



**STRATEGY  
RESEARCH  
PROJECT**

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**CREATING SPACE FORCE STRUCTURE THROUGH STRATEGIC  
PLANNING: THE AIR FORCE RESERVE VISIONING PROCESS**

**BY**

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USAWC STRATEGY RESEARCH PROJECT

**Creating Space Force Structure Through Strategic Planning: The Air Force Reserve  
Visioning Process**

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## ABSTRACT

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This research paper will assess the challenges and potential inadequacies of today's military leaders in understanding the importance of coupling strategic visioning and strategic planning processes together to achieve military mission objectives. It focuses on our current National and Military Security Space Strategies, and the Air Force Reserve's vision for future involvement in support of those strategies. It begins by providing the historical background on the Air Force Reserve. It describes the historical roots of the Reserve associate unit and Individual Mobilization Augmentee (IMA) programs, and why even today there is a lack of collaborative effort between the two related Reserve programs. This research will explore the impacts of a leader's vision to influence and achieve strategic outcomes. In addition, this research will show how a sound, purposeful vision can encourage dissimilar and similar organizations to work together through the strategic planning process to achieve common objectives.

Finally, a case study will be presented for readers who appreciate the utility of a roadmap that imparts a "how to" guide to create Reserve augmentation support to the active duty, using the Department of Defense's (DoDs) Planning Programming and Budgeting System (PPBS)



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## PREFACE

As the Space Program Element Monitor (PEM) between January 1997 and June 1998, at USAF/REO, I was privileged to witness the complex staffing interactions and multi-organizational dynamics of turning a good idea, a vision, into tangible force structure, through the strategic planning process. Upon reflection, a good idea that necessitates change must be supported by leaders in key positions or the idea becomes just another inspiration that never achieves full potential. In the effort describe in this paper the USAF/REO and USAF/REOO senior leadership undauntedly assumed the role of problem solvers, coaches and risk takers in pulling this successful effort together.





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Figure 6. Program Change Request (PCR) POM Coordination/Approval Process . . . . .31-32



## Creating Space Force Support Through Strategic Planning: The Air Force Reserve Visioning Process

### STRATEGIC VISIONING

In today's military, leadership requires one to have a strategic vision. Strategic visioning is an energy that provides the meaning and the purpose of the labors of a military organization. Visionary leaders direct and manage change brought about by the strategic vision. Strategic leadership begins with a personal vision to be shaped into a shared vision within the military organization that embraces it. The lack of a strategic vision can be paralyzing and catastrophic to a military involved in warfighting. In his book, *On Strategy*, Colonel Harry G. Summers, Jr., argues that the lack of a strategic vision led to the United State's defeat in the Vietnam War.<sup>1</sup>

What makes a good strategic vision? According to Douglas K. Smith (1996), visionary leadership involves a notion of "why you should, what results your efforts will produce, and how you can succeed?"<sup>2</sup> Douglas Smith, a management consultant and leading commentator concerned with issues of organization performance, strategy and change postulates that effective visions of why and what have the following characteristics:<sup>3</sup>

- **Simple.** The vision contains a small number of clear, easily remembered aspirations.
- **Sound.** Visions must be grounded in strategy.
- **Purposeful.** In using vision to articulate the what and why of performance and change, remember to speak to people's hearts as well as their mind.
- **Performance driven.** Nothing answers the question "why are we doing this?" more concretely than a clear, measurable performance aspiration.
- **Meaningful.** Powerful visions include words or concepts that have the potential to generate meaningful interpretations that can guide the choice of what to do-and what not to do-in the myriad of performance contexts that make up an organization.
- **Inclusive.** Everyone you hope will contribute to and benefit from the organization's vision must find themselves within it.<sup>4</sup>

Great military leaders will invite and encourage others to participate in determining and developing a shared vision. The process of developing a shared vision promotes a collaborative partnership relationship. How visionary leaders use their skills is discussed in Schwahn and Spady (1998). The fundamental purpose of visionary leaders in a change process is to orchestrate and lead their organization's vision framing process. Charles Schwahn and William Spady, both management consultants and educators on topics of leadership, change, personnel practices, and future-focused strategic planning believe that visionary leaders must create an environment that:<sup>5</sup>

- Involve their employees and other constituents in a thorough investigation of the challenges and opportunities facing the organization's future;
- Develop potential courses of action open; and
- Translate those options into a clear and compelling vision of what their organization can and should become when addressing these future realities and functioning at its ideal best.<sup>6</sup>

## **STRATEGIC PLANNING**

In addition, today's military leaders require extensive knowledge and understanding of the strategic planning process in a resource-constrained environment. Strategic thinking is highly pragmatic. It is based on the realities of "geography, society, economics and politics,"<sup>7</sup> as well as other factors that give rise to issues and conflicts war it is intended to address and resolve. Strategic planning is as old as warfare, and it has its military origins back to the ancient Greeks. From these military roots, strategic planning has been aimed at obtaining the "big picture. Unfortunately, the mere focus on only the "big picture", rather than the results of strategic planning will not be enough personal involvement for future strategic leaders. Since the former Secretary of Defense Robert S. McNamara linked strategic planning activities to the budget through the Planning, Programming, Budgeting System (PPBS), military leaders have been required to obtain a thorough understanding of strategic planning, programming and

military budgeting in order to achieve any strategic vision that includes resource allocation decisions.

Much has been written on the topic of strategic visioning and strategic planning. Unfortunately, little has been written concerning how military leaders use visioning and planning together to achieve operational outcomes.

In light of this glaring inadequacy of exposure of tomorrow's military leadership to any body of knowledge concerning strategic visioning achievement through strategic planning processes, this research paper will argue that it is imperative for future senior leaders to provide a vision of the future to military organizations, and involve themselves in the details of strategic planning at times to almost micro-levels in order to obtain successful outcomes.

Further, it is the intent of this research paper to provide real case study examples. The case study will show the coordination processes used by the Air Force Reserve in creating space mission support to Air Force Space Command as an example of marrying strategic vision to strategic planning in support of our National and Military Strategies.

## **DEFINING STRATEGY**

The term strategy means the combination of individual engagements to attain the goal of the campaign or war.<sup>8</sup> Carl von Clausewitz, long recognized as one of the greatest military strategists defined the purpose of strategy in the form of principles:<sup>9</sup>

- To conquer and destroy the armed power of the enemy;
- To take possession of his material and other sources of strength, and
- To gain public opinion.

Strategy decides issues associated with the employment of the military and all the resources of a country for achieving ultimate war aims.<sup>10</sup>

Much has been written about military strategy and its importance in conducting warfare on the battlefield. The term "strategy" derives from the Greek word "strategos," which means, "general of the army." Each of the ten ancient Greek tribes annually elected a strategos to head its regiment. At the battle of Marathon (490 BC), the strategoi advised the political ruler as a council. They gave "strategic" advice about managing battles to win wars, rather than "tactical" advice about managing troops to win battles.<sup>11</sup>

Long before fighting forces arrive at the battlefield, strategic planning occurs in the form of creating and acquiring appropriate military forces within the Department of Defense's (DoD) tough bureaucratic acquisition/procurement PPBS process.

Strategy is a "how to do it" guide to getting something done and doing it efficiently.<sup>12</sup> Dr. William Snyder reported that there are two elements that are common among most major strategic theorists. The first element is an objective, a goal, something that must be accomplished. The second element is the resources (assets) to work with.<sup>13</sup> Linking objectives with resources together is the basis for strategic planning.<sup>14</sup>

Major General Robert McIntosh, Commander of the Air Force Reserve, understood that the complex process of strategic planning was essential to fulfill an Air Force Reserve space vision in a resource-constrained environment. Shaping this shared vision through consensus building, and synergy of effort between active duty, Reserve Associate Unit and Individual Mobilization Augmentee (IMA) cultures, where none previously existed, became the clear challenge. In his editorial, *A Strategy of Uncertainty*, John Correll, Editor in Chief of Air Force Magazine reports that strategy must be based on clearly defined objectives that can be specified and which we have the resources and the will to accomplish. Correll further articulates that it will not work if we do not know what our objectives are or if we are short on either capability or will. "Improvisations

and warnings that we are not fully determined to back up are not a substitute for strategy. They are an invitation for disaster.”<sup>15</sup>

## NATIONAL AND MILITARY SPACE STRATEGIES

Our current National Security Strategy on space reports a commitment to maintaining America’s leadership in space.<sup>16</sup> The National Security Strategy goes on to say that “unimpeded” access to space, and the use of space, is essential for protecting United States national security, promoting our prosperity and ensuring our well-being in countless ways.<sup>17</sup> The National Security Strategy further articulates our interests:

“Space has emerged in this decade as a new global information utility with extensive political, diplomatic, and military implications for the United States. We are experiencing an ever-increasing migration of capabilities to space as the world seeks to exploit the explosion in information technology. Telecommunications, telemedicine, international financial transactions and global entertainment, news, education, weather and navigation all contribute directly to the strength of our economy and all dependent upon space capabilities.”<sup>18</sup>

The National Security Strategy states that we will use military force if access to, or use of space is ever threatened.

“Our policy is to promote development of the full range of space-based capabilities in a manner that protects our vital security interests. We will deter threats to our interests in space and, if deterrence fails, defeat hostile efforts against U.S. access to and use of space”...

“These efforts require a balanced approach across all types of U.S. space assets national security, military, and commercial. We will remain vigilant to ensure that we do not compromise our technological superiority while promoting partnerships in space”<sup>19</sup>

Our military strategy is founded on the premise that the United States will continue to provide the leadership needed to promote global peace. Military strategy recognizes that national policy, international events, and threats moving to, through, and from space will drive any use of space. The nation expects the military to be prepared to defend United States’ interests in space when necessary.<sup>20</sup> The National Defense Panel reported that the importance of our ability to operate in space, support military activities from space and deny adversaries the use



of space will be key to our future military success.<sup>21</sup> The National Defense Panel further stated our military posture:

“We must anticipate that our enemies will seek to use commercial remote-sensing and communications satellite, along with space-based timing and navigation data, to accurately target U.S. forces with a high degrees of accuracy...If we do not control the military utility of space, the advantages we now hold in information operations and more traditional military operations could be put at risk. Therefore, in addition to exploiting space for our own benefits, we must protect our space assets to include our commercial assets and deny our enemies the opportunity to gain military advantages through their use of space.”<sup>22</sup>

The United States’ military strategy is firmly grounded in three distinct pillars:<sup>23</sup>

- **Shape** the international security environment in ways that advance United States’ interests by promoting regional stability, reducing threats, preventing conflicts, and deterring aggression and coercion.
- **Respond** to the full spectrum of crisis to promote and protect United States’ vital interests in operations ranging from peacekeeping to fighting and winning the nation’s wars.
- **Prepare Now** for an uncertain future with a focused modernization effort, through the development of new operational concepts and organizations, and leveraging new technologies against the near certain emergence of a regional peer competitor.

To accomplish our space military objectives the United States’ military will work with partners, and build coalitions that promote peace and prosperity.<sup>24</sup> The Air Force Reserve, partners in today’s space operational force, is being called upon in more places, and under more circumstances than ever before. The Air Force Reserve needed to know where it was going in support of our National and Military space strategies. In an effort to proactively shape, respond and prepare now for an uncertain, but promising space future, the Air Force Reserve embarked on a systematic strategic visioning and strategic planning process implementation. The Air Force Reserve’s visioning effort was designed to obtain significant space operational mission support presence to the active duty by utilizing strategic planning processes to shorten resource

allocation cycle times. The challenge of strategic visioning and strategic planning to obtain the desired effects is the primary focus of this research paper.

## **AIR FORCE RESERVE SPACE VISION**

General McIntosh, Chief of Air Force Reserve, provided a strategic vision oriented towards creating and providing the appropriate structure, people and resources that adequately anticipated a vision of the Air Force Reserve support of space for the future.

This visioning process, coupled with the planning process, is a successful tool that will help military leaders better manage the future instead of waiting passively for future events to dictate their response and direct their actions. The key benefits of strategic visioning can be defined by the following:

- Clarifies and focuses on key concerns/issues affecting involved organizations
- Enables all parties involved in the process to participate in problem solving, air concerns/grievances, and accomplish outcomes as a synergistic and dynamic whole
- Provides the foundation for action
- Internalizes the ownership of the vision

To further advance the benefits of strategic visioning effectively, a leader must create a common understanding of what the organization is trying to accomplish. This focus involves the establishment of agreed upon, shared objectives (strategic planning), and implementation of a consistent approach in leading the visioning effort (leadership).

Today, both the Reserve associate unit and IMA programs are considered highly successful, viable and important reserve support to the active duty.

The Reserve associate unit in recent times has been referred to as the reserve program of choice to support the active duty by senior Air Force Reserve leadership.<sup>25</sup> The reason behind this preference of selection is that the Air Force Reserve and the active duty consider the Reserve

associate unit highly effective. The explanation and reasoning...the Air Force Reserve uses existing active duty weapon systems, equipment and infrastructure to provide mission support, thus supplying cost effective support to active duty mission areas.

The IMA program leadership has long believed that the strength of IMAs is in working directly in active duty mission areas, at staff levels, on a much more frequent basis than reserve unit personnel. As a result, IMA leadership believe that they had their "finger on the pulse" of the daily active duty operational direction in their specific mission area of expertise.

These cultural beliefs and organizational biases have created tension between IMA and reserve unit programs. Additionally, tensions between Air Force Reserve Command (AFRC), that manages the Reserve unit programs and Air Reserve Personnel Center (ARPC), that manages the IMA program, because of the belief that IMA importance and significance had been minimized at the IMA's expense.

## **AIR FORCE RESERVE PROGRAM BACKGROUND**

Before we proceed with how the Air Force Reserve implemented their vision of a space support program, we need to briefly establish the historical roots of the Air Force Reserve, Air Reserve Personnel Center, Reserve associate unit and Individual Mobilization Augmentee (IMA) Programs. The importance of understanding that these Reserve organizations were not created at the same time, for the same purposes, or under the same unity of active duty or Reserve effort goes to the very heart of today's mistrust and conflict, within the two programs.

On 1 August 1907, the United States Army established the Aeronautical Division in the office of the Chief Signal Officer, and chartered this organization to be responsible for all matters concerning military balloons and "air machines."<sup>26</sup> In 1914, the Aeronautical Division was given more formal status with the passing of implementing legislation. Anticipating the

need for more aeronautical personnel than the 1914 law would allow, Brigadier General Scriven, the then Chief Signal Officer, recommended legislation providing for a reserve aviation service.

Through that recommended legislation the Air Force Reserve can trace its origins from General Scriven to the passing of the National Defense Act of 1916. At the time of the creation of the National Defense Act of 1916, the United States War department had accepted the airplane, and military aviation as operational tools. In addition, the provisions of the National Defense Act of 1916 that enabled the establishment of an Organized Reserve Corps, the Defense Act also authorized the creation of the Signal Officer's Reserve Corps.

The original intent of the Organized Reserve Corps was to provide an availability of reserve officers for military service when needed. In 1917, the first Air Reserve unit was established in the United States, in New York, and was designated the First Reserve Aero Squadron.

In 1948, The Army Forces Reserve was officially redesignated as the Air Force Reserve. President Truman's 1948 Executive Order 10005, directed the Air Force and the Army to vitalize their Reserve components. Through the direction of President Truman's Executive Order the Air Force Reserve established the Continental Air Command to administer the Reserve Program. As part of reorganization, the Air Force deactivated the Continental Air Command in August 1968. Two Separate Operating Agencies, Headquarters Air Force Reserve (AFRES) at Robins Air Force Base, Georgia and the Air Reserve Personnel Center (ARPC) at Lowry Air Force Base, Colorado, resulted. These separate operating agencies reported to the Chief of Air Force Reserve, a general officer on the Air Staff.

## **AIR FORCE RESERVE COMMAND**

During the 1970s and 1980s, the Air Force Reserve started to assume broader and more important responsibilities for our National Defense.<sup>27</sup> Air Force Reserve continued their impressive and successful involvement in operational activities, that they had built upon the achievements of earlier decades. The Department of Defense's adoption of what became the "Total Force" policy came about as a result of an evolutionary process. In August 1970, Secretary of Defense Melvin Laird announced the "Total Force" concept, making reserve components the initial source of augmentation for the active force rather than the draft. In 1973, Secretary of Defense James R. Schlesinger elevated the "Total Force" concept to the "Total Force" policy, integrating the active duty, guard and reserve into a homogeneous whole.<sup>28</sup>

## **RESERVE UNIT PROGRAM**

Trained, equipped, and evaluated to the same standards as the active Air Force, nearly 60,000 unit-assigned Air Force Reservists operate in collaboration with their active duty counterparts as a team.<sup>29</sup> Air Force unit personnel are prepared to deploy anywhere in the world within 72 hours.

## **RESERVE ASSOCIATE PROGRAM**

Long before the "Total Force" policy was officially implemented, Air Force reservists had been working closely with their active-duty counterparts through the Reserve associate unit program. The Reserve associate unit program received its start in 1967, at the height of the Vietnam conflict. The Military Airlift Command (MAC), (predecessor to today's Air Mobility Command) was transitioning to a new aircraft, the C-141 Starlifter. Active-duty aircrews were stretched to the limit trying to keep supplies and airlift flowing to United States forces in Southeast Asia. Waiting in the reserve was a talented and experienced group of Air Force

Reserve aircrews.<sup>30</sup> MAC leadership assessed the situation and thought it was a good idea to put these Air Force Reserve resources to good use in an attempt to get the mission completed more efficiently and effectively. There was only one critical problem with the move to use well-trained reserve crews. Reserve aircrews were flying outdated aircraft without any involvement or tasking to a real military mission. The solution...the creation of the Air Force Reserve associate unit program.

As General Howell M. Estes Jr., MAC commander from 1964 to 1969 later said:

"The whole program started simply because of a long-held belief I had that we were wasting a tremendous amount of the country's talent by equipping the Reserve with aircraft that in effect were worthless. Imagine flying a four-engine, prop-driven C-124 (Globemaster II) all the way from New Jersey to Vietnam. That's the most ridiculous stunt you could imagine. It would take forever to get there, and the aircraft couldn't carry that much (cargo) anyhow. In MAC we were getting rid of our prop aircraft and converting to jets. However, the Reserve was still flying the old C-124s. With Vietnam coming on, the need for a tremendous amount of airlift was apparent. General (William) Westmoreland (commander of U.S. forces in Vietnam at that time) was heavily dependent on everything being brought in by air. We were using every aircraft we could get our hands on."<sup>31</sup>

The intent of the Air Force Reserve Associate Unit concept was to let Air Force Reserve crews fly the active Air Force's aircraft. General Estes further elaborated:

"Compared to any regular unit, we had far more experience in our Reserve forces, but they were flying junk just to keep busy. So I talked to the Reserve people and told them I wanted to get them in modern aircraft, but they would have to pay a price to do it. They would have to cut a lot of the administrative people from their units and keep their operations and maintenance people. I wanted to set them up so they were affiliated with a regular Air Force wing with jet aircraft - to be precise the C-141 - so that in time of conflict they would seamlessly meld into the unit."<sup>32</sup>

Today, the Air Force Reserve has approximately 15 associate aerospace units involved in missions flying the C-141, C-5 Galaxy, C-9 Nightingale, KC-10 Extender, KC-135 Stratotanker and C-17 Globemaster III. Also, the 513th Air Control Group at Tinker AFB, Okla., is an associate unit flying the E-3 Sentry airborne warning and control system aircraft. The Air Force Reserve has two associate flying training units, one at Vance AFB, Okla., and the other at Columbus AFB, Miss. Both fly T-38 Talons. In addition, there are four space operations

Reserve associate units, under the Air Force Reserve 310<sup>th</sup> Space Group. The 6<sup>th</sup> and 7<sup>th</sup> Space Operations Squadron flying; Defense Support Program (DSP) satellites, Global Positioning System (GPS) satellites and Defense Meteorological Satellite Program (DMSP) satellites, the 310<sup>th</sup> Security Forces Squadron at Schriever AFB, Colorado, and the 614<sup>th</sup> Space Operations Center at Vandenberg AFB, California.

Even though the Reserve associate unit program was originally designed to support MAC during a period of our history when experienced Air Force Reserve aircrews were much needed, the vision and ingenuity of General Estes and those who followed General Estes allowed it to steadily develop into the cornerstone of today's Air Force Reserve space support to the warfighter.

#### **AIR FORCE RESERVE "TOTAL FORCE" COMMITMENT**

Before 1990, the Reserve had been involved in 12 real-world operations. Since then, Air Force reservists have participated in 44 real-world operations -- relying entirely on volunteers.

Even with the collapse of the Soviet Union the United States will still face formidable adversaries in the future, as demonstrated by Iraq's 1990 invasion of Kuwait. Air Force reservists played a major role in America's "Total Force" response then, and are continuously pursuing their operational support roles now.

From the early beginnings of Organized Reserve Corps to today's Air Force Reserve Command the Air Force Reserve force is now considered an indispensable part of America's National Security Strategy. Over the last four decades, Air Force Reserve accomplishments demonstrated that the "Total Force" policy was fact, not just theory. The Air Force assigned the Reserve the responsibility for significant portions of various missions on a routine basis. No longer did reservists carry out missions as a by-product of routine training. On any given day,

any place in the world, reservists performed humanitarian missions, flew operational missions and, when the need arose, defended the nation's self-interests in times of peril.<sup>33</sup>

On February 17, 1997, Headquarters Air Force Reserve (AFRES) achieved major command status for the first time, when it was redesignated as Headquarters Air Force Reserve Command (AFRC). AFRC became the ninth major command in the United States Air Force, and its second largest major command. The elevation to a major command, authorized by Congress, was based on "experience gained from Reserve component mobilization for Operations Desert Shield and Desert Storm."<sup>34</sup>

Today, The Air Force Reserve Command has a force size of approximately 79,000 military and civilian personnel, over 400 assigned aircraft, with 262 of the aircraft flown by AIR FORCE RESERVE COMMAND aircrews through the associate unit program. The Air Force Reserve represents a great return on investment, value and resource utilization. On just 3 percent of the Air Force's budget the Air Force Reserve is able to provide 13 percent of the "Total Force" force structure.<sup>35</sup> In addition, active-duty force reductions and greater use of American military resources throughout the world contributed to the Air Force Reserve's higher level of involvement today. "While the military has for many years made substantial use of reservists, the Air Force Reserve has long been the model," said Ms. Deborah Lee, former Assistant Secretary of Defense for Reserve Affairs. "Every time we think Air Force reservists have reached their limits, they come in and do a little more."<sup>36</sup>

#### **AIR RESERVE PERSONNEL CENTER**

In November 1953, the Continental Air Command established the Air Reserve Records Center in Denver. The Records Center initially maintained more than 250,000 master personnel files in a single location. The purpose for maintaining the files was to ensure the availability of



personnel records in the event of a mobilization. By 1958, the number of these records for reservists had more than doubled. In 1965, the Records Center underwent a name change to the Air Reserve Personnel Center (ARPC) to reflect a broader mission and increased personnel management responsibility. In 1970's the Department of Defense introduced the concept that became known as the "Total Force" policy. ARPC assumed a greater responsibility to their "Total Force" role in managing individual reservists through the Directorate of Individual Reserve Programs, formed in July 1970. Today, this program is known as the Individual Mobilization Augmentee (IMA) program and is managed by the Air Reserve Personnel Center.<sup>37</sup>

In 1997, as a result of a redesignation of Headquarters Air Force Reserve as the Air Force Reserve Command, ARPC became a major command (MAJCOM) direct reporting unit to the Air Force's new major command.

### **INDIVIDUAL MOBILIZATION AUGMENTEE (IMA) PROGRAM**

After World War II and the resulting draw down of forces, military leaders were concerned about maintaining preparedness. To help alleviate some of the anxieties, the Army Air Forces' Plan for the Air Force Reserve was approved in July 1946. This plan provided for the training of individual reservists. This reserve program was later known as the Individual Mobilization Augmentee (IMA) Program. The goal of the IMA program was to maintain a Reserve force that, together with members of the regular Army Air Force would constitute a substantial force that would have to be reckoned with in the time of war. The details of how to carry out the program implementation were left to another military visionary, Lieutenant General George E. Stratemeyer. General Stratemeyer, at that time, was the commander of the Air Defense Command (ADC) at Mitchel Field, New York. General Stratemeyer developed a plan that called for the establishment of air reserve training detachments, located at continental United

States (CONUS) Air Defense Command bases. The training detachments were responsible for management and training of individual reservists assigned to them. In 1946, General Stratemeyer instructed his numbered air force commanders and headquarters staff to assign individual reservists to key ADC command staff positions. His goal was to have these people available and fully familiar with their assignment responsibilities in case of wartime mobilization.

In a speech delivered at the Air Reserve Association (ROA) annual convention in 1947, General Stratemeyer said the job,

"consists of an assignment to a regular air force operation unit of an Air Force headquarters echelon or higher as an understudy of a full-time regular Air Force officer or enlisted man. ..."

"Should an emergency occur, we would be able to expand our staffs immediately with the addition of trained personnel already cognizant of our general operating procedures and methods,"<sup>38</sup>

General Stratemeyer further stated that he was pleased with the initial results of the program.

"Reports from several of my division chiefs reveal the outstanding success (of the program) ... since it has been in operation."<sup>39</sup>

The 1960's and 70's were not particularly good years for the IMA program. The active duty Air Force and the Air Force Reserve were devoting a great deal of time, energy and resources, fighting in South East Asia, establishing the Office of Air Force Reserve in the Pentagon, and standing up the Air Force Headquarters at Robins AFB, Georgia. Consequently, the Air Staff, and Air Force Reserve paid little attention to administration of the IMA program. Many active duty and reserve duty personnel believed it was difficult to train and use the IMA reservists, and were resistant to using IMA reservists in any meaningful manner.<sup>40</sup> The IMA program of the 1970's did not have widespread respect and had to overcome a lingering disdain for the IMA from active duty organizations.<sup>41</sup>

Although chartered to manage the successful Air Force Reserve unit and associate unit programs, in addition, Headquarters Air Force Reserve conducted by all accounts what was referred to as a “highly successful” mobilization augmentee program.<sup>42</sup> However, over time, management responsibilities continued to “ping-pong” back and forth between active duty, reserve regions, Numbered Air Forces and Air Force Reserve Headquarters.<sup>43</sup> By July 1974, a neglected, ineffective and diminished mobilization augmentee program had less than half of its authorized strength of 16,500 people.<sup>44</sup> Multiple efforts to rejuvenate the “limping” IMA program through good intentioned reorganization efforts were made until finally in 1969, the Air Force Inspector General had seen and heard enough.

The Air Force Inspector General issued a lengthy investigation report in which he criticized the Chief of Air Force Reserve for failing to delegate authority for the mobilization augmentee program’s management. The Air Force Inspector General recommended that management of the IMA program be moved from the active force to the Air Reserve Personnel Center, where program oversight is still conducted today.

Today, IMAs provide force expansion capabilities to meet Department of Defense (DoD), Department of the Air Force (DoAF) and CINC requirements during peacetime and wartime. Many IMA’s fill senior leadership positions, and bring a wealth of civilian and military knowledge and experience to the military. Today, the IMA program is considered a vital and integral part of the “Total Force”, with approximately 12,500 IMAs serving in the Air Force Reserve right alongside their active-duty counterparts.

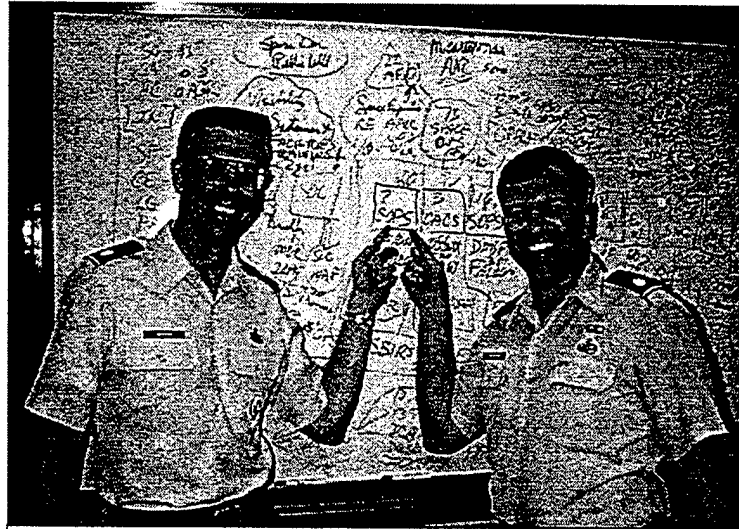
Now that the historical foundation for the genesis of the Air Force Reserve, and its various program evolution’s have been established, the next section will provide the program specifics on the creation of Air Force Reserve space mission involvement.

## RESERVE ASSOCIATE UNIT SPACE PROGRAM

In December 1996, the first ever Air Force Reserve Space Summit was held, chaired by General McIntosh, Chief of Air Force Reserve, and co-chaired by Major General Frank Watson, Mobilization Augmentee (MA) to the Commander, Air Force Space Command (AFSPC) at Peterson AFB, CO. The Summit participants were a representation of Air Force Reserve organizations at all levels (Air Force Staff, Major Command, Reserve unit, Reserve associate unit and Individual Mobilization Augmentee (IMA). In addition, active duty Air Force Space Command senior leader participated in partnership with the Space Summit visioning/strategic planning process. General McIntosh's purpose for conducting the Space Summit was two-fold. One, to determine space mission needs, objectives, and challenges facing Air Force Reserve to support Air Force Space Command missions. Two, establish a broad-base of support for the Air Force Reserve's space mission vision of the future; implement agreed upon initiatives, and allocate resources.

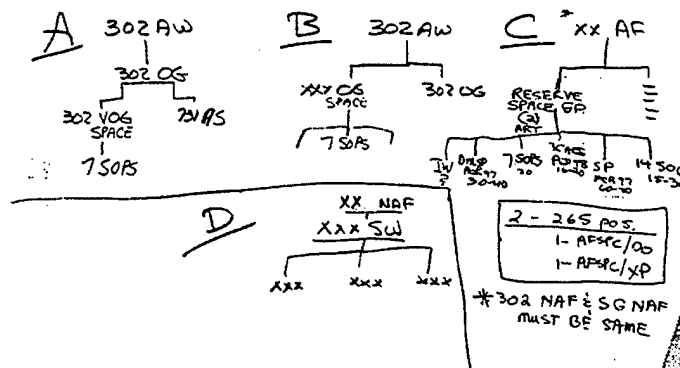
General McIntosh recognized the need and importance for a space partnership team that would champion the vision for the Air Force Reserve to integrate its unique reserve warfighting capabilities into a seamless space team. After all, Air Force Reserve's participation in a Reserve associate space unit program was not new, and had first been realized through the 7<sup>th</sup> Space Operations Squadron (7<sup>th</sup> SOPS) in March 1993. The responsibility of the 7<sup>th</sup> SOPS was to augment active duty space units during national emergencies and wartime contingencies by providing command and control for two satellite systems: Defense Support Program (DSP) and Global Positioning System (GPS). As an Associate Reserve Squadron with 33 members assigned, the 7<sup>th</sup> SOPS represented the cornerstone of the future Air Force Reserve Command's space operations Reserve associate unit programs. With much anticipated new space missions

just over the horizon, it was clear to Space Summit participants that 7<sup>th</sup> SOPS leadership involvement was needed to plan and direct where Air Force Reserve space units would be most needed in the future.



(left) Major Rocky Griffin, 1<sup>st</sup> Director of Operations-7<sup>th</sup> SOPS & 310<sup>th</sup> Space Group (right) lieutenant Colonel Frank Casserino 1<sup>st</sup> Commander- 7<sup>th</sup> SOPS & 310<sup>th</sup> Space Group... Both key members of the Strategic Planning Group

What Space Summit participants produced was a very rough pictorial road map of options that depicted potential active duty and Air Force Reserve space mission objectives.



The above image is a copy of the original "white board" version of the Space Summit produced vision Options. General McIntosh selected Option "C" as best suited for Air Force Reserve.

General McIntosh selected Option C from the brainstormed list to serve as the vision to be accomplished over an 18 to 24 month period. General McIntosh selected Option D as the option that would be worked in conjunction with Option C over the next five years.

OPTION D (LONG RNG VISION)

- MANY SMALL SPACE UNITS
- CONDUIT BETWEEN SMALL UNITS, AFRES
- • SPACE OPS GROUP COMMANDER (IN 302AW) AT PETE (AR.T) 05-06
- EVOLVE TO A 2ND SPACE GROUP
- EXEC OFFICER WOULD GO W/ SPACE OPS GRP CC
- • 2 265 OFFICERS WOULD GO TO SPACE COMMAND STAFF (XP + DO? 04-05?)  
RESERVE
- (-) WOULD ISSUES GET LOST TOO LOW?
- NEED TO HAVE PEOPLE TO HELP US EXECUTE PLANS
- • PUT SPACE UNITS UNDER SAME NAF/CC
- WE MAY NEED TO GROW INTO THE BIGGER PLAN
- IMPORTANCE OF SENDING THE RIGHT SPACE MESSAGE
- • DEFINITE ALIGNMENT ISSUES.

Another original "white board" version of the Space Summit created options. General McIntosh required the Senior Leader's Work Group to work Option "D" vision, in conjunction with the Option "C" vision.

The Space Summit participants provided the following rationale for the development of a strategic planning process:

- Facilitates and enhances Air Force Reserve Command's support to space mission areas
- Documents the vision, goals, and objectives for Air Force Reserve Command space mission support
- Establishes a strategy and infrastructure from which a long-range Space support plan will be easily incorporated into, and built upon
- Establishes the methodology and planning timelines for developing and implementing the Air Force Reserve Command Space Program; and
- Identifies and acquires the resources needed, estimates the funding requirements, and identifies potential funding sources



to outline and approve the strategy, planning, direction, support and resources necessary to ensure Air Force Reserve space support to Air Force Space Command operational missions.

The Senior Leaders Work Group was composed of senior; IMAs, Reserve associate unit leadership, Headquarters Air Force Reserve, Air Staff RE, Air Force Reserve Advisor to Air Force Space Command and Air Force Space Command active duty representation.



Lieutenant Colonel Elaine Knight, IMA, and  
Chairperson, Strategic Planning Work Group

General Watson's second action, through the Senior Leaders Work Group, was to form a Strategic Planning Work Group, headed up by IMA reservists Lieutenant Colonel Elaine Knight.

The Senior Leaders Work Group selected the rest of the membership of the Strategic Planning Work Group, from volunteer representatives from the IMA, active duty, Air Force Reserve Headquarters, Air Staff and the Reserve associate unit communities interested in developing the Air Force Reserve space strategic plan.

The Space Strategic Planning Work Group was tasked with developing and producing a deliverable product that outlined the programmatic and resource strategies to permit continued reserve augmentation, surge support and integration into space mission areas. This plan would



include defining tasks, functions, structure, requirements, timelines and execution responsibilities critical to the establishment of AIR FORCE RESERVE COMMAND space mission presence.

The first task of the Strategic Planning Work Group was to develop a charter that was reviewed and approved by the Senior Leader's Work Group, outlining the goals, objectives and criteria of the Air Force Reserve strategic planning process. The result of this Charter produced a detailed, sustainable, executable space mission support, resourcing and requirements document for the integration of Air Force Reserve Command into Air Force Space Command's mission areas. This Charter directed the Strategic Planning Work Group to take responsibility to accomplish action and activities in support of Air Force Reserve's space vision.

## **STRATEGIC PLANNING WORK GROUP**

### **PURPOSE:**

The Air Force Reserve Strategic Planning Work Group was responsible for writing the strategic plan that established the organizational infrastructure, resource requirements and acquisition time frames for the Air Force Reserve Space Program. In addition, the Strategic Planning Work Group focused on operationalizing and sustaining an Air Force Reserve/active duty partnership in space. More importantly, the Strategic Planning Work Group provided the direction and scope to establish a significant space mission partnership.

### **SCOPE:**

The Air Force Reserve Space Strategic Planning Work Group was responsible for the development of an achievable strategic plan that was linked to the goals and objectives of the Air Force Strategic Plan.<sup>45</sup> This strategic plan was to provide a highly flexible and uniquely

responsive road map to perform and sustain Air Force Reserve space missions. The Air Force Reserve Space Strategic Plan included, but was not limited to, defining objectives, tasks, functions, structure, requirements, resource requirements, timelines, and execution responsibilities. This Strategic Planning Work Group presented the Air Force Reserve Space Strategic plan to the Senior Leaders Work Group for their review and approval.

#### WORK GROUP MEMBERSHIP:

The Strategic Plan Work Group Chairperson ensured that the purpose and scope of the Air Force Reserve Space Charter was accomplished and worked closely with the Senior Leaders Work Group Chairperson to ensure the success and collaboration of effort. The Strategic Planning Work Group Chairperson served at the direction of the Senior Leaders Work Group. The Strategic Planning Work Group Chairperson and the Chairperson of the Senior Leaders Work Group shared responsibility of the selection of members appointed to the Strategic Planning Work Group. The Strategic Planning Work Group consisted of: The Strategic Planning Work Group Leader, Air Force Reserve and/or active duty member(s), Air Force Reserve Command personnel, Air Force Reserve Air Staff personnel and other members as required, to accomplish the purpose and scope of the Air Force Reserve Space Charter.

#### EMPOWERMENT AND ACCOUNTABILITY:

As the oversight authority and sponsor of the Air Force Reserve Space Strategic Planning Work Group, the Senior Leaders Work Group supported the development, implementation and execution of the Air Force Reserve Space Strategic Planning process and reviewed/coordinated written products. In return, for this support, the Strategic Planning Work Group reported its progress to the Senior Leaders Work Group. This ensured that development, implementation and execution proceeded in accordance with the approved Strategic Planning Work Group

Charter and coordinated time-lines. Additionally, the Air Force Reserve Space Strategic Planning Work Group was responsible for institutionalizing the methods, guidance and specific direction to fulfill the obligations defined by the Air Force Reserve Space Charter. The Strategic Planning Work Group developed the Expected Outcome and Mission Criteria that were later unanimously adopted by the Senior Leader's Work Group. The purpose of the expected outcome and mission criteria was to provide some space mission approval guidance and a mission creation focus that had not been previously been provided through any other official guidance.

#### EXPECTED OUTCOMES OF THE STRATEGIC PLANNING PROCESS:<sup>46</sup>

- a) The Air Force Reserve Space Strategic Plan will be reviewed and approved by the Senior Leaders Work Group, thus ensuring "buy-in" and unity of effort.
- b) The Air Force Reserve Space Strategic Plan will produced a sustainable Air Force Reserve Space Strategic Plan with achievable significant milestones.
- c) The Air Force Reserve Space Strategic Plan will document timelines/milestones for completion and delineate task responsibilities.
- d) The Senior Leaders Work Group will determine the coordination staffing of the Air Force Reserve Space Strategic Plan to facilitate "buy-in" and resources support.
- e) The Air Force Reserve Space Strategic Plan will establish the focus and direction for Air Force Reserve space mission areas.

#### MISSION CRITERIA:

The following questions were used as the criteria to determined potential Air Force Reserve force(s)/mission(s) space reserve support areas:<sup>47</sup>

- Capabilities/Impacts: Does Air Force Reserve involvement add value when taking on the space mission, i.e. preserve/increase the nation's force projection capabilities/abilities in deterrence/combat/contingencies?
- Supportability/Maintainability: Is equipment capable of being supported/maintained by the Air Force Reserve?
- Funding/Resourcing: Can the mission/program be done within current, planned dollars/resources? If not, is the mission supportable?

- Air Force Reserve Capability: Is the space mission/program within AFR capability?
- Geographic Location/Recruiting: Is Air Force Reserve manning supportable at the mission location?
- Air Force Reservist Citizen Airman Philosophy: Is the mission/program consistent with this philosophy?
- Cost Effective: Is it a fiscally responsible decision to have the Air Force Reserve perform the space mission/program?
- Investment Payback: Does the new mission/program take advantage of previous investment costs such as MILCON and/or resource procurement?
- Effects on Air Force Reserve Size: Will the new mission/program cause/require a growth/reduction in manpower, equipment and facilities?
- Environmental Impact: Is there a local area impact by the Air Force Reserve taking the space mission?
- Effects on the Air Force Reserve: Does Air Force Reserve involvement in the space mission/program strengthen or weaken the Air Force Reserve?
- Functional Area Advocacy: Is there senior leadership and/or functional area support for this mission?

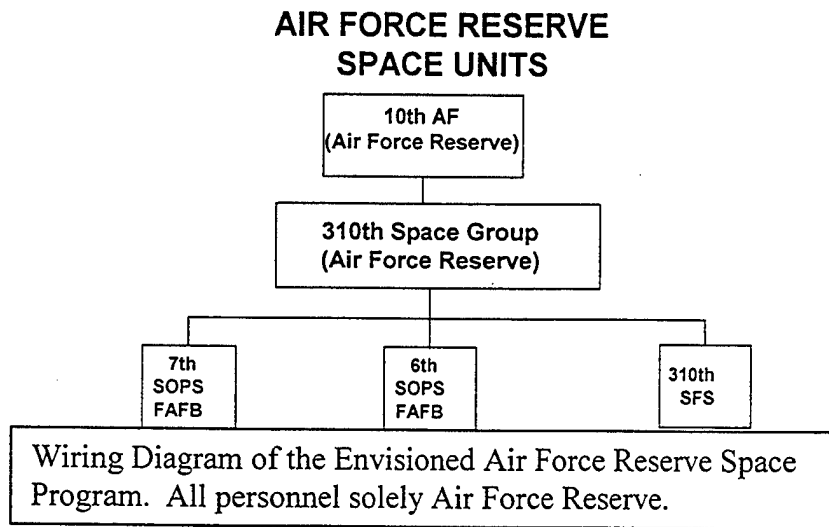
## **CREATING THE AIR FORCE RESERVE VISION THROUGH STRATEGIC PLANNING**

### **7<sup>th</sup> Space Operations Squadron**

The extent of Air Force Reserve involvement in space missions prior to the 1996 Space Summit was minimal with approximately 250 IMAs assigned to Air Force Space Command and a handful of IMA reservists assigned to United States Space Command in joint assignments. The only Reserve associate unit was then represented by the 7<sup>th</sup> Space Operation Squadron (7<sup>th</sup> SOPS). The 7<sup>th</sup> SOPS was a component of the 302nd Airlift Wing reserve unit at Peterson Air Force Base, located at Falcon Air Force Base, Colorado. The mission of the 7th Space Operations Squadron is to augment space operation squadrons of the 50th Space Wing. These activities include satellite emergencies, launch and early orbit, day-to-day routine operations, and

satellite disposal for the Global Positioning System and Defense Support Program satellites.

Using General McIntosh's vision of establishing a Air Force Reserve Space Group within 18 to 24 months, the Strategic Planning Work Group developed the following wiring diagram to depict the new Air Force Reserve, and active duty space support structure. The Senior Leader's Work Group adopted the recommendations, and immediately assigned responsibilities for the development of mission concepts of operations (CONOPS), mission needs statement (MNS), timelines and resource needs.



### 6<sup>th</sup> Space Operations Squadron

Presidential Decision Directive NSTC-2, 5 May 94, directed the DoD and Department of Commerce (DoC) to merge their separate, and redundant, polar-orbiting environmental satellites programs (DMSP and National Polar Orbiting Environmental Satellite System (NPOESS)) into a single integrated program. In support of the Presidential Directive, a cross-functional Air Force Space Command Working Group, led by HQ AFSPC/XPM, developed manning options that were to recommend who was best to perform the DMSP/NPOESS backup mission. Their analysis determined that the Air Force Reserve Command (AFRC), Defense Meteorological

Satellite Program (DMSP) backup was the most economical and made the most sense from a cost and a strategic perspective.

Prior to this initiative, Air Force Space Command's primary command and control of DMSP satellites was exercised by the 6<sup>th</sup> SOPS at Offutt AFB, NE. The DoC Satellite Operations Control Center (SOCC) at Suitland, MD has now assumed primary command and control of DMSP satellites.

Air Force Space Command (AFSPC) and the Air Force Reserve Command (AFRC), through a joint effort and a spirit of cooperation, supported the transition of the Defense Meteorological Satellite Program (DMSP) back-up operations to a new Environmental Satellite Operations Center (ESOC), located at Schriever AFB, CO. The approved Program Change Request (PCR) added 11 full-time active/guard/reserve (AGR) and 20 traditional reservists that assumed the responsibility of backup command and control of the DMSP satellite constellation for the United States. AIR FORCE RESERVE COMMAND agreed to absorb the manpower and dollar costs for FY97, FY98 and FY99. The DMSP program reduced by 22, active duty enlisted authorizations in the FY99-03 time frame to pay for the DMSP out year costs. The AIR FORCE RESERVE COMMAND's 8<sup>th</sup> Space Operations Squadron (8<sup>th</sup> SOPS) was activated in September 1997. Later, for military historical reasons the 8<sup>th</sup> SOPS change their unit designation to the 6<sup>th</sup> Space Operations Squadron.

If AIR FORCE RESERVE COMMAND's 6<sup>th</sup> SOPS had not been created AFSPC would not have been able to support national strategic agreements with NPOESS, thus putting the entire operational control of the DMSP satellite constellation at risk.

### **310<sup>th</sup> Security Forces Squadron**

The 310th Security Forces Squadron (SFS), located at Schriever AFB, CO, is a subordinate unit to the 310th Space Group (SG) located at Peterson AFB, CO. The 310th SFS provides support and augmentation to Air Force Space Command's security needs at Satellite Control System (SCS) ground sites and space lift launch facilities worldwide. Additionally, the 310th SFS enhances Air Force Space Command's Antiterrorism/Force Protection (AT/FP) capabilities. The 310th SFS is operated by the Air Force Reserve Command (AFRC) under the command and control of and through the AIR FORCE RESERVE COMMAND 310th SPACE GROUP. The Program Change Request (PCR) that established the 310<sup>th</sup> SFS added two full-time Air Reserve Technician (ART) and 61 traditional reservists to assume security/protection responsibilities and duties. AIR FORCE RESERVE COMMAND absorbed the manpower and dollar costs for FY98 and FY99. Air Force Space Command (AFSPC) transferred to AIR FORCE RESERVE COMMAND, two active duty enlisted positions to offset the costs associated with the two full-time Air Reserve Technicians (ART) positions. 310th SFS equipment (primarily mobility gear) was acquired via O&M funds through DRMO and DEPOT Maintenance/Central procurement processes. If the 310<sup>th</sup> SFS had not been created AFSPC would have found it difficult, if not impossible to fulfill its unfilled UTC mission security and forces protection taskings, causing a significant negative mission impact on AFSPC.

The 310<sup>th</sup> Space Group (310<sup>th</sup> SG), the first Air Force Reserve Group, was activated in September 1997. The 310<sup>th</sup> SPACE GROUP was approved by the Chief and Secretary of the Air Force through an Operational Change Request (OCR), sponsored by both the Air Force Reserve and Air Force Space Command. The activation of the 310<sup>th</sup> SPACE GROUP was a move designed to align the Air Force Reserve with the Air Force's vision of a Space and Air Force in

the early part of the 21<sup>st</sup> Century. The 310<sup>th</sup> SPACE GROUP mission is to provide the appropriate management and leadership structure to the 6<sup>th</sup> SOPS, 7<sup>th</sup> SOPS, and 310<sup>th</sup> SFS and any future envisioned space mission squadrons. In addition, the 310<sup>th</sup> SPACE GROUP reviews and plans for future Air Force Reserve active duty space mission support opportunities. The 310<sup>th</sup> Space group is composed of two full-time Air Reserve Technician (ART) and six traditional reservists. AIR FORCE RESERVE COMMAND absorbed the operational costs associated with the activation and operation of the 310<sup>th</sup> SPACE GROUP. In remarks given at the activation of the 310<sup>th</sup> SPACE GROUP on 4 September 1997, General McIntosh articulated his vision of Air Force Reserve involvement in space missions. <sup>48</sup>

"It's hard to believe that, during this century -- within what amounts to a single life span, we have gone from the birth of aviation to the threshold of space and beyond. The Wright Flyer started civilization on a miraculous journey that has seen one milestone after another fall in rapid succession: Within twenty years of that first flight, the airplane found its place in the military and carried adventurous crews on seemingly unbelievable flights that spanned entire continents became commonplace. Within forty years airplanes became a major instrument of power projection and the deciding factor in yet another world war and more "impossible" barriers fell to technology. Then, just sixty years after the Wrights' first flight, man was in space. The evolution of the Air Force Reserve has been much the same. Formally established a year later than the US Air Force, we have evolved from what some called a weekend flying club into an essential partner in the finest air and space force the world has ever seen. In fewer than 50 years, Air Force Reservists have gone from flying hand-me-down training planes to participating in some of the most cutting - edge missions in the Air Force. Today, we add the 310th Space Group to our lineage. This is a proud moment for Air Force Reserve Command -- one we've worked toward and anticipated for some time. The establishment of the 310th Space Group allows us to better support not only Air Force Space Command but the Air Force vision of Air Force people building the world's most respected air and space force as well. Our vision -- the supporting vision of Air Force Reserve Command -- says that our goal is to be dedicated Citizen Airmen helping to build the world's most respected air and space force. "Helping" is the operative word here. This is what we do. Our job is to take the special skills and experience found throughout AFRC and use them to support the missions of the Air Force and major commands like Air Force Space Command. The 310th will be the focal point for Reserve participation in the space mission. It will manage a number of subordinate units, such as the 7th and 8th Space Operations Squadrons, and - soon - the 310th Security Forces Squadron; and take the lead as the Reserve space mission grows. Our space missions include GPS, DSP, DMSP, and the security and protection of space assets. I have no doubt this list will grow because a



multitude of opportunities await us in space. It is indeed our next frontier. The establishment of the 310th Space Operations Group marks our first steps into the 21st century. I have no doubt this will be an extraordinary journey and I'm very proud that we are here to see it all begin."<sup>49</sup>

For the readers of this research paper that have an understanding of how military resources are allocated and force infrastructures are created in the complex, often unwieldy DoD Planning, Programming, and Budgeting System (PPBS) they will have an greater appreciation of the challenges of making this vision a reality within 18 to 24 months. For this the Senior Leaders Work Group established a Strategic Planning Work Group that monitored Reserve associate unit approval timelines and ensured that staffing actions were accomplished at the appropriate time. In addition, after careful analysis of the PPBS, the Strategic Planning Work Group recommended that each of the new space mission areas that were to be created over the next 18 to 24 months would be developed, staffed, and approved using the PPBS Program Change Request (PCR) strategy. The Strategic Planning Work Group analyzed and developed wiring diagrams and decision matrixes based on PCR coordination/staffing requirements. PCRs are powerful programming tools which commanders in the field or staff agencies may submit to the Air Staff when operational or fiscal requirements necessitate a change to the Air Force program outside the normal PPBS cycle. Within the Air Staff, PCR processing responsibility is generally aligned with the Resource Allocation Teams.<sup>50</sup> The following represents important consideration in using the PCR process.

- PCRs will be submitted only when changes to the Air Force Program are necessary within the execution and budget years. Changes to the Air Force Program that will begin beyond the execution or budget years will be submitted as part of MAJCOM initiatives or disconnects during the next appropriate Program Objective Memorandum (POM) cycle.
- PCRs are effectively mini-programming exercises run as staff actions. They are

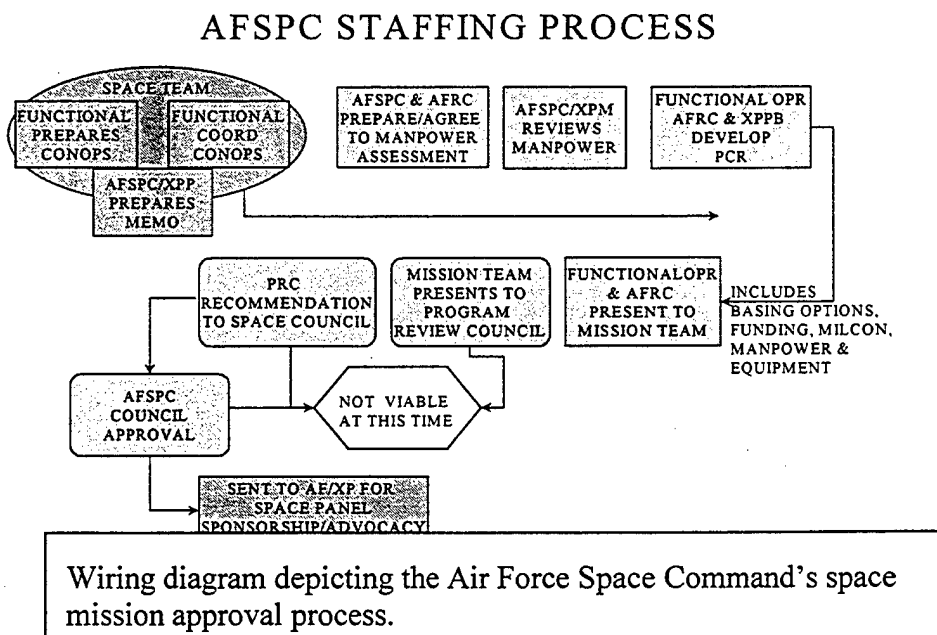
sometimes far reaching and often have transparent implications. Therefore, many agencies need to know about PCR proposals and many deserve a vote. Consequently, reviewing PCRs takes time both in the field and at the Headquarters.

- PCRs almost always have fiscal implications, which must be addressed. As with any programming exercise, a PCR must pay for itself or identify appropriate sources to fund it.
- PCRs are time-critical proposals, which potentially affect lives and millions of dollars. It is imperative that action officers expedite coordination on these proposals.<sup>51</sup>

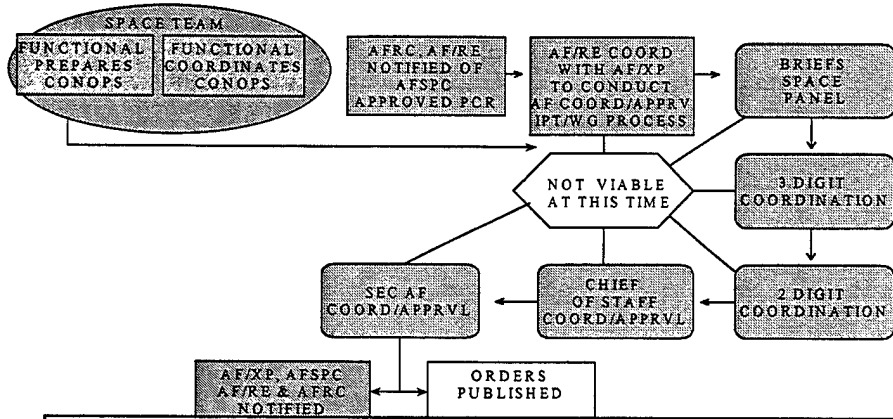
The following diagrams represent the PCR strategy approval matrixes for staffing, coordination, and approval responsibilities for the creation of Air Force Reserve space mission and force structure.

### OPERATIONAL SPACE MISSION APPROVAL/COORDINATION PROCESSES<sup>52</sup>

Figure 6. Program Change Request (PCR) POM Coordination/Approval Process

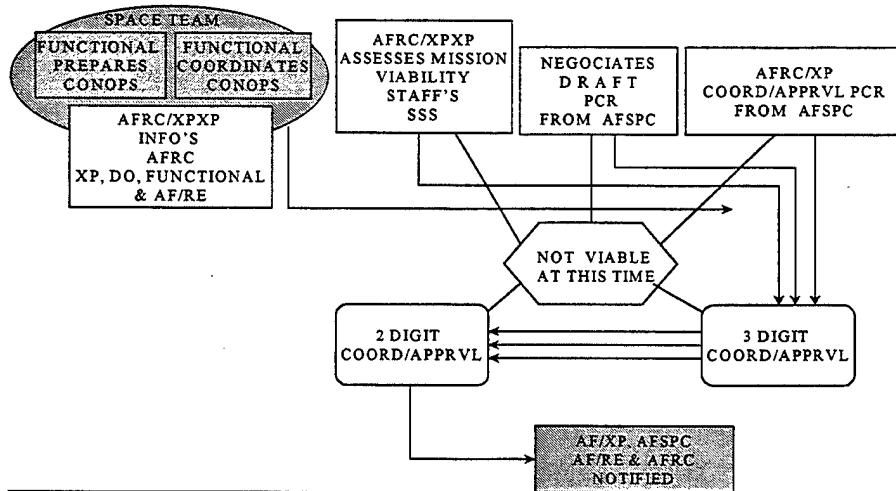


## AF/RE STAFFING PROCESS



Wiring diagram depicting the USAF space mission approval process.

## AFRC STAFFING PROCESS



Wiring diagram depicting the Air Force Reserve Command's space mission approval process.

Crucial to the success of utilizing strategic planning in creating space Reserve Associate units was to establish a "staff officer" at each level of the approval/coordination process which individual(s) would be assigned total responsibility for accomplishing all the actions necessary to successfully complete the approval process within his/her major Command (MAJCOM). For example, there would be a person responsible at Headquarters Air Force Space Command, and a different person at Headquarters Air Force Reserve Command working the staffing/approval process for the same Reserve associate unit. This obviously reduced the amount of time the coordination process required, and also provided much needed continuity in achieving approval for the Reserve associate units. Often questions arose concerning resource allocation and forces requirements during the MAJCOM staffing process. It became quickly evident that only the organization(s) responsible for resourcing the effort would be able to provide the information to answer these questions. In most cases this responsibility was shared between the AIR FORCE RESERVE COMMAND and AFSPC XP communities. Once the Reserve associate unit missions had been staffed through AFSPC/AFRC MAJCOM approved mission request documents were sent forward to USAF/XP for coordination and approval (see USAF staffing process wiring diagram for approval process). USAF/XP would then contact Air Force Reserve at the Pentagon and request a Reserve staff officer to assist in the coordination/approval process as a staff officer/mission integrator. The purpose using the "mission integrator" system at the Air Staff level was to ensure continuity of mission approval briefings/presentations. Additionally, the mission integrator acted as a liaison and intermediary between the Air Force Reserve Command, Air Force Space Command and the Air Staff. The mission integrator was often given the latitude and authority to troubleshoot problem areas challenging mission approval, and make recommendations to senior leader decision makers.

In this next section, 310<sup>th</sup> SFS case study, we will outline the strategic planning process, timelines, and resource needs of 310<sup>th</sup> Security Forces Squadron from the Major Command level coordination to Secretary of the Air Force approval in obtaining the strategic vision of Air Force Reserve space support. There was an interesting sides note, and a clear example of General McIntosh's "micro" involvement in ensuring that the Air Force Reserve vision of a viable space support program was realized. The 310<sup>th</sup> SFS was well on its difficult pathway to activation when it was discovered that there was no storage facilities for the mountain of equipment that was required for the 310<sup>th</sup> SFS to carry out its space mission responsibilities. Reviewing all options, it was discovered that warehousing of 310<sup>th</sup> SFS equipment was impossible in light of the already overcrowded warehouses at Schriever AFB, CO. Simply, there were just no resources available to overcome this storage obstacle. It looked bleak for the 310<sup>th</sup> SFS activation. The reality was that all the staff work and effort that had gone into creating this much needed operational space support seemed to be for naught. General McIntosh was briefed that the barrier to successful activation was the lack of warehouse equipment storage. Due to General McIntosh's direct intervention, creativity and commitment of resources, he was able to re-prioritize "end-of-year" AIR FORCE RESERVE COMMAND construction project resources, referred to as P-341 program money, to build the storage warehouse on Schriever AFB for 310<sup>th</sup> SFS equipment.<sup>53</sup> The rest is history, and the 310<sup>th</sup> SFS was successfully activated.

### **310 SECURITY FORCES SQUADRON ACTIVATION ROADMAP (CASE STUDY)<sup>54</sup>**

OPR: AFSPC/AFRC/AF/REO Project Start Date: Nov 95, 310th Security Forces Squadron (310th SFS) Mission Activation Road Map

- AFSPC/SF Captain Bob Haughey DSN: 692-3625
- AFRC/XP Major John Young DSN: 497-1917

**STRATEGY:**

Provide an AFR Associate unit that provides a well-trained rapidly deployable, Reserve AFSPC Security Force, capable of flexible and timely support for the protection of AFSPC resources and assets (CONUS and/or OCONUS).

**MISSION:**

Prepare and train an AFR Security Force to effectively integrate, and provide AFR Security Forces to AFSPC throughout any level of conflict.

**DESCRIPTION:**

The 310 SFS is specifically designed to meet Air Force Space Command (AFSPC) security needs at ground sites containing Terrestrial Elements (TE) of the Satellite Control System (SCS) and launch facilities supporting space lift operations. Future mission responsibilities will include augmentation security support to nuclear mission areas. This reserve security police squadron each consists of two security force ART personnel and fifty-nine traditional reserve security force personnel. All unit personnel will be Category A reservists. These reserve units support 14 AF Space Operational missions worldwide; their primary mission is to support security requirements at ground-based aerospace space assets subordinate to 14th Air Force. Associate reserve security police squadrons are an integral part of Air Force Space Command's (AFSPC's) antiterrorism and force protection efforts; they are active participants in the Air Force's "Total Force" concept of force employment.

**OPPORTUNITIES:**

- Improve and expand AFR Security Forces support to AFSPC.
- Focus on the back-up and back-fill mission area needs of AFSPC.
- Concentration on Security Forces integration will improve "total force" capabilities and readiness.

**MISSION ACTIVATION TASKS, STEPS AND RESPONSIBILITIES:**

- AFSPC/SF assign POC - Captain Bob Haughey Nov 95
- AFSPC/SF Mission assessment: deficiencies validated Nov 95 - Aug 96
- AFSPC/SF Statement of Requirements letter to AFSPC/XP Aug 96
- AFSPC SF/XP forms Mission Working Group Aug 96- Mar 97
- AFSPC/SF develops Mission Need Statement/CONOPS Aug 96- Mar 97
- AFSPC/SF and AFRC/SF/XP coordinate on CONOPS Sep 96- Mar 97
- AFSPC/XP/SF & AFRC form Site Survey Working Group Mar 97- Jun 97

- AFSPC/XP/SF & AFRC site survey working group, site survey May 97--Jun 97
- AFSPC/SF/FM & AFRC formulate funding requirements for Program Change Request (PCR) May 97- Jun 97
- AFSPC/XP/SF & AFRC staff coordinate PCR Jul 97-Aug 97
- AFSPC/XP PCR approved, XP transmit to AF/XP, AFRC & AF/REO Aug 97
- AF/XP forms Functional Working Group Sep 97
- AF/XP presents to AF Space Panel Oct 97
- AF/XP coordinates four letter Nov 97
- AF/XP coordinates three letter Dec 97
- Congressional Mark-up prohibits use of SF AGRs in CONUS Dec 97
- AF/RE develops new plan to use ARTs instead of AGRs Dec 97
- AF/XP presents to AF Space Panel Dec 97
- AF/XP re-coordinates four letter Dec 97
- AF/XP re-coordinates three letter Dec 97
- AF/XP and AFIRE presents to AF Group Dec 97
- AF/XP receives CSAF Approval Dec 97
- AF/XP receives SAF Approval Jan 98
- AF/XP notifies AF/REO, AFRC & AFSPC mission approved Jan 98
- AFRC requests/publishes orders Feb 98
- Unit Activation Mar 98

**POM/PCR FUNDING, REQUIREMENTS AND RESPONSIBILITIES:**

- AFSPC: Will provide 2 enlisted positions for end strength transfer. Will provide training equipment and logistics.
- AIR FORCE RESERVE COMMAND: Will convert 2 AFSPC enlisted positions to ARTS. Will provide 61 Traditional Reservist positions. Will provide funding for 1<sup>ST</sup> and 2<sup>ND</sup> year training, and O&M costs. Will establish unit until POM/PCR initiative takes over. This is a ZBT transaction.

\* Cost in \$ Millions

FY98	FY99	FY00	FY01	FY02	FY03
.432	.831	.856	.883	.905	.833

**NEW SYSTEM/PROGRAMS REOUIREMENTS JUSTIFICATION:**

This is a new AFRC associate unit requirement that does not currently exist today. The need for the 310 SFS is brought about by a severe shortage of potentially available security forces personnel in AFSPC. The shortage is further exacerbated by an aggressive active duty draw

down and projected unfilled UTC space peculiar security forces needs.

### **MISSION IMPACT:**

If the 310<sup>th</sup> SFS is not activated AFSPC space mission assets and resources will not be adequately protected in times of emergencies or heightened world activities.

### **CONCLUSION**

As a leader of a military organization, it is not difficult to come up with a strategic vision. Slightly more challenging, but doable, is the development of a strategic plan. Today, both are done individually in most workplaces relatively easily all the time. The hard part, and the challenge for future military leaders is to wed the two concepts, strategic vision and strategic planning together. Far more organizations have failed in executing strategic visioning and planning, up to 80% if statistics are to be believed, 'from the storms of change raging inside organizations,' disappointing to both the people within the organization and the people depending on the organization for their future livelihood.<sup>55</sup>

The Air Force Reserve space strategic vision was simple, align the Air Force Reserve with the Air Force's vision of a Space and Air Force in the early part of the 21<sup>st</sup> Century. To accomplish this vision the Air Force Reserve had to use two Air Force Reserve organizations, deeply rooted in a tradition of working independently of each other in the past. Individual Mobilization Augmentees (IMAs) and Reserve associate unit programs' were previously created by visionaries of the time, to serve differing military needs and necessity. IMAs were created to serve as individuals in specific and specialized staff functions for instances of wartime mobilization. The Reserve associate unit program was created to provide substantial augmentation force to the active duty in times of peacetime need and/or wartime conflict. Unfortunately, because of the parallel and independent organization structures, the Reserve



associate unit program managed by AFRC, and the IMA program managed by ARPC, missed considerable opportunities, in the past, to use each others' great strengths to work together. Past relationships between the two Air Force Reserve organizations conjure up images of a mini-rift similar to the feud between the active duty Army and the Army National Guard.

“Throughout our nation’s history, the many conflicts between the Active Army and the National Guard, to include the one in 1997, stemmed from the same issue—the size of the standing army and the resulting role of the militia in national defense.”<sup>56</sup>

General McIntosh saw an opportunity to use the strengths and skills of both organizations, by bringing them to work together, to create a synergistic impact in creating the Air Force Reserve space program. IMAs are best at knowing what the new space missions that Air Force Reserve associate unit would be best suited for because of their close proximity and understanding of active duty operational mission area needs. The Reserve associate unit leaders' know better what numbers of forces, equipment and resources were needed to establish a Reserve unit augmentation and force support presence. The Air Force Reserve strategic vision was sound but needed to be grounded in a viable strategic planning process. General Watson's Senior Leader's and Strategic Planning Work Group provided the structure and framework for bringing IMAs, Reserve unit, and active duty organizations together inclusively, to purposefully work towards common objectives and interests. These “work groups” successfully developed a performance driven, strategic plan that captured the spirit and intent of the Air Force Reserve space strategic vision. The effort culminated in the activation of three space Reserve associate squadrons, under the leadership of the Air Force Reserve's 310<sup>th</sup> Space Group. The case study example provided in this paper hopefully serves as a strategic road map for others to follow to help execute their own marriage of a strategic visioning and a strategic planning.

In writing this research paper, I hope that I have convinced the reader that having a strategic vision and a strategic plan—together, to achieve a vision is an essential requirement for future leaders. Strategic visions establish the direction for the organization, but leaders must remember that a strategic vision absent resource allocation support is but an empty dream. Our future leaders must be educated, skilled, and indoctrinated in not only higher level visioning but also immersed in the strategic planning process at every level.

Total Document Word Count: 10,471



## ENDNOTES

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