivers of AF efficiencies exist:

1. Savings in leadership overhead with the consolidation of the headquarters.
2. Savings by eliminating redundancy.
3. Savings from correct sizing the AFFOR to a “steady-state” level.
4. Efficiencies by streamlining processes to eliminate “middle-men.”

For USAFE the biggest efficiencies were cuts in leadership overhead and the sizing of the AFFOR to a "steady-state" level.⁷ USAFE manpower before the cuts totaled 2213 personnel, organized as depicted in the left column below. After the cuts, the manpower authorized dropped to 1842.⁸ The loss of 371 billets is included in the organization totals listed in the column on the right:

<u>OLD</u>	<u>NEW</u>
HQ USAFE - 1172	HQ USAFE - 1328
3 AF – 357	3 AF - 97
17 AF – 187	17 AF - Inactivated
603 AOC – 353	603 AOC - 417
617 AOC – 144	617 AOC - Inactivated

How the manpower cuts were spread among the staff precipitated the balance between efficiency and effectiveness. The percentage of personnel cuts inside each directorate was not the same. This was partly due to other Air Force consolidation efforts, as well as the emphasis

on maintaining AFFOR roles.

In creating the percentage of cuts to each directorate, integrators and team leads determined the level of work required in their respective areas and offered manpower numbers they thought would work after the merger.⁹ Part of this decision was based upon unoccupied billets which counted against the manpower. Offering up those vacant positions meant no real loss to capability. Inside PACAF, approximately 60-70 of the 152 positions lost were unfilled billets.¹⁰ The additional filled manpower billets were then removed to create the total cuts required by Air Force directive. This effort occurred within each directorate, balancing the directorate's expected work with proposed cuts. It did not occur across directorates as a function of prioritizing C-MAJCOM roles and responsibilities.¹¹

Inside USAFE/SG, the merger did not drive significant decreases in SG manpower due to a separate effort where each MAJCOM/SG office was downsized and AF Medical Operations Agency (AFMOA) increased. The centralization of many of the medical OT&E functions into AFMOA created the greatest amount of efficiency; there was not significant gain of efficiency resulting from the merger. Although the overall merger impact for SG was minimal, it did focus USAFE/SG on AFFOR responsibilities since OT&E issues were sent as reach-back to AFMOA. For the remaining SG manpower, the level of additional work didn't warrant items falling off the "to do" list.¹² Even though the initial planning concept was to stop doing less critical functions, AFMOA reach-back helped alleviate work "overload".

Similarly, inside USAFE/A1 AFFOR duties were prioritized first, leaving fewer resources for traditional OT&E duties. Some of these OT&E functions, like in the SG, were pushed via reach-back to centralized processes within AF Personnel Center. Even with greater manpower reductions than SG, the remaining workload is still being performed; but this means

the remaining OT&E work is sometimes pushed further down the priority list and might not get accomplished. Critical SMEs are very judicious about leave and time away. When they are gone, the effect is felt within the organization (with rare exception). Nevertheless, A1 troops continue pressing hard to meet the current work requirements by using teamwork and daily prioritization. Overall they took a 36% cut in manpower but did not see other efficiencies created as a result of the merger, just a different organizational structure.¹³

This was not the case for other directorates, as most did not have a simultaneous consolidation of OT&E outside the theater. Instead, workload was reprioritized to AFFOR first, and each shop handled the additional workload differently. Needing to maintain war-fighter effectiveness, some directorates saw the new workload as additional burden that increased both OPS tempo and stress levels. An example of this is found in USAFE/A3 where the merger did not reduce its OT&E functions, as it continues to “do more with less.” Instead, OPS tempo has risen because USAFE is now a combined team with incredibly varied and complex responsibilities supporting two combatant commanders. The A3 staff is required to pivot from support of special operations across the breadth of AFRICA to building partnerships with 104 European and African nations. They are stretched thin, and the commander is concerned about their capacity to support contingency operations while continuing to execute current day-to-day operational missions and OT&E activity.¹⁴

“My # 1 concern is our capacity to execute our day-to-day mission, and simultaneously move to support contingency operations. We must be willing to test ourselves right up to our operational limits so we can prove to our leadership that we’re ready for the fight, or identify areas where we need their help.” - Gen Breedlove, COMUSAFE.

Managing the combined staff using the dual-role concept, in addition to reducing

“middle-men” and having a broader focus, is creating the most A3 efficiencies realized. The dual role, however, is added work for each staff member and is creating stress that leadership must manage. Despite this stress, additional efficiency was realized by streamlining the command relationships in a way the staff more clearly understood. The mission statement below depicts the new streamlined USAFE C-MAJCOM relationship to its two CCDRs:



Effectiveness

In assessing USAFE's success in maintaining war-fighter effectiveness the following observations are made:

One of the ways to accomplish the mission and maintain effectiveness with a leaner staff was to prioritize and swing both the focus and the manpower when required. Maintaining an operational focus and separating it from OT&E was deliberately done in USAFE by identifying those on the staff primarily AFFOR focused, those who were OT&E focused, and others serving in both roles.¹⁵

During a COMUSAFE briefing, battle-rostering and manpower augmentation was briefed as the best way to ensure an ability to execute within the new construct. USAFE staff put battle-rostering into practice for nearly six weeks during Operation Unified Protector (OUP) and Operation Odyssey Dawn (OOD). The effectiveness results were encouraging as the staff turned nearly all OT&E type work off and concentrated on AFFOR/real world needs. However, after the operation the staff returned to mountains of OT&E work, which created more stress from the paperwork backlog.¹⁶

Switching the focus to PACAF, a different level of stress exists today as they work out the balance between AFFOR and OT&E effectiveness. Overall their success in maintaining war-fighter effectiveness is challenging to capture, as only a few months have passed since the merger. Regardless, the following observations on effectiveness are offered.

Late changes in the PACAF merger plan (PPLAN), along with AF delays in approving the plan, resulted in the spirit of reach-back discussed in the plan being lost. Inside PACAF A3/5 and A8/9, reach-back agreements have not been established, although discussions of pushing work such as training, readiness, and POM functions to a lead MAJCOM have occurred.¹⁷ At the same time, lead commands haven't stepped forward to pick up the additional workload resulting from the manpower cuts. While some directorates, like the A6, A7 and SG made concerted efforts to consolidate OT&E work in centralized locations, other directorates are unable or have not.¹⁸ As a result, the manpower cuts and other problems related to the merger are impacting PACAF OT&E effectiveness which is affecting its AFFOR focus.

Inside PACAF/A9, personnel from the NAF and MAJCOM HQ were already sharing the same office space when a different initiative, RMD 703, stripped manpower prior to the merger. Although this paper excludes an analysis on impacts from the contractor-to-civilian conversion

and the civilian manpower reductions of RMD 703, the A9 was greatly impacted from these events. To perform the mission, it relies heavily on a contractor and government civilian workforce. The loss of the contractor workforce was significant enough, yet the merger manpower reductions placed additional burdens on the remaining staff. The A9 runs computer networks that require independent, dedicated support, yet their computer technician position was cut, forcing the remaining office staff to perform the duties. The level of increased workload by dual-hatted staff has not flushed out, as the major task of audits and equipment refresh has not occurred.¹⁹

Overall, the most significant impact to A9 effectiveness was a decrease in the ability to perform lessons learned from MAJCOM exercises, as well as an increased time to find experts in the A9 community to augment work. Prioritization of work effort has occurred, though not to the level of eliminating less critical work.²⁰ Augmentation rather than reach-back fulfills the work requirements for now, but creates increased stress. Delays in finding adequate augmentation will continue to degrade A9 effectiveness. The expected delay is three to five days for augmentation to arrive, trained and ready to work.²¹

This timeline was similar to that found in USAFE/SG, as their OT&E effectiveness was slightly impacted by reach-back adding between two and five days.²² The difference lies in AFFOR effectiveness; the A9 was impacted where the SG was not as a result of the cuts. Augmentation and reach-back are the tools expected to maintain effectiveness, but this is overly challenging in light of specific A9 capabilities needed from augmentation personnel.

Inside PACAF, expectations for OT&E work being accomplished effectively by dual-hatted AFFOR staff personnel is low, since AFFOR staff work is different in nature from the staff work required for OT&E. Proper training has not occurred to increase effectiveness levels

in OT&E work by AFFOR staff. Realistically this may not happen.²³ Similarly, the training of OT&E staff to pick-up AFFOR duties is expected to provide the manpower required during surge operations. This process is in its initial stages and unevaluated, but success in creating or maintaining effectiveness can be achieved with engaged leadership, as witnessed in USAFE.

Merger Effect on OPS Tempo

An AFFOR staff should be ready to fill one or more roles: that of a theater-wide AF Service component, an Air Force war-fighting component within a JTF, or the core “plug” within a JTF headquarters. If not carefully structured, an AFFOR staff may be dual-hatted with dire consequences as the staff struggles to focus at the right level at the right time.²⁴

For USAFE/A3 the merger created an increased workload for some people, since none of the OT&E functions were eliminated as a result of HQ consolidation efforts. For example, the manpower billets for the A3 Critical Infrastructure Program were stripped, but this program is still directed to exist by the Joint Community and two combatant commands. The work became additional duty for the remaining A3 staff.²⁵

Without prioritization and with no real reach-back capability, the stress inside the A3 increased. Instead of reach-back, HAF has unsuccessfully attempted to push forward some OT&E work to USAFE/A3, such as Operator Engagement Talks, which they are unable to do anymore.²⁶ This lack of reach-back and prioritization compounds the OT&E paperwork backlog problem generated when the staff is required to perform AFFOR duties.

Similarly, the first issue discerned by the USAFE staff from experiences in OUP/OOD, was surging to cover AFFOR duties meant returning to mountains of backlogged OT&E staff work. During the six-weeks of OUP/OOD in 2011, the focus on AFFOR duties (at the expense of OT&E) began to create a lot of underlying stress on the workforce. At about the four-week

point personnel began to worry about the halt, or significant slowing, of staff type operations and the buildup of work they would face when they returned to their OT&E functions. This stress existed despite 20% of the staff not being battle-rostered (having both AFFOR and OT&E roles to fill).²⁷ An improper ratio between AFFOR and OT&E staffs creates stress on the force, and more challenges leadership must tackle to balance efficiency with effectiveness.

Balance of Efficiency and Effectiveness

“We know the restructure effort remains a work in progress, but with your help we’ll continue to execute our day-to-day operational mission, our day-to-day staff functions, and conquer the remaining organizational challenges we face.” - Gen Breedlove, COMUSAFE.

Over the next few years, a review determining how best to utilize current authorized numbers, through a process re-design, will take place inside USAFE. The HQ review by A1 is occurring division by division and has so far assessed one area, protocol. The result is that protocol needs more billets. From A1’s perspective, this review will likely produce the same results in each division. Currently under evaluation is whether the "steady-state" was sized correctly in each directorate, or if the OT&E staffs and AFFOR are disproportionate to their intended usage (i.e. some staff positions are "full-time" AFFOR and some are part time).²⁸

At the same time, the "sweet spot" between battle-rostering and the request for forces fills must be determined. Trying to fill from within while being tasked by two CCDRs simultaneously will require backfill for the C-MAJCOM if the duration is longer than the six weeks tested in OUP/OOD. It has not been determined what the balance point in requesting forces should be, so as not to break the staff OT&E functionality completely.²⁹ Although the C-MAJCOM focus is AFFOR duties first, a lack of reach-back in areas like the A3 will likely degrade OT&E effectiveness in order to maintain war-fighter effectiveness.

While the A3 is seeing challenges, this is not a problem observed in the AFFOR focused 603AOC. Flexibility and control at the director level—which is used to swing role OT&E staff into AFFOR when needed—is working to create efficiencies on the fly. After consolidation of the 603 and 617 AOCs, the current structure is working much better than first thought. The increased lower-level interaction has been positive from EUCOM's perspective. The leaner staff's workload was spread out by having directors engage more with the combatant command J-directors.³⁰ They are getting the same, if not better, support as a result of efficiencies from combining both AOCs into one. The same support is occurring in the PACAF 613AOC.³¹

Assessing the PACAF merger's impact on OT&E staff effectiveness is without example because the battle-rostered staff has not exercised their AFFOR roles as USAFE has. Regardless, there are notable actions that tie to effectiveness. Approval of the Organizational Change Request (OCR) is not finalized, which impacts organizational nomenclature and the creation of Unit Manning Documents (UMDs).³² Without accurate UMDs directorates are unable to manage their people adequately. Inbound and outbound tracking of manpower is difficult because the organizational structures are not approved officially, causing incorrectly populated UMDs. This creates problems in prioritizing work and providing training since the full complement of staff is not properly aligned in their expected work centers.

Contributing causes to this situation were late changes to the PPLAN's organizational structure; directing A3/5 and A8/9 directorates instead of the original proposed A3/9 and A5/8 directorates. These changes occurred after new commander's guidance was issued on the organizational structures desired.³³ Even though the PACAF merger occurred roughly five months after the USAFE merger, late changes are leading to delays in document approval and battle-roster training for the C-MAJCOM staff. In addition, rated manning shortfalls on the

battle-rostered OT&E side are impacting the MAJCOMs ability to fill critical AFFOR required jobs at necessary levels.³⁴

Keeping the war-fighting focus gave war-fighter effectiveness priority over OT&E effectiveness. The lack of reach-back in OT&E has created stress on the staff to complete the increased workload. Meeting expectations, given the reduced manpower authorizations, was accomplished by prioritizing work within a directorate verse across directorates. For the OT&E level of effort, a formal look across the directorates at the work being accomplished, or the prioritization of that work against other directorate's OT&E effort has not occurred.

A study by the PACAF staff on the utilization of the electronic task management tool (TMT) revealed that the A3/5/8 directorate had 85% of all taskers created in the system.³⁵ An imbalance between directorates might exist where resources are placed on lesser-priority C-MAJCOM efforts at the expense of understaffed, higher-priority requirements. This becomes an important consideration when trying to meet the challenges incurred by changing national priorities in the region.

Strategic direction calling for a U.S. "Pivot to the Pacific" has created emphasis in the theater and an increased workload for the staff. The level of workload was not properly captured nor considered when the manpower cuts drove the reorganization. Instead, the manpower cuts were based upon current tasking and workloads.³⁶ Failure to plan manpower levels commensurate with new strategic direction is resulting in increased OT&E workloads required to fulfill requirements from the Pivot.

An example of this is the increased level of effort required by PACAF leadership to engage and build more regional partners and allies. This focus competes with time required to provide guidance and prioritized vision to the staff.³⁷ Another example is that the future of JTF

519 is not well known to the staff. The level of effort to support this endeavor is not only vying for precious staff time, but also adding to stress, as uncertainty creates doubt on workload benefits.³⁸ Challenges in prioritization and a lack of clear direction for the future of the theater, combined with the manpower cuts, have increased OPS tempo and created stress on the staff that leadership must manage.

Recommendations

Looking at the successes gained in USAFE and the challenges faced in PACAF, the following recommendations incorporate aspects of the reorganizational cases that would improve effectiveness by reducing both OPS tempo and stress on the force, resulting from staffers being “dual-hatted.”

First, leadership must prioritize roles and responsibilities across the directorates. Manpower cuts without prioritization can only go so far until effectiveness declines and stress increases. C-MAJCOM staffers in functional areas such as operations have absorbed additional workload without the ability to reach-back and without prioritization of roles or responsibilities. In PACAF, a PPLAN objective was to eliminate less critical work, yet no evidence of this was found during the analysis.

Leadership must prioritize and consider doing less with less, consistent with the reduced resources provided. Congress reprioritized discretionary spending and the Department of Defense (DOD) lost priority as funds moved into higher priority non-DOD areas. Without saying it, the nation reprioritized the expected DOD roles by funding it less. The resultant manpower cuts driving the HQ mergers should have the same reprioritization of expected roles; however this has not happened in some directorates at sufficient levels to reduce OPS tempo and personnel stress.

An across the directorates look at roles and responsibilities must occur to put adequate manpower and resources against critical areas, while shedding less critical, “unfunded” work. A functional study, by a small independent team, can produce a complete list of roles and responsibilities that leadership can rack & stack in order to balance workload across the force.

Second, leadership must train the dual-role OT&E staff properly. The differences between AFFOR and OT&E staff work are substantial enough that effectiveness of work drops off significantly as airmen switch between the multiple hats they wear without proper training. Battle-rostered OT&E staff must get adequate initial training and frequent recurrent training to perform AFFOR duties when needed. Without adequate training, AFFOR initial effectiveness suffers when the staff swings into war-fighting mode.

USAFE training has reduced stress for staffers and increased AFFOR effectiveness when the OT&E staff swings into battle-rhythm. This is not the case in PACAF. Since the merger is relatively new, leadership must capitalize on training to ensure the staff can properly perform AFFOR duties. At the same time, the AFFOR staff must be trained on proper OT&E staff processes and products if expected to perform OT&E work. AFFOR staff efforts to work any OT&E management functions currently result in mixed effectiveness.

Third, PACAF leadership must increase the communication and prioritization efforts, to inform airmen of the work they must do, and the work they need to stop doing. Having leaders actively engage and communicate the C-MAJCOM vision, direction and reorganizational message at all levels and opportunities, internally and externally, is important.³⁹ Without this dialog, stress will increase. USAFE leadership continued communication efforts during the merger and this helped mitigate the initial stress caused by the reduced manpower. Continued communication of the desired workload prioritization will further reduce stress on the staff.

Finally, HAF must evaluate the PACAF manpower authorizations in the context of strategic guidance and direction. The “Pivot to the Pacific” is creating new responsibilities for PACAF that are not resourced in line with recent manpower cuts. Until strategic direction is communicated and additional resources are secured, prioritization efforts inside PACAF must be accomplished to avoid prematurely rebalancing to the Pacific at the expense of current OT&E and war-fighter effectiveness. HQ AF should communicate corporate efforts and prioritize resources in line with the strategic direction and level of effort expected in the Pacific.

Conclusion

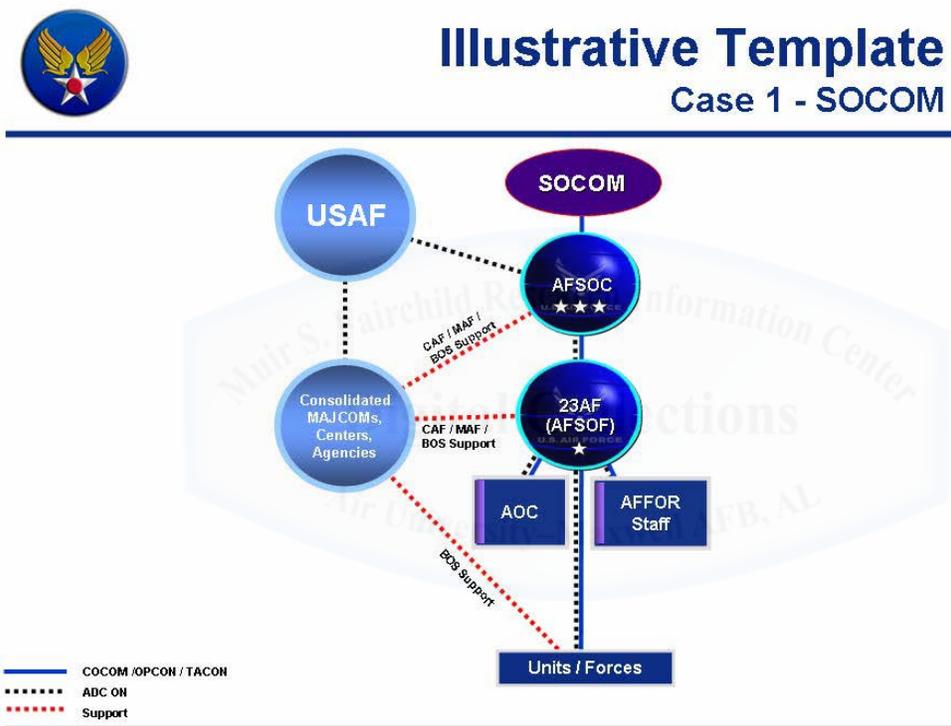
In peacetime, downsizing and budget cuts require greater staff efficiency in order to manage the workload. The Secretary of the Air Force was directed to find cost savings after the DOD budget was sizably reduced. As a result, merging HQ into C-MAJCOMs brought about millions of dollars in annual saving, but created reorganizational challenges for PACAF and USAFE in order to maintain effectiveness without “breaking” the staff.

In the future, without being relieved of some roles and responsibilities, further cuts to C-MAJCOM manpower will definitely be challenging. Perhaps this is why AF Secretary Donley’s recently made the following statement: “We have stretched the risk we can prudently take from efficiencies in our support functions...”⁴⁰

The USAFE and PACAF merger examples provide insight on differing approaches to best organize a HQ for future cost savings. There are other efforts the AF can take to create additional efficiencies outside of PACAF and USAFE; like pursuing additional HQ mergers. HAF should expand the scope of cost saving measures by looking into other duplicative HQ structures. Geographic co-location for a targeted duplicative HQ is required in order to reduce reorganizational costs due to infrastructure, facility and transportation charges.

During the 2006 NAF war-fighter initiatives, the AF activated Special Operations Command (HQ AFSOC) at Hurlburt Field, Florida, designated 23 AF as AFSOF, and constituted the 623 AOC.⁴¹

HQ structures within AFSOC are similar to those found inside PACAF or USAFE, and present the opportunity for future cost savings if the AF pursues continued HQ mergers. AFSOC currently is a MAJCOM with a co-located NAF and this relationship is depicted below.



APPENDIX III – Component NAF Organizational Templates
 ANNEX A – Milestones and Concept
 HQ USAF PAD 06-09 7 November 2006

An effort to merge HQs inside AFSOC should create similar effectiveness found in the PACAF and USAFE cases. Overall, both C-MAJCOMs became more efficient while providing the CCDRs the same AF component capabilities. However, the net result of the manpower reductions was increased stress, as reach-back and prioritization efforts proved elusive.

While efficiencies were realized financially and procedurally, the reorganization created some manageable challenges to OT&E effectiveness. These challenges were minimized when leadership drove both the cultural and institutional change to successfully implement the manpower reductions required by the PADs. Without leadership vigilance the remaining manpower was left conflicted on workload priorities, creating an underlying stress.

In each, increased OPS tempo and unbalanced stress are leadership challenges requiring further attention. Identifying less-critical work and prioritizing to reduce or eliminate that work are important aspects of minimizing an over tasked staff. In addition, spreading the workload properly across directorates can mitigate high stress areas and rebalance the OPS tempo. Leadership must initiate an integrated, prioritized, C-MAJCOM roles and responsibilities list, as a measure to combat high stress areas and keep future efficiency and war-fighter effectiveness balanced.

Overall, USAFE is on a solid footing in keeping the proper balance, but further manpower cuts will require an increased eye towards prioritization. Although the PACAF merger is more recent, without leadership vigilance today, in watching workload overstress by the “Pivot to the Pacific,” an imbalance is likely to develop. This imbalance will degrade war-fighter effectiveness, as OT&E demands, coupled with a lack of reach-back capability, overburden the staff. Trying to meet changing national strategic direction without the proper resources will likely stretch the risk beyond what Secretary Donley thinks is prudent.

Definitions:

Component MAJCOM (C-MAJCOM). A type of MAJCOM that is the USAF component to a Unified Combatant Command. A C-MAJCOM is commanded by the Commander of Air Force Forces (COMAFFOR) and includes supporting staff, one or more CNAFs (through which it presents its forces to the Combatant Commander (CCDR)), and all assigned and attached forces. The C-MAJCOM integrates, at the strategic level, component activities across all phases of conflict. The C-MAJCOM commander is the CCDR's theater COMAFFOR and may function as a theater Joint Force Air and Space Component Commander (JFACC) when required. Refer to AFDD2, Operations and Organization, for additional information on component relationships and roles.⁴²

Numbered/Named Air Force (NAF). The NAF is a command echelon directly under a MAJCOM that is focused on ensuring the readiness of assigned forces. It prepares forces for deployment and employment.⁴³

“War-fighting” is a broadly defined term that extends across the full range of military operations, from day-to-day engagement to major combat operations.⁴⁴

“Efficiency” is defined as performing or functioning at equal or greater level using less financial and/or manpower resources.

“Effectiveness” is defined as a measure of support to war-fighter or OT&E requirements.

“OPS Tempo” is defined as a measure of the normal daily workload associated with a staff position, grouping or directorate.

“Battle-rostering” is a process whereby supervisors define surge capability within the staff and ensure these personnel are trained for use when needed by the COMAFFOR, prioritizing real world events above all else.

Notes

1. Air Force Doctrine Document (AFDD) 2, *Organization and Employment of Aerospace Power*, 27 June 2006, 45.
2. Air Force Program Action Directive (AFPAD) 06-09, *Implementation of the Chief of Staff of the Air Force Direction to Establish an Air Force Component Organization*, 7 November 2006, A-2.
3. Robert Steen (PACAF/A8XS), interview by the author, 13 December 2012.
4. Air Force Program Action Directive (AFPAD) 06-09, *Implementation of the Chief of Staff of the Air Force Direction to Establish an Air Force Component Organization*, 7 November 2006, A-4.
5. Col Charles S. Tedder, Division Chief, USAFE Medical Readiness, Office of the Command Surgeon (USAFE/AFAFRICA), to the author, e-mail, 14 December 2012.
6. Col Charles S. Tedder, Division Chief, USAFE Medical Readiness, Office of the Command Surgeon (USAFE/AFAFRICA), to the author, e-mail, 6 December 2012.
7. Mark R. Engelbaum, HQ USAFE A8/A8P, to LtCol Douglas Swift, USAFE DS/DSD, e-mail, 7 December 2012.
8. Esther M. Evans, HQ USAFE A1/A1D, to the author, e-mail, 13 December 2012.
9. Robert Steen (PACAF/A8XS), interview by the author, 13 December 2012.
10. Robert Steen (PACAF/A8XS), to the author, e-mail, 25 September 2012.
11. Col Glen K. Nakamura, HQ PACAF/A3/5 Director of Staff, interview by the author, 13 December 2012.
12. Col Paul F. Martin, Chief, Medical Support Division, US Air Forces Europe/Air Forces Africa, to the author, e-mail, 5 December 2012.
13. Esther M. Evans, HQ USAFE A1/A1D, to the author, e-mail, 7 December 2012.
14. Col Jeffrey R. Weed, USAFE A3/A3/10D, to the author, e-mail, 7 December 2012.
15. Col Charles S. Tedder, Division Chief, USAFE Medical Readiness, Office of the Command Surgeon (USAFE/AFAFRICA), to the author, e-mail, 6 December 2012.
16. Esther M. Evans, HQ USAFE A1/A1D, to the author, e-mail, 13 December 2012.
17. Robert Steen (PACAF/A8XS), interview by the author, 13 December 2012.
18. Col Glen K. Nakamura, HQ PACAF/A3/5 Director of Staff, interview by the author, 13 December 2012.
19. LtCol Michael Artelli, HQ PACAF/A9A, interview by the author, 14 December 2012.
20. Ibid.
21. Ibid.
22. Col Paul F. Martin, Chief, Medical Support Division, US Air Forces Europe/Air Forces Africa, to the author, e-mail, 5 December 2012.
23. Col Glen K. Nakamura, HQ PACAF/A3/5 Director of Staff, interview by the author, 13 December 2012.
24. Air Force Doctrine Document (AFDD) 2, *Organization and Employment of Aerospace Power*, 27 June 2006, 113.
25. Col Jeffrey R. Weed, USAFE A3/A3/10D, to the author, e-mail, 7 December 2012.
26. Ibid.
27. Esther M. Evans, HQ USAFE A1/A1D, to the author, e-mail, 13 December 2012.
28. Esther M. Evans, HQ USAFE A1/A1D, to the author, e-mail, 7 December 2012.

29. Esther M. Evans, HQ USAFE A1/A1D, to the author, e-mail, 13 December 2012.
30. Col Jeffrey R. Weed, USAFE A3/A3/10D, to the author, e-mail, 7 December 2012.
31. Brig Gen Michael B. Compton, Strategic Planning and Policy Mobilization Assistant, United States Pacific Command, interview by the author, 17 December 2012.
32. Robert Steen (PACAF/A8XS), interview by the author, 13 December 2012.
33. Ibid.
34. Col Glen K. Nakamura, HQ PACAF/A3/5 Director of Staff, interview by the author, 13 December 2012.
35. Maj John Glass, HQ PACAF/A3/5 exec, interview by the author, 13 December 2012.
36. Robert Steen (PACAF/A8XS), interview by the author, 13 December 2012.
37. Col Glen K. Nakamura, HQ PACAF/A3/5 Director of Staff, interview by the author, 13 December 2012.
38. Maj John Glass, HQ PACAF/A3/5 exec, interview by the author, 13 December 2012.
39. Air Force Program Action Directive (AFPAD) 06-09, *Implementation of the Chief of Staff of the Air Force Direction to Establish an Air Force Component Organization*, 7 November 2006, L-2.
40. "Sec. Donley: How Low Can The Air Force Go?" *AOL Defense*, 9 January 2013, 2.
41. Air Force Program Action Directive (AFPAD) 06-09, *Implementation of the Chief of Staff of the Air Force Direction to Establish an Air Force Component Organization*, 7 November 2006, 7.
42. Air Force Instruction (AFI) 38-101, *Air Force Organization*, 4 April 2006, 11.
43. Ibid., 19.
44. Air Force Program Action Directive (AFPAD) 06-09, *Implementation of the Chief of Staff of the Air Force Direction to Establish an Air Force Component Organization*, 7 November 2006, 3.

Bibliography

- Air Force Doctrine Document (AFDD) 2. *Organization and Employment of Aerospace Power*, 27 June 2006.
- Air Force Instruction (AFI) 38-101. *Air Force Organization*, 4 April 2006.
- Air Force Program Action Directive (AFPAD) 06-09. *Implementation of the Chief of Staff of the Air Force Direction to Establish an Air Force Component Organization*, 7 November 2006.
- Air Force Program Action Directive (AFPAD) 07-13. *Implementation of the Chief of Staff of the Air Force Direction to Transform and Consolidate Headquarters Management Functions*, 25 January 2008.
- Air Force Program Action Directive (AFPAD) 10-02. *Implementation of the Chief of Staff of the Air Force Direction to Restructure Command and Control of Component Numbered Air Forces*, 2 June 10.
- CDRUSPACOM memo. *USPACOM Air Component Commander Roles and Responsibilities*, 26 August 10.
- Donley, Michael. "Sec. Donley: How Low Can the Air Force Go?" *AOL Defense*, 9 January 2013.
<http://defense.aol.com/2013/01/09/sec-donley-how-low-can-the-air-force-go-exclusive/>
- Engelbaum, M. R., HQ USAFE A8/A8P. To USAFE DS/DSD. E-mail, 7 December 2012.
- Evans, E. M., HQ USAFE A1/A1D. To the author. E-mail, 7 December 2012.
- Evans, E. M., HQ USAFE A1/A1D. To the author. E-mail, 13 December 2012.
- Martin, Col P. F., Chief, Medical Support Division, US Air Forces Europe/Air Forces Africa. To the author. E-mail, 5 December 2012.
- PACAF Programming Plan (PPlan) 08-05 (Final). *Merger of PACAF and 13 AF Headquarters*, 6 May 2008.
- PACAF Programming Plan (PPlan) 11-02 (Final). *Merger of PACAF and 13 AF Headquarters*, 7 February 12.
- PACAF Programming Plan (PPlan) 11-02 Change 1 (Draft). *Merger of PACAF and 13 AF Headquarters*, 14 September 12.
- Resource Management Decision 703A2, January 25, 2011.
- Steen, R., HQ PACAF/A8XS. To the author. E-mail, 25 September 2012.
- Tedder, Col C. S., Division Chief, USAFE Medical Readiness, Office of the Command Surgeon (USAFE/AFAFRICA). To the author. E-mail, 14 December 2012.
- Tedder, Col C. S., Division Chief, USAFE Medical Readiness, Office of the Command Surgeon (USAFE/AFAFRICA). To the author. E-mail, 6 December 2012.
- Weed, Col J. R., USAFE A3/A3/10D. To the author. E-mail, 7 December 2012.