(U) LIGHT, LEAN, AND LETHAL:
AIR COMBAT COMMAND AND
THE AEROSPACE EXPEDITIONARY FORCE 1998-2001

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Headquarters, Air Combat Command
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(U) PREFACE

(U) This study was begun in the early 2000's by Dr. Edward G. Longacre, who closely followed the evolution of the Expeditionary Air Force (EAF) concept and the standup of the Aerospace Expeditionary Forces Center (AEFC). He completed a draft manuscript before his retirement in 2009, but it remained unfinished for many years after. Two recent events prompted the Air Combat Command (ACC) History Office to resurrect the study for final publication. The first was the 20th anniversary of the EAF initiative, which had become emblematic of the way in which the Air Force had conducted its deployed operations. The other was a renewed call by Air Force Chief of Staff, General David L. Goldfein for the Air Force to "return to our expeditionary roots." At the Air Force Association's annual Air, Space, and Cyber Conference in September 2018, General Goldfein noted the Air Force had come to rely too heavily on established bases and routine methods of supporting steady-state deployments in the nearly 17 years of operations in Southwest Asia since September 11th, 2001. He felt that a new era of great power contests had commenced which in turn compelled the Air Force to sharpen its expeditionary skills.[1] We hope this study can explain the story of how we got here in order to illuminate where we are going.

(U) The bulk of the documentation used to compile this study is held within the EAF collection of the ACC History Office's archives. The command histories for 1998 thru 2001 also contain additional documents and details on the staff's efforts to implement the EAF concept. Mr. William Butler served as publishing editor for this study by updating the original draft, incorporating the illustrations and providing additional notations.

[1] Article (U), John Tirpak, "Goldfein: USAF Needs "to Return to Our Expeditionary Roots," *Air Force Magazine,* 18 Sep 2018.

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(U) SECTION 1: THE ORIGINS OF EXPEDITIONARY WARFARE

(U) Expeditionary warfare has been a hallmark of American military operations for at least two centuries. As early as 1798, when U. S. ships were deployed to the Caribbean to protect U. S. shipping against French privateers, American forces stood ready to deploy thousands of miles from home in defense of the nation's citizens, interests, and ideals, and those of its allies around the globe. Through the nineteenth century, U. S. involvement in expeditionary operations was infrequent, but when it did occur it was liable to be chaotic, as was true of the short-notice mobilization at the outset of our first overseas war, in Cuba and the Philippines in 1898.[1]

(U) Twentieth-century operations helped institutionalize U. S. expeditionary tactics within the nation's armed forces, including its air arm. Indeed, the terms "expedition" and "expeditionary" were used to describe both units and events involving American troops. General John J. Pershing's Punitive Expedition against Poncho Villa's guerrillas in northern Mexico in 1916 was the first operation to involve U. S. Army aviators. The following year, when the 'Doughboys' deployed to France to oppose the Central Powers, they did so as members of Pershing's American Expeditionary Forces (AEF). The fighting of 1917-1918 gave airmen--members of the army's fledgling Air Service--their first extensive experience in deployments and combat of an expeditionary nature.[2]

(U) American involvement in expeditionary operations resumed during World War II, when units of all branches of the service, including the U.S. Army Air Forces, deployed, first, to England, then to French North Africa, Sicily, the Italian mainland and, following D-Day, the European continent. As in 1917, however, U.S. forces were not capable of quick deployment to the war zone but required several months of organizational and logistical preparation before assuming active operations. The same situation prevailed during the early months of the Korean Conflict. Although by 1950 America had an independent air arm, the U.S. Air Force, this service branch--in common with the rest of the armed forces--had fallen victim to postwar retrenchment, with the result that it was unprepared to counter North Korean aggression.[3]

(U) One difference between America's entry into the Korean War and into earlier overseas conflicts was that when the fighting began the nation had military forces on duty at the scene of action, or close to it. Many of these forces, under General Douglas A. MacArthur, Commander in Chief Far East, quickly deployed to Korea from Japan and other staging areas in the Pacific. MacArthur's air arm, the Far East Air Forces (primarily Fifth Air Force B-29s) began flying combat missions against the North Koreans within two days of the latter's invasion of the South. This did not mean, however, that U. S. forces were at once capable of an effective, integrated effort to halt Communist aggression. Not until Strategic Air Command (SAC) bombers arrived in theater did a systematic effort attacking North Korean troops and supply lines from the air take shape. To

make it work the Air Force had to employ strategic aircraft on tactical (interdiction and close-air support) missions. The addition of ground forces to the war was characterized by last-minute planning and improvised tactics widely regarded as inadequate and poorly executed. The early months of the conflict demonstrated that, although the United States had a long history of expeditionary warfare, its operational readiness left much to be desired.

(U) This weakness finally received the attention it deserved. After the "police action" ended with an armistice in mid-1953, the USAF created the Composite Air Strike Force (CASF), essentially a numbered air force (Nineteenth Air Force) equipped with tactical aircraft plus tanker, troop carrier, and communications support units. Assigned under Tactical Air Command (TAC), the CASF was envisioned as a quick-reaction force that would augment other USAF resources anywhere in the world during war or crisis. The viability of the CASF concept was strengthened by the development, during this period, of reliable air refueling techniques. By the late 1950s, these and other operational advances had so strengthened the readiness of the new organization that it could have deployed to the Middle East within 16 hours of notification and begun conducting operations in 48 hours; if sent to the Far East, the times were 36 and 72 hours, respectively.[4]

(U) For nearly twenty years (1955-73), the CASF constituted the USAF's response to a series of short-notice contingencies both around the world and at home. Its first major operation was in Lebanon in July 1958, when the U. S. received a plea for intervention from the country's president, a Maronite Christian under threat of being deposed or assassinated by Arab nationalist rebels in his country. The CASF under took a large-scale deployment to the region (notably Adana, Turkey), which they completed within thirteen hours. The rapid response enabled fighters, tankers, reconnaissance platforms, and other Ninth Air Force aircraft (Nineteenth Air Force had no permanently assigned resources) to support a major peacekeeping deployment by U. S. Marines. Ultimately, the operation was responsible for quelling local unrest and preventing the ruler from being deposed in favor of a military regiment hostile to American interests.[5]

(U) About a month later, the U. S. responded to another crisis halfway around the world. In late August, the CASF deployed to Clark AB in the Philippines after Communist Chinese forces bombarded two islands claimed by the Nationalist Chinese government on Taiwan. On this occasion, TAC deployed an initial squadron of F-100s from the U.S. west coast to the Philippines, a distance of nearly 10,000 miles, in under 100 hours despite being delayed 24 hours by a typhoon off Guam. Later the CASF and follow-on elements of fighters moved forward to a Nationalist air base on Taiwan. A second air base on the island was taken over by U. S. fighters; still other aircraft, including B-57 bombers, deployed to Kadena Air Base (AB), on Okinawa. The presence of so many alert aircraft helped quiet tensions in the region. When the Communist Chinese saw their objectives could not be achieved short of a war featuring a major U. S. involvement, the shelling of the Nationalist Chinese held islands ceased.[6]

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(U) Photograph 1-1: CASF Commanders at Adana AB in 1958

(U) Caption: Maj Gen Henry Viccellio, Nineteenth Air Force commander (middle) with his CASF commanders, Col Francis Gabreski, the 354th Tactical Fighter Wing commander (left) and Lt Col Franklin Fisher, the 352nd Tactical Fighter Squadron commander (right).

(U) Source: Hist (S), TAC, 1 Jul-31 Dec 1958, Chp VII, App A, Item 3 (**Info used is U**).

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(U) Four years later, the CASF deployed on two occasions to domestic venues: Oxford, Mississippi, where the federal government enforced integration at the state university; and Homestead Air Force Base (AFB), Florida, during the buildup of forces preparatory to an impending invasion of Cuba during the 1962 missile crisis. In 1963, the CASF and Nineteenth Air Force conducted show-the-flag operations in Saudi Arabia and India. The final CASF deployment, to the Republic of Korea, took place in 1968, following the seizure of the *USS Pueblo* by North Korean forces. In 1973, the CASF went out of existence, a victim of Air Force economizing.[7]

(U) The war in Southeast Asia afforded the Air Force few opportunities to test its short-notice deployment capabilities. The most significant of these was the summer 1964 buildup in South Vietnam following the Gulf of Tonkin incident. The lack of familiarity with such

deployments in the wake of the CASF's elimination was evident in such post- Vietnam operations as NICKEL GRASS, an October-November 1973 munitions airlift to Israeli armed forces under attack by Egypt and Syria, and the failed 1980 attempt to rescue American embassy personnel in Tehran from their Iranian kidnappers. Operation JUST CAUSE, nine years later, offered few challenges to the U. S. forces that deployed to Panama, which included the support units provided by the USAF at already established bases in country.[8]

(U) When Iraq's invasion of Kuwait in August 1990 precipitated war in Southwest Asia, the USAF's rapid-reaction capability received perhaps its sternest test. The war in the Persian Gulf would require the participation of five times as many U. S. troops as had deployed during JUST CAUSE; furthermore, unlike the Panamanian operation, the fighting had been sparked by a single act, not preceded by a long, drawn-out crisis. Still, USAF units had been on stand-by status for some days before the King of Saudi Arabia gave permission for the basing of U. S. assets in his country. The first fighter units landed on Arabian soil a mere thirty-four hours after receiving their deployment orders.[9]

(U) Provisional USAF units remained in the area of operations (AOR) for almost five months before Operation DESERT SHIELD became DESERT STORM, the combat phase of the Persian Gulf War. The long prelude to combat proved fortunate, for surface-to-air missile hunting "Wild Weasel" F-4Gs and A-10 ground attack aircraft could not reach Saudi Arabia until 16 and 20 August, respectively. Had the shooting started months earlier, the operations of those aircraft available to attack Iraqi targets would have been limited by a lack of force protection resources. While the U. S. response to the Gulf crisis had been rapid in comparison to earlier buildups on foreign shores such as those of 1950 and 1964, various aspects of the deployment process required improvement.[10]

(U) SECTION 2: THE BURDENS OF EXPEDITIONARY OPERATIONS

(U) After DESERT STORM, the necessity of reducing deployment times became even more important given the tight fiscal environment facing the Department of Defense (DoD) during the last decade of the twentieth century. During Fiscal Year (FY) 1990, the USAF's share of the Total Obligation Authority (TOA) allocated to the Defense Department began a sharp decline from the high levels of previous years. By the end of the decade (and the century), TOA would amount to less than $76 billion, down from $94.7 billion in FY 1989. The decline was inevitable and foreseeable, given the end of the Cold War, which for almost five decades had required substantial DoD funding. At the same time, domestic issues, especially economic pressures, spawned efforts by the Congress to end decades of deficit spending, a trend upon which continual increases in the DoD and USAF budgets depended.[11]

(U) Declining budgets had a predictable effect on the Air Force as spending and resources both shrank appreciably. Over a seven-year span, USAF force structure decreased from 24 active duty and twelve reserve fighter wings in 1991 to 13 active duty and seven reserve fighter wings seven years later. During that same period, the active duty bomber force was halved, the number of tankers declined by 40 percent, and cargo/transport aircraft experienced a 25 percent reduction. USAF personnel on active duty declined from 535,000 to 369,000, the smallest number since 1947.[12]

(U) Unsurprisingly, as the number of Air Force flying wings declined, so did the number of overseas bases. Prior to the collapse of the Soviet Union, Air Force personnel could deploy to more than fifty "warm" bases worldwide, one of which would almost certainly be within operational range of virtually any potential global hot-spot. While the great majority of these forward airfields resided in West Germany and the United Kingdom, others could be found in far-away places like the Azores, Turkey, the Philippines, Greenland, and the Arabian Peninsula. The map on the next page details the specific locations of these major air bases.

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(U) Graphic 2-1: USAF Overseas Bases During the Cold War

(U) Source: Brfg (U), Maj Gen D. G. Cook, AF/XOP, "Evolving to an Expeditionary Aerospace Force: Concepts and Implementation," 9 Oct 1998.

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(U) By the early 1990s, the list of foreign bases with a permanent U.S. presence had declined to fewer than twenty, the bulk of them in the Pacific (Korea, Okinawa, and Guam). Two-thirds of the USAF's European and Mediterranean bases had been evacuated and returned to their respective host nation. This not only handicapped the service's rapid deployment ability, but often weakened the military ties that had bound the U.S. with these various foreign nations during the Cold War.[13]

(U) Faced with the loss of its stepping-stones to world trouble spots, the DoD had to confront an unhappy fact. During future overseas conflicts, the services would have to transport personnel, supplies, and ordnance from the Continental United States (CONUS). Deployments would no longer be built around permanent in-theater facilities; mobile support packages such as HARVEST EAGLE and HARVEST BARE would have to fill the gap.

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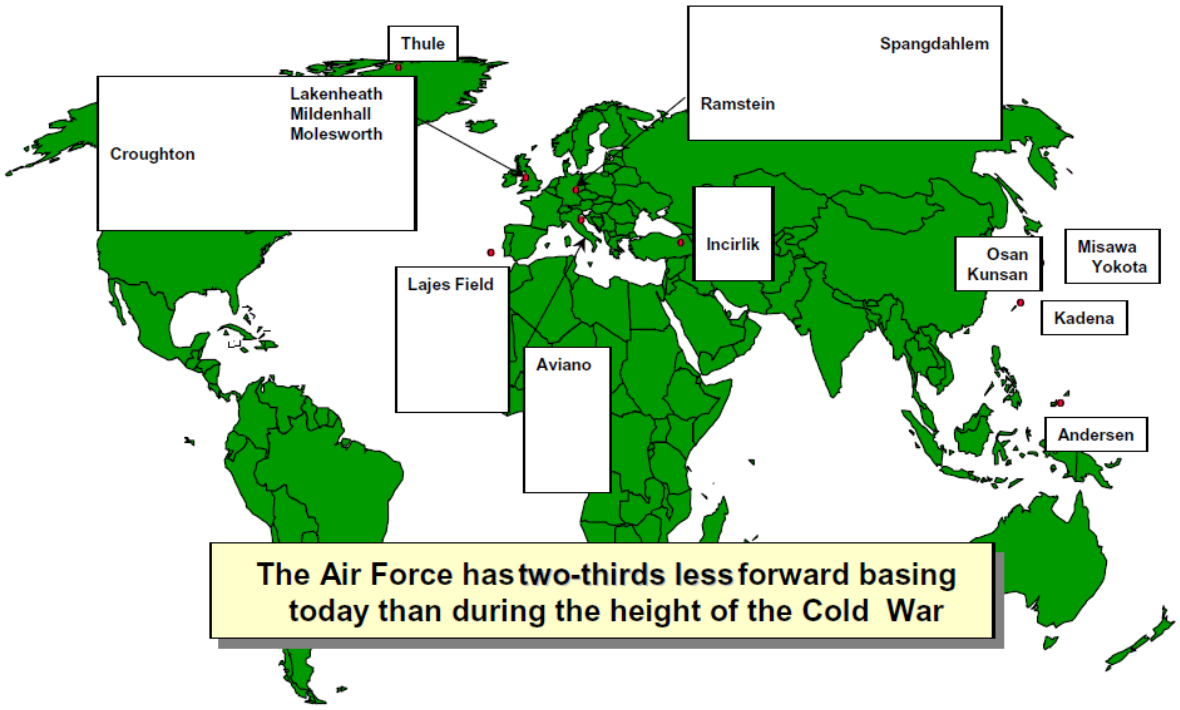
(U) Graphic 2-2: USAF Overseas Bases During the 1990s



(U) Source: Brfg (U), Maj Gen D. G. Cook, AF/XOP, "Evolving to an Expeditionary Aerospace Force: Concepts and Implementation," 9 Oct 1998.

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(U) Service in an austere environment without home nation support was not something beyond the ability of the Air Force, but the increasing likelihood that such operations would be the norm during future wars and crises threatened to have an adverse impact on recruitment and retention. Already, as of FY 99, the USAF was experiencing critical retention shortfalls in several areas, most notably in pilots and senior noncommissioned officers. For example, between FY 96 and 98, career F-16 maintenance crew chief retention had dropped by 5 percent. The shortfalls meant not only a service-wide decline in operational experience, but also the overtaxing of those Air Force personnel who remained. Operations tempo (OPSTEMPO) and temporary duty (TDY) obligations increased, the average job week for USAF personnel increased by an average of five hours, and job satisfaction dropped slightly but noticeably.[14]

(U) The situation was projected to worsen, not improve. Standing commitments to allies and areas that figured prominently in America's previous policy of mutual forward defense increased greatly following the demise of the Soviet Union. The 1990s brought American military planners face-to-face with "new dangers" and "new opportunities" around the globe. Both demanded that the nation remain engaged in key regions in partnership with other nations who shared our interests and ideals. These commitments included support to such major operations as NORTHERN WATCH (ONW) and SOUTHERN WATCH (OSW) over Iraq; RESTORE HOPE

and PROVIDE PROMISE (humanitarian operations in Somalia and Bosnia, respectively); and peacekeeping duties in Haiti (UPHOLD DEMOCRACY), and Bosnia (DENY FLIGHT, DELIBERATE FORCE, JOINT ENDEAVOR, JOINT GUARD, and JOINT FORCE).[15]

(U) Not only did Air Force personnel shoulder these so-called "steady-state" missions, but in the aftermath of DESERT STORM they had been continually deploying to the Persian Gulf. In the wake of his military defeat, an unrepentant Saddam Hussein began rebuilding his forces, a feat he accomplished in spite of the economic and military sanctions imposed on Iraq by the United Nations. Within two months of the cease-fire, the U.S. had to recommit a wide array of resources, largely drawn from the Air Force, to enforce the no-fly zones established to protect the Kurds in the north and Shiite Muslims in the south from regime aggression. The operations consumed an average of more than 100 deployed aircraft per day between the spring of 1992 and the close of 1993. Short duration, punitive attacks against Iraq in September 1996 and December 1998 raised the daily average to 250 aircraft.[16]

(U) In addition to mounting steady-state deployments to the Persian Gulf and other trouble spots such as the Balkans, the USAF, in concert with the other services, was forced to organize, train, and equip its forces in support of the national warfighting strategy to wage, and win, two major theater wars (MTWs) simultaneously. Given its force structure, critical to success in the early stages of any deployment, the USAF would play a major role in supporting both MTWs. By its very nature, then, the Air Force was potentially more heavily strained by its plethora of worldwide commitments than any of the other services.

(U) Such strains could hardly fail to have an impact on the personal and family life of Air Force members. Deployments were high-stress operations, not only for the Airmen directly involved in them, but also for their family members left behind. As one historian of expeditionary operations wrote, "The length of tours, far longer than the week or two spent on a typical training exercise, can disrupt units, wear out equipment at faster than planned rates, and produce family stress for the individuals involved. The USAF needed to generate a scheme that provided stability and predictability for service members and their families."[17]

(U) One way to do this was to limit the frequency of overseas rotations. But because of the scale on which these deployments were conducted, cutting back called for a larger, rather than a smaller, outlay of resources-roughly four times as many aircraft and personnel had to rotate in and out of theater as were present in that theater at any given time. This situation only added to the stress that deployed individuals and units experienced on a near-permanent basis.

(U) Equally undesirable was the way in which the USAF personnel assignment function strove to man these deployments. In the aftermath of DESERT STORM, the Air Force established two such programs: PALACE BLITZ, to work short-term temporary duty (TDY) assignments, and PALACE TENURE to coordinate longer-term (120-days or longer) assignments. Both of these programs worked efficiently to a point, but they were subject to manipulation by theater

commanders-in-chief (CINCs) whose stated requirements often called for a specific person (the fabled "blue-eyed, left-handed wrench-turner") instead of stating needed capabilities that any number of officers and airmen might provide. While personnel-specific "line remarks" might produce desirable results in the mind of the warfighting commander, it militated against efficiency by diluting the available manpower pool and increasing the workload of personnel managers.

(U) At times it seemed that the Air Force had to stretch its force structure to excessive lengths to support its heavy schedule of steady-state deployments and short notice "pop-up" contingencies. Had it been able to tap into the full extent of its human resources, this task would have been more manageable. However, more than one-third of active duty Airmen were ineligible for deployment due to the nature of the positions to which they were assigned. Of the remaining pool, almost half were pulling one- or two-year assignments overseas.[18]

(U) Those who made up the other 60 percent -airmen stationed in the CONUS- were often overtaxed. Many were assigned to low-density, high-demand (LD/HD) weapon systems such as the Airborne Warning and Control System (AWACS) aircraft, EC-130H ("Compass Call") aircraft, other intelligence, surveillance, and reconnaissance (ISR) platforms, and search and rescue assets. Because they were costly to procure, maintain, and train their crews, these aircraft were in great demand throughout the DoD community but also in limited supply. Other airmen were assigned to major commands (MAJCOMs) that were repeatedly tapped by the PALACE system because they enjoyed an especially large number of certain specialties- as, for example, civil engineers and security policemen assigned to the Combat Air Forces (Air Combat Command, Pacific Air Forces, and United States Air Forces in Europe).

(U) Personnel assigned to particular units favored by theater commanders could also be overtaxed. A significant statistic bears out this overemphasis on certain units and their assigned aircraft: between 1993 and 1997, one-third of the USAF's F-16CJ (Suppression of Enemy Defense, or SEAD) force deployed twice a year, while another ten percent deployed every nine months. Thus, the predilections of theater commanders could result in the overuse of units and resources, just as they could dictate the deployment of individual airmen. One outcome was just as injurious to operational efficiency as the other.

(U) Yet another undesirable factor that served to exacerbate the OPSTEMPO problem was the seeming inability to apply the Total Force concept to overseas deployments. Although the Air National Guard (ANG) and the Air Force Reserves (AFRES) enjoyed a large share of the Air Force's resources and their people were integral to the day-to-day functioning of the service, legal and other considerations limited their ability to deploy outside the country for the length of time demanded of most steady-state and contingency operations. Guardsmen and Reservists were limited to a brief training period each year; any demands beyond this block of time could cause friction between them and their civilian employers, not to mention having an adverse effect on their families as well.[19]

(U) Thus, a surge of operational and personnel problems confronted the Air Force, as it did the other services during the waning years of the 1990s. Dwindling service budgets and potential shortfalls in human and technological resources were becoming a peacetime norm. These trends however conflicted with the heavy demands of the nation's warfighting strategy and with the growing number of overseas commitments characteristic of a volatile, post-Cold War world. In such an environment, the Air Force could not be expected to fulfill its many-faceted mission unless it developed better methods of managing its resources, both human and inanimate. More specifically, it had to meet the challenge posed by an ever- increasing OPSTEMPO and Personnel Tempo (PERSTEMPO), and do it in such a way as to avoid jeopardizing its operational commitments. Considering the impact these problems exerted on readiness and retention, the Air Force's future was dependent on the development of an effective and all-encompassing solution.

(U) SECTION 3: EARLY EXPEDITIONARY FORCE DEPLOYMENTS

(U) Simple expediency led the Air Force to take the first step toward formation of what would become known as the Aerospace Expeditionary Force (AEF). By the fall of 1995, the U.S. Navy's force structure had declined to the point that it no longer had enough carrier battle groups (CVBG) to maintain a continuous presence in each theater of operations assigned to it. Defense guidance provided that, whenever a CVBG would be absent from any theater, a "tethered" group would be stationed only a few days' sailing time from the uncovered area. In practice, however, the tethers were too long to permit adequate coverage in event of a crisis or pop-up contingency. Defense guidance further stated to "fill these carrier gaps," the other services must make available forces and weapon systems to augment naval strength. Land-based air units were among the resources specified.

(U) The officer most responsible for using fighter, bomber, tanker, and support aircraft as gap-fillers in place of an absent CVBG was then Lieutenant General John P. Jumper, commander of Ninth Air Force, an Air Combat Command (ACC) organization that was the Air Force component of U.S. Central Command (USCENTCOM). It was Jumper who, in October 1995, proposed to make good a temporary loss of carrier airpower, caused by the Navy's withdrawal of the *USS Independence* Carrier Battle Group from USCENTCOM duty in the Persian Gulf. The air component of the battle group had a composite organization, consisting as it did of several types of aircraft, tailored to a variety of threats. By 1995, the composite wing was a standard feature of USAF organization, as well, so the substitution of a multi-capability wing by Ninth Air Force was a logical solution to the Navy's problem.[20]

(U) The only question was the exact composition of the wing to be used as a gap-filler. Logisticians at Ninth Air Force headquarters at length determined that the wing should consist of a dozen F-15Cs, an equal number of F-16Cs, six SEAD- and HARM (High Speed Anti-Radiation Missile)-equipped F-16CJs, and six B-52s. The units would remain on station in the Gulf for 60-90 days, and they would deploy not in squadron strength, as was the norm, but in smaller numbers as needed. The hallmarks of the operation were flexibility, versatility, and close inter-service cooperation, commodities the Air Force had long publicized as necessary to its survival in the post-Cold War world.

(U) Significantly, the operation in the Gulf, known as Air Expeditionary Force I, was hailed as a success by Navy and Air Force officials as well as by the Commander-in-Chief (CINC) USCENTCOM and his component commanders. Lasting from 28 October to 18 December 1995, it employed almost 700 USAF personnel based out of Bahrain and flew no fewer than 705 sorties, many of them launched within twelve hours of deployment. Such was the revolutionary nature of the deployment that Air Expeditionary Force I gave rise to an expeditionary culture that found

expression not only in steady-state deployments but also in joint exercises and humanitarian operations (HUMRO) around the globe.[21]

(U) The late-1995 operation spawned two subsequent Air Expeditionary Forces. AEF II and III, conducted in early and mid-1996, deployed to Jordan and Qatar, respectively. The first deployment, 12 April-28 June, was another gap-filler covering the temporary withdrawal of a CVBG from the Persian Gulf. AEF II successfully placed more than 1,200 personnel in the USCENTCOM area of operations (AOR) and flew 912 sorties in support of SOUTHERN WATCH, ASSURED RESPONSE (a humanitarian operations in Liberia), and other operations.

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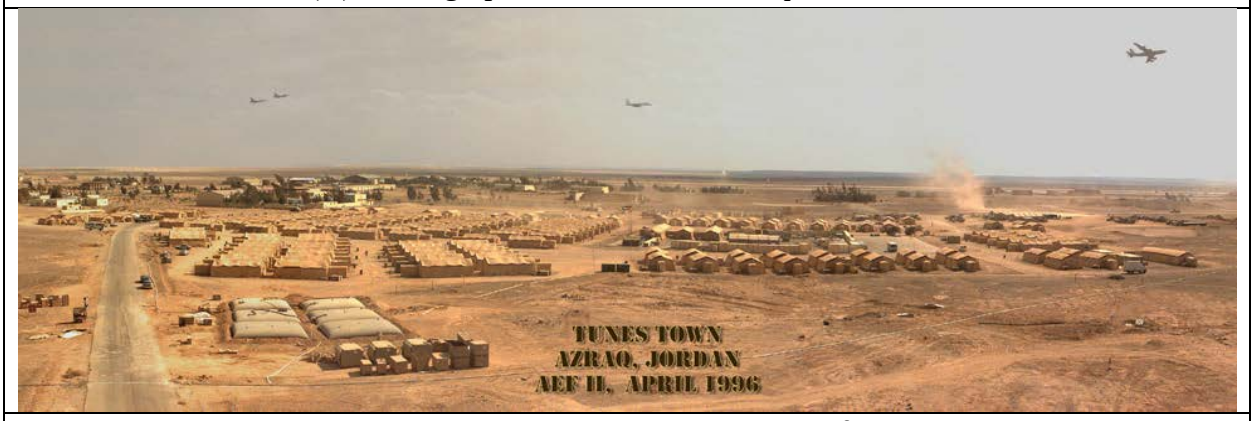
(U) Photograph 3-1: AEF II at Azraq AB, Jordan



(U) Caption: 'Tunes Town' was the tent city where members of the 4417th Air Expeditionary Force (Provisional) called home for three months. The city took about a week to build from a bare patch of land and housed almost 1,200 AEF II deployers.

(U) Source: U.S. Air Force Photo, Apr 1996.

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(U) AEF III not only tested the rapid reinforcement of U.S. troops in Southwest Asia but also provided support for joint and allied exercises in the Persian Gulf. The operation lasted from 24 June to 20 August, during which time 34 fighters, four tankers, and 1,050 officers and airmen conducted 1,367 sorties. The deployment included a Global Power mission--the first flown by an Air Expeditionary Force-during which a pair of on-call B-52Hs flew from Barksdale AFB, Louisiana, to the Udari Weapons Range in Kuwait, dropped bombs there, and then returned to Barksdale.

(U) Gratified by the support thus provided, CINCUSCENTCOM planned two additional AEF operations in his AOR for the latter part of 1996. Neither was conducted as envisioned however. The bomber contingent planned for AEF IV was diverted for participation in Operation DESERT STRIKE, a 3 September 1996 retaliatory attack on selected targets inside Iraq. Due to the increased threat environment in Southwest Asia, the fighter portion of the operation was cancelled, as was AEF V in its entirety.[22]

(U) The following year, however, U.S. Central Command Air Forces (USCENTAF) sponsored three additional AEFs, each conducted by one of three Ninth Air Force wings that had been assigned to provide lead units in support of future AEF operations planned for Jordan, Bahrain, and Qatar. The operations were named for the wings themselves. The first, led by the 4th Fighter Wing, deployed from its home station, Seymour Johnson AFB, North Carolina, to Qatar between 19 February and 21 June 1997. During that period it became the first USAF wing to undergo a Phase I operational readiness inspection (ORI) while engaged in an AEF deployment. Among the 1,070 personnel who took part in the deployment were the first Air National Guardsmen to take part in an AEF mission, members of the 169th Fighter Wing from McEntire Air National Guard Base (ANGB), South Carolina.

(U) The second Air Expeditionary Force operation of 1997 involved the USAF's only true composite organization, the 366th Wing at Mountain Home AFB, Idaho. This unit deployed bombers (including the first two B-ls involved in such an operation) and tankers to Bahrain between 19 September and 21 October. The deployment involved no fewer than 1,208 wing personnel. Nearly 450 sorties were flown during 366th's rotation, which featured the first Phase I and II ORIs to be conducted during an AEF operation.

(U) The final AEF was conducted between October 1997 and early 1998 when the 347th Wing deployed from Moody AFB, Georgia, to the Gulf. The wing's own aircraft were augmented by B-52s stationed on the central Indian Ocean island of Diego Garcia and F-117 Stealth fighters based in Kuwait. Airborne Warning and Control System (AWACS) and Rivet Joint aircraft also took part in this final AEF deployment, as did a Patriot Missile battery manned by U.S. Army personnel. This was the second AEF participation by a Patriot crew, the first having occurred during the earlier 366th deployment.[23]

(U) By all indications, the AEFs of 1997-98 were successful in providing a quick-response solution to gaps in force structure fielded by a theater commander. The deployments pointed up problems and difficulties, both conceptual and structural, but the evident benefits of the AEF concept outweighed its perceived shortcomings. As a result, Headquarters Air Force and many MAJCOMs, notably Air Combat Command, embraced the concept and explored ways of integrating it into their operations.

(U) ACC began to test the AEF concept in June 1997 when it deployed, without notice, a total of fifty fighters and bombers to Alaska, where they took part in COPE THUNDER, a Pacific Air Forces-sponsored exercise. Three months later Headquarters United States Air Forces in Europe (USAFE) adapted the AEF concept to its Bosnian peacekeeping mission by deploying fighters and tankers to a support base in Italy. Later USAFE activated an Air Expeditionary Wing to manage contingency deployments to the Balkans. Also in 1997, an Air Expeditionary Force Battlelab was established at Mountain Home to test and perfect the AEF concept. The following year, the service staged the first of what was projected to be annual Expeditionary Force

Experiments, testing every aspect of expeditionary operations. These and other signs suggested that the AEF concept was destined to become a permanent part of the service culture.[24]

(U) Although designed to help reduce OPSTEMPO and PERSTEMPO, the Air Expeditionary Force concept primarily responded to a need for improvements in the way force providers such as ACC made resources available to theater commanders. As a force-presentation enhancement, the AEF had both beneficial and detrimental effects on USAF thinking and operations. One of its greatest values was that it helped change outmoded service perceptions about the size of deployed forces. Throughout the Cold War and for years thereafter, USAF policy during operations and exercises had been to deploy large units-whole squadrons, and, in many cases, entire wings-for substantial periods of time. This practice conflicted with many of the assumptions that underlay the "selected engagement" strategy implemented by the DoD in the early 1990s, which centered on small-force deployments to a myriad of potential trouble spots lacking in-place facilities and prepositioned support. The AEF concept featured blocks of resources-aircraft, personnel, and support systems-tailored to the needs of a theater commander in a particular situation.

(U) Perhaps the greatest drawback of Air Expeditionary Force operations was its tendency to split scarce resources between home and deployed locations. Small portions of units who participated in AEF operations not only took with them a disproportionate share of personnel and equipment, but also retained priority for their replacement as needed-often to the detriment of home station operations. While that portion of the unit remaining behind maintained enough resources to fulfill the requirements of its mission, it often lacked the material needed to mount an independent operation. One historian of AEF operations offered an example: "The forward portions of a standard model Air Expeditionary Force (6 F-15Cs, 6 F-15Es, 6 F-16Cs, and 6 F-16CJs) sent to the Gulf would consume parts of four different squadrons and leave as many as 72 combat aircraft on home fields unable to move forward for a contingency or Major Theater War." Not enough funding was available to resolve this dilemma through purchase of extra equipment and spare parts in theater, even those in which steady-state operations imposed a continuity of AEF deployments.[25]

(U) Another undesirable feature of the burden on a single MAJCOM, it increased that command's OPSTEMPO and PERSTEMPO problems, while doing nothing to help other commands wrestling with the same difficulties. In 1997 and into 1998, almost all deployed resources were drawn from the Air Combat Command as the Air Force's CONUS-based provider of fighter, bomber, reconnaissance, and battle management aircraft. Under the Air Expeditionary Forces deployment schedule, the three wings that ACC had designated as lead elements for AEF operations were required to furnish major support to two deployments per year in addition to no-notice contingencies, steady-state rotations and major training exercises.

(U) The result was an intensified, not a reduced, operations environment, with all the attendant displacements and stresses such a situation imposed on service members and their families. If it were truly to become a hallmark of USAF overseas operations well into the 21st century, the AEF concept would have to be broadened as well as defined, and extended to apply to all major components of the service. As it was, by early 1998, AEF had come to be seen in many quarters of the Air Force as nothing more than a scheduling tool for ACC- something the other commands might take slight notice of, if not ignore altogether.

(U) Such a basic and far-reaching change in service perception could succeed only if it received substantial interest and support at the very top of the Air Force's hierarchy. Until his resignation as Air Force Chief of Staff in September 1997, General Ronald Fogleman had helped foment a disposition to change. General Fogleman's greatest contribution to institutionalizing the AEF concept was to integrate it into official USAF doctrine via the newly established Air Force Doctrine Center at Maxwell AFB, Alabama. This effort culminated in the September 1998 publication of Air Force Doctrine Document (AFDD) 2, "Organization and Employment of Aerospace Power," which sought to adapt the AEF concept to field operations. Arguably, however, General Fogleman failed to raise AEF visibility to the point that it became recognized and accepted throughout the service. In fact, such visibility would largely elude his successor, although not for lack of effort or determination. A truly USAF-wide appreciation of a new expeditionary construct would require cultural and psychological changes that could be achieved only over time-a great deal of time.[26]

(U) The task of inaugurating this sweeping change fell largely to General Michael E. Ryan. As the most recent commander of USAFE and Allied Air Forces Central Europe, Ryan, formerly the TAC Director of Operations during DESERT STORM, had overseen expeditionary-type deployments in support of NORTHERN WATCH, Balkans peacekeeping operations, and humanitarian missions in Europe and Africa. He had come to appreciate the possibilities inherent in the Air Expeditionary Force concept. Thus when he assumed the post of USAF Chief of Staff (CSAF) in late October 1997, he was in a position to apply many of the tenets that underlay that concept to the farthest reaches of his service.

(U) For four months after succeeding General Fogleman, the new Chief of Staff shaped and refined his vision for the Air Force of the 21st century, which he saw as heavily involved in expeditionary operations. By February 1998, when the annual late-winter conference of senior Air Force leaders known as CORONA SOUTH was held, he unveiled plans for this vision, which he christened "expeditionary Aerospace Force," or eAF. Soon after the conference, the term was changed to "Expeditionary Air Force" (EAF, minus the lower-case "e"), although it later evolved into "Expeditionary Aerospace Force," while the organizational structure that would support the vision became known as the "Aerospace Expeditionary Force" (AEF). The recurring reference to "Aerospace" emphasized, as General Ryan phrased it "the seamless nature of the vertical dimension," air and space being inextricably entwined from a mission standpoint. (Ironically, the

man-made word would not survive General Ryan's tenure; by late in 2001, the older, more familiar term "Air and Space" would supersede it in USAF parlance.[27]

(U) At CORONA SOUTH, the new CSAF personally presented the briefing that introduced his senior subordinates to the expeditionary vision and the physical structure on which it was based. He released substantially the same information to the civilian community two days later, when he addressed the Air Force Association's (AFA) Air Warfare Symposium in Orlando, Florida. CORONA produced numerous important taskings. The Headquarters USAF Deputy Chief of Staff for Plans and Programs was directed to develop a methodology that captured the relevance of expeditionary capabilities, a means of integrating the EAF into future Air Force and national defense strategy, and organizational and strategic basing plans. Air Education and Training Command (AETC) was to incorporate the EAF vision into initial and refresher training and education programs as well as Air & Space Basic, professional military education (PME), and Air Force Institute of Technology (AFIT) courses. Officials of the Combat Air Forces (CAF) and Mobility Air Forces (MAF) were to propose methods for expeditionary training and packaging, including composite training, exercises, and inspections. Air Force Materiel Command (AFMC) was to pursue technologies and refine procurement methods to support expeditionary operations by making USAF forces lighter, leaner, more efficient, more effective, and more agile.

(U) Other CORONA SOUTH taskings related to organizational and structural issues. Three were assigned to CAF/MAF: developing an AEF concept of operations (CONOPS), an AEF contingency deployment CONOPS, and a CONOPS for AEF integration into operations plans (OPLANs, CINC OPLANS, and Time Phased Force Deployment Documents (TPFDDs). A fourth tasking went to Air Force Space Command (AFSPC): the enhancing of support for AEF units and the improvement of command and control (C2) and "Reachback" (i.e., CONUS-based supply of forward deployments) initiatives.

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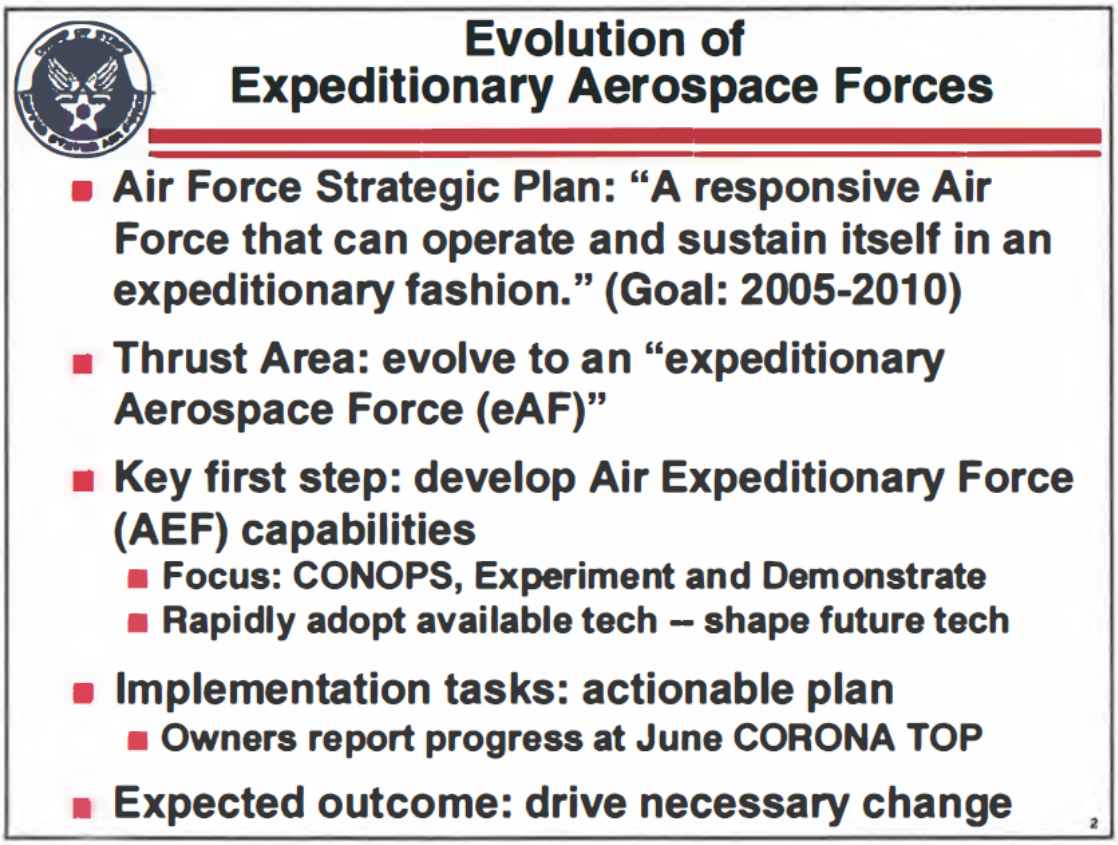
(U) Graphic 3-1: CORONA SOUTH eAF Tasks



(U) Source: Brfg (U), Gen M. E. Ryan, AF/CC, "Evolution of Expeditionary Aerospace Forces," Feb 1998.

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(U) A final tasking was the joint purview of two Headquarters USAF deputies, Installations & Logistics and Air and Space Operations: the development of an Agile Combat Support CONOPS for AEF, one that reduced the deployed forces' "footprint" and enhanced sustainment. Agile Combat Support was a relatively new concept for supplying and sustaining forward-deployed units. It allowed a deployed commander to pull specific resources from a supply system stretching back to the CONUS rather than push supplies forward in the manner of prepositioned facilities and supplies stockpiled in theater, a system that had prevailed since World War II. Integral features of Agile Combat Support included an integrated information system that could instantly locate required supplies, streamlined depot processes, and a rapid-delivery system that permitted "time-definite" scheduling.[28]

(U) It was when speaking to the AFA audience that the CSAF gave his most concise and yet most definitive description of EAF. Being expeditionary "means having a force that is fully capable of utilizing the unique aspects of air and space power- range, speed, flexibility and

precision- to their fullest capacity. Not where we live, but where we are needed. Not when we can, but when we must. It means having a force that is *light, lean, and lethal*… Most importantly, being expeditionary means having a force that is mentally prepared, procedurally sound, technologically advanced, appropriately organized, adequately supported and competently led." If that sounded like a definition of the Air Force as a whole, the similarity was intentional - in essence, Expeditionary Aerospace Force was the United States Air Force. At the time General Ryan spoke, this equation was mainly a mental construct. In time, it would become a physical reality.[29]

(U) SECTION 4: EARLY EAF PLANNING

(U) The top-priority tasks to emanate from CORONA SOUTH were to integrate Expeditionary Aerospace Force into the planning structure of the national defense strategy and develop organizational and strategic basing plans. To oversee this work, the USAF Deputy Chief of Staff (DCS) for Plans and Programs, Lieutenant General Lawrence P. Farrell, Jr., organized an integrated product team (IPT) consisting of representatives of several Plans and Programs directorates including Manpower, Strategic Planning, and Programs, as well as various offices within the DCS Air and Space Operations and the DCS Installations and Logistics. After lengthy review of applicable documents, the IPT concluded that, while EAF had already received emphasis in such critical documents as the USAF Strategic Plan and Air Force Posture Statement for 1998, it remained to be worked into such DoD planning guides as the National Military Strategy and Defense Planning Guidance and the DoD's Planning, Programming, and Budgeting System.[30]

(U) The IPT found organizational and basing planning a more difficult process, but in these areas it accomplished much of long-lasting importance. The critical portion of the work was carried on by two major figures in the Headquarters USAF Plans and Programs community, Brigadier General Joseph H. Wehrle, Jr., the Director of Programs, and Brigadier General Charles F. Wald, Director of Strategic Planning and Policy. With the assistance of several innovative and energetic action officers, Generals Wehrle and Wald developed a framework for expeditionary organization and operations that would characterize the AEF for years to come. In many respects, the meeting of their minds produced the single most important contribution in the process of giving physical form to a promising but embryonic vision.

(U) Sometimes, momentous events have mundane origins. The bulk of the planning that went into the AEF organizational construct occurred because a Saturday golf outing was rained out. On 21 March, Generals Wehrle and Wald made the most of the recreational postponement by closeting themselves in a basement room of the DCS Plans and Programs wing at the Pentagon and hashing out various organizational schemes.[31]

(U) The ad hoc planning conference was the outgrowth of a meeting held two weeks earlier in General Farrell's office, in which General Ryan detailed to several DCS/Plans and Programs directors some of the themes he had outlined during the recent CORONA briefings. Of paramount concern to the Chief of Staff was the Air Force's onerous steady-state deployment schedule, as exemplified by such operations as OSW and ONW. This schedule, General Ryan stressed, was seriously hampering Air Force retention and recruiting. Something had to be done to standardize and rationalize deployment schedules, thereby reducing the service's OPSTEMPO and PERSTEMPO problems. The alternative was that the Air Force would suffer unacceptable manpower losses that would degrade its ability to fulfill its assigned missions.[32]

(U) Force restructuring had been a major interest of both Generals Wehrle and Wald for some years. With Wehrle, it had begun in 1996 during CAPSTONE, the DoD's flag and general officer orientation program; at that time he had discussed his concerns with two other CAPSTONE "fellows," General Wald and Brigadier General W. H. Weaver, the latter of the Air National Guard. During CAPSTONE, the newly minted commanders had visited several Army, Navy, and Air Force installations including Pope AFB, North Carolina, and the home of a major A-10 wing. General Wehrle had been struck by the impression that Pope's active duty "Warthog" unit was always away on some deployment, while the local Air National Guard and Reserve units employed their A-10s only on training missions. Wehrle never forgot the operational imbalance he had observed at Pope and later at other bases, especially those that housed Low-Density, High-Demand (LD/HD) assets. He could only imagine the impact such an imbalance would have on the professional and off-duty lives of the personnel who operated and maintained those weapon systems.

(U) On 21 March, he and General Wald spent several hours trying to inject operational predictability and stability into Air Force operations, while also enhancing force presentation to theater commanders. They began by determining how long standard overseas deployments should last; they decided on a 120-day rotational schedule. They then attempted to determine how many and what mix of forces should be part of an AEF force package, how many personnel should deploy with each AEF, and how many should be left at home station to supply contingency support to the deployed units.

(U) One of their early decisions was that the annual deployment structure should consist of approximately eight Aerospace Expeditionary Forces. When they scrutinized the implications of such a schedule, however, they realized that it would force the same Air Force people to deploy at the same time in each year, including during the same holiday seasons. They then posited a total of nine and a half AEFs--a number stemming from their uncertainty that enough manpower was available to stock the more desirable total of ten.

(U) Naturally enough, at the outset, Generals Wehrle and Wald were concerned with planning expeditionary rotations for the Combat Air Forces. As their planning session progressed, however, they realized that the structure they were proposing could be applied to the service as a whole, producing a "composite Air Force" somewhat on the model of the Air Force's composite wing organization. Then they began to factor into their computations Air National Guard and Air Force Reserve Command units and to determine how to combat-code the aircraft for inclusion in the AEF.[33]

(U) One result of the impromptu Saturday conference was an Air Force structure based on AEFs, rather than those traditional components known as Fighter Wing Equivalents (FWEs). This new approach would pay dividends when future budgetary and procurement decisions were made. As Brigadier General Allen G. Peck, later commander of the AEF Center at Langley AFB, would

observe, the common perception in the DoD community was that the U.S. Navy had a more viable, more defensible procurement strategy than the other armed forces. This strategy revolved around the sea service's reliance on Carrier Battle Groups, which not only commanded the attention and respect of Congress but were not amenable to being fragmented for budgetary purposes. (In contrast, government budget planners frequently proposed to USAF officials force reductions in terms of fractions of Fighter Wing Equivalents- "one-half of an FWE here, one-third of an FWE there," in General Peck's words.) The use of AEFs as a force structure benchmark might help alleviate the Air Force's "carrier battle group envy."[34]

(U) The plans that Generals Wehrle and Wald developed in concert with the other members of their IPT took on more definite shape over the next month. Some days after the 21 March planning session, the plans the generals had hashed out were committed to paper in the form of a drawing, the first to document what was still known as the "eAF vision." The various elements of this first drafting highlighted the embryonic nature of the concept. It depicted six (not nine and a half, or 10) Aerospace Expeditionary Forces, each maintaining a 120-day rotational schedule, devoted to support of ONW and OSW, and deploying 300-400 personnel drawn from a mix of active duty, Guard, and Reserve units and bases. The proposal also outlined five Rapid Deployment Forces, assigned to support pop-up contingencies on twelve hours' notification, also within a 120-day window of vulnerability.[35]

(U) While some of its elements would change as projections were refined and assumptions reconsidered, this early model provided a telling assessment of the strengths and drawbacks of the new vision. By proposing a 120-day vulnerability period, the concept ensured a 245-day "safe zone" for USAF personnel. The result would be the predictability afforded by a predetermined schedule not only for those persons who would deploy but also for those who would remain on home station, where the workload would "ramp down" as soon as the deployment occurred. The total force nature of the concept would result not only in "tempo sharing" but also in cost savings- or rather, in a more equitable allocation of deployment costs.

(U) In these early working sessions, General Wehrle did not hesitate to address the possible shortfalls of the concept he and General Wald had developed. These included the employment of low-density resources and critically manned Air Force Specialty Codes (AFSCs) to meet deployment needs, the occasional unavailability of ANG and AFRC components, and the potential for "safe zone creep," caused by extra requirements that reduced the time in which personnel were not eligible to deploy. In early April, Wehrle and Wald briefed an early version of their proposal ("Evolving to an Expeditionary Aerospace Force- the Next Air Force Ethos") to General Farrell at the Pentagon. After obtaining his tentative approval, the two generals presented their plan to representatives of the Air National Guard and Air Force Reserve Command whose "buy in" would be critical to achieving the widest application of the planners' labors.[36]

(U) By the time of their 2 April briefing to General Farrell, Wehrle and Wald had refined some of their projections, including a force structure of ten Aerospace Expeditionary Forces for planning purposes and a 90-day rotation for some of those units committed to steady-state missions. AEFs 1 through 4 would be devoted to OSW, each would consist of 96 aircraft serving 90-day rotations. AEFs 5 through 7, each made up of 42 aircraft, would pull 120-day deployments in support of ONW. The last three AEFs, which included CONUS-based bombers on alert, would be on call for 120 days to support pop-up contingencies. One active duty base (designated as a "warm base") would be designated to supply a lead unit to coordinate deployment and training operations for each AEF. As originally conceived, each AEF would contain only fighters and bombers, although various types of support aircraft, including LD/HD assets, would be available for augmentation. [37]

(U) General Farrell approved the briefing and over subsequent weeks it was given to General Ryan, ANG and AFRC officials, and MAJCOM commanders including General Richard E. Hawley, the ACC commander. The Chief of Staff made the most notable contributions to the briefing, especially in the area of organizational structure and rotational length. He opted for a more equitable distribution of aircraft and personnel among the AEFs and decreed that all deployments should be no longer than 90 days. Such changes would go far toward easing the OPSTEMPO and PERSTEMPO burdens that the CSAF considered among the most serious problems his service faced.

(U) Not all of the changes called for by General Ryan could be followed with exactitude. For one thing, airframes could not be precisely divided among units-some AEFs would have more or fewer assets than others. Even so, the next versions of the AEF structure briefing reflected the CSAF's thinking in many areas. All AEFs would deploy for 90 days and would do so in pairs, to cover both of the No-Fly Zones in Iraq. Other steady-state missions, such as those over Bosnia, would be the responsibility of USAFE and PACAF-the forces assigned to these operations would not be considered part of any AEF. The revised plan called for non-AEF air defense units to support the drug interdiction mission assigned to U.S. Southern Command.

(U) Another major feature of the plan as revised by General Ryan was its 15-month deployment schedule. Each AEF would be subject to deployment once during that period, after which each pair of units would switch deployment areas, thus evening on- call responsibilities and broadening the experience base. The AEF "life cycle" would consist of four well-defined components: a three-month vulnerability window, during which personnel would either deploy or stand ready to do so; a brief stand-down, when personnel rested from their deployment obligations and tended to unfinished business, both professional and personal; a reconstitution period for training and maintenance purposes, embracing such events as composite force exercises and equipment inspections; and a deployment preparation period, in which personnel would receive Area of Responsibility (AOR) Training.[38]

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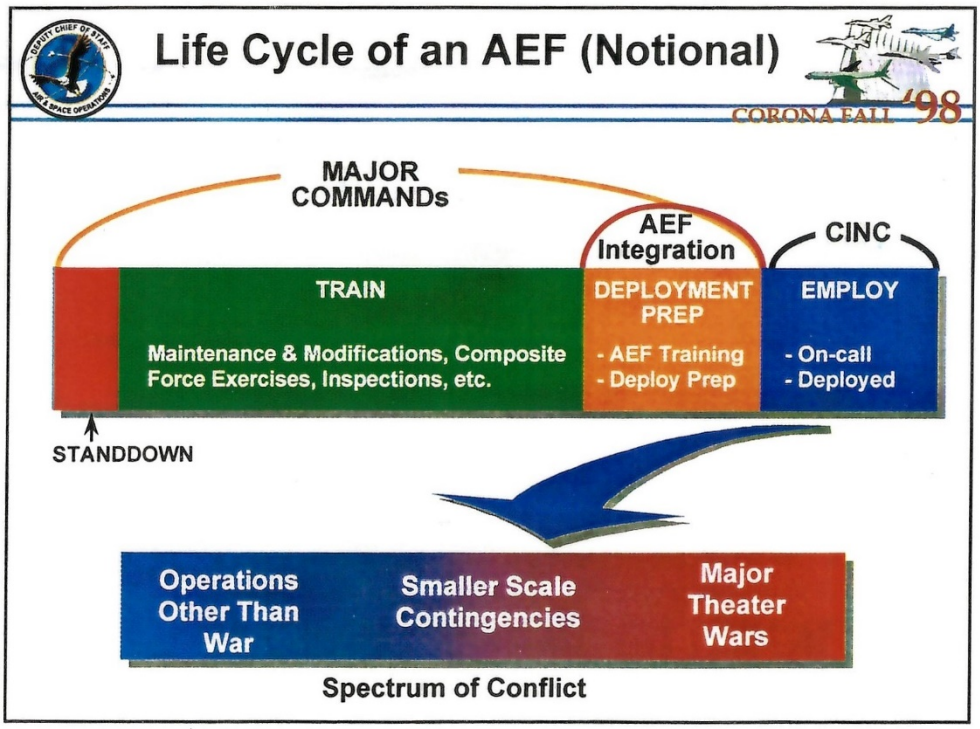
(U) Graphic 4-1: AEF Life Cycle



(U) Source: Brfg (U), Maj Gen D. G. Cook, AF/XOP, "Evolving to an Expeditionary Aerospace Force: Concepts and Implementation," 9 Oct 1998.

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(U) In addition to injecting a sense of predictability and stability to the lives of Air Force men and women, the AEF lifecycle virtually ensured that personnel would spend no more than 120 days on TDY annually, a period that encompassed not only contingency deployments but also travel to participate in exercises and attend conferences (it did not include Professional Military Education [PME] or AETC training programs). This guarantee would prove to be a major factor in easing recruiting and retention problems.

(U) From the outset, there was a question whether pairs of AEFs would prove sufficient to handle pop-up contingencies of unanticipated size. Each deployed AEF included a reserve capability for such crises, while maintaining a force of on-call fighters and bombers in the CONUS for short-notice employment as needed. If a contingency proved to be of such magnitude that two AEFs were insufficient to meet it, the AEF designated to deploy next would be added to the AOR. As ACC planners put it, an AEF task force "can be sized depending on the level of conflict and the desired political and military objectives." Theoretically, at least, enough AEFs were available to handle any crisis short of Major Theater War (MTW), at which point additional deployable units could be formed from the emergency call-up of Guardsmen and Reservists.[39]

(U) Between May and September 1998, the EAF Integrated Product Team, working closely with General Ryan and MAJCOM commanders, resolved many of the lingering questions that had to be addressed before the Air Force could publicly announce implementation of the Expeditionary Aerospace Force concept. One of the most pressing needs was to systematize expeditionary combat support (ECS). The IPT developed a plan under which each AEF would deploy to two existing bases, where a full range of support facilities were in place, and two bare-base locations. Planners determined that each existing base would require 1,000 support personnel and each fixed location 300, meaning that 5,200 would be needed to support each pair of AEFs sent overseas. As promised, the Guard and Reserve would contribute 10 percent of this total, leaving the active duty force to fill 4,680 billets per AEF deployment. Under this system, the Air Force would have to backfill an equal number of people to handle the workload left behind by those who deployed.

(U) The IPT devised a number of options for supporting the required number of deployed personnel. These options – which called for consolidating AEF support personnel on a single base, drawing them from the 10 installations designated as AEF Lead Bases, or taking them from all 29 bases earmarked to supply AEF operational personnel--had apparent advantages and potential drawbacks. In the end, General Ryan rejected every option in favor of a hybrid approach. Because some support functions performed best in coherent teams while others could be deployed as individuals, some AEF support personnel would be consolidated at the Lead Bases, while others would deploy individually from all 29 AEF bases. The Chief of Staff also considered ways of handling the backfill problem. He noted that the reserve components had pledged to fill 2 percent of the CONUS-based billets. A combination of actions would be applied to the remaining 98 percent: outsourcing, privatization, and/or headquarters consolidations or reductions.[40]

(U) Although General Ryan expressed concern that some MAJCOMs whose support would be critically needed, especially Air Mobility Command, had yet to be brought into the EAF planning process, at least one major command expressed qualified support for that process. Reacting to a briefing from the IPT early in May, General Hawley (“a brilliant man,” whose innovative thinking “lit up every dark room” as one expeditionary scheduler described him), saw value in the core elements of the AEF concept, especially its presentation of forces and rotation schedule, while calling for greater input from theater commanders and the Office of the Secretary of Defense. He was concerned, however, that he would find it difficult to field 10 AEFs possessing roughly equal capabilities. And he wondered aloud if the concept as briefed would break a recent promise by USAF leadership that ACC pilots would spend no more than 45 overseas TDY days annually.[41]

(U) The development of the AEF concept had progressed to the point that it provided the majority of the agenda at CORONA TOP, 17-19 June 1998. Air Staff and MAJCOM planners gave a series of briefings on various aspects of the planning process, including two briefings by General Farrell and the Headquarters USAF Plans & Programs staff. These briefings set the stage

for final preparations prior to Expeditionary Aerospace Force implementation. The senior leadership conference -the sixth of General Ryan's tenure as CSAF- produced a flurry of new taskings, one block of which was assigned to Headquarters Air Combat Command. ACC planners were directed to develop a Global Expeditionary Aerospace Policy and, through use of that policy, a process for identifying the composition of future AEF units as well as for scheduling their deployments. These tasks would be assigned, in turn, to the staff of an EAF coordinating and supervisory function that would be established at command headquarters on Langley AFB, and that would soon become known as the AEF Management Staff (AMS).[42]

(U) The timelines set out in ACC's tasking promised a rather hectic inaugural period for the supervisory organization at Langley. The 1 October 1999date set for the standup of ten Aerospace Expeditionary Forces and two Aerospace Expeditionary Wings was only six months after the scheduled opening of the AMS. During that brief interval, an embryonic staff of EAF planners would attempt to implement a plethora of structural, cultural, and organizational reforms emanating from General Ryan's vision of the Air Force's future. This task, daunting in and of itself, would be made even more difficult by the dearth of guidance from on high: the two O-7s assigned to direct AMS operations would not report for duty until late June or early July. But there was no help for it--the new staff would begin operation as scheduled. Its people would do the best they could with the resources at their disposal, however limited these would prove to be initially.[43]

(U) SECTION 5: ORIGINS OF THE AEROSPACE EXPEDITIONARY FORCE CENTER

(U) On 4 August 1998, having briefed the ongoing concept development to the Secretary of Defense, the Chairman of the Joint Chiefs of Staff, and the theater commanders who would benefit most directly from EAF, General Ryan and Acting Secretary of the Air Force F. Whitten Peters joined in a public announcement of their plans to implement EAF throughout the service. The heart of their announcement was a date of 1 October 1999 for the start of the first AEF deployment.

(U) Secretary Peters set the background for the new force by explaining that "during the Cold War, the Air Force was a garrison force focused on containment and operating as wings primarily out of fixed bases in the United States, Europe and the Pacific. Over the last decade we have closed many of those fixed bases and our operations have increasingly focused on contingency operations in which selected squadrons deploy from the United States, the Pacific or Europe to forward bare bases for the duration of the mission. As we have responded to contingencies around the globe, we have selected units to deploy on an ad hoc basis, and we have plugged these units into command and control structures that have been unique for each operation. Recently we have also been experimenting with moving a large integrated force of fighter and bomber aircraft into a foreign theater as a unit with integrated command and control to give an area CINC the ability to put large, sustained firepower onto targets within 72 hours of an execute order. We have called these forces air expeditionary forces or AEFs. Today we are announcing the next logical step in organizing and training the Air Force to respond to contingencies... our experience with AEFs has convinced us that such forces are a far superior way to respond to crises and that we should move forward from ad hoc forces and command and control structures we have used in the past."[44]

(U) Secretary Peters then detailed the key features of the AEF structure: "First, in our notional planning, each AEF will be on call to handle contingency operations for a 90 day period every 15 months. On average, two AEFs will be on call at any one time. Second, each AEF will train as it will fight, with its active, Reserve, and Guard units all training together using integrated command and control provided by a lead wing plus command elements from constituent units. Importantly, AEF units will train for deployment together in exercises like Red Flag. Third, each AEF will be specifically tailored to a particular contingency in support of our warfighting CINCs, enabling our air forces to be lighter, leaner, and more lethal than ever before."[45]

(U) Peters recognized that considerable planning remained to be done before the envisioned 12 AEF units – ten Aerospace Expeditionary Forces and two Aerospace Expeditionary Wings (AEWs) – entered upon their deployment schedules. Nevertheless, he stressed that the USAF was committed to fielding the force as the cornerstone of its operational response to the challenges of the post-Cold War world, and as a means of improving the working conditions of

airmen in the CONUS and abroad: "By cutting OPTEMPO and work demands at home and by providing a more stable and predictable schedule, we hope to reduce the number one complaint we hear from our forces-we are deploying them too often on too little notice and are working them too hard when they're at home filling in for others who have deployed."[46]

(U) Little more than a week after the announcement was made, an EAF organizational structure began to take shape. On 13 August 1998 General Ryan directed that a Directorate of Expeditionary Aerospace Force Implementation (AF/XOPE) be established within the Headquarters USAF Directorate of Air and Space Operations. That same day, Major General Donald G. Cook, Twentieth Air Force commander, was announced as head of the new office. The directorate would consist of four divisions, embracing War & Mobilization Plans, Regional Plans & Issues (both offices predated the organization, being transferred from the USAF Directorate of Operations and Training), Strategy & Doctrine Concepts (a transferee from the Directorate of Command and Control), and EAF Implementation.

(U) The last-named office had the mission of implementing the EAF construct by developing applicable policies and guidelines. More specifically, it was charged with drawing up, among other documents, an AEF Master Implementation Plan, a Global EAF Policy, and an EAF Air Force Instruction (AFI). The directorate, which consisted of a cross-section of USAF functions and capabilities drawn from many comers of the Air Staff, would have a limited life, being designed to cease functioning by January 2000. This "sundown clause" imposed on the members not only limitations but also a sense of urgency that would enhance their ability to focus on the work at hand and to attack it in the most efficient manner.[47]

(U) Efforts toward implementing the AEF concept were also proceeding at the MAJCOM level. Air Combat Command convened an EAF implementation conference to address the subject of a global EAF force policy. Such a policy would help identify future EAF combat and support force structure and prepare the initial 15-month AEF deployment schedule. In the end, however, the conferees determined that it would be premature to develop a global force policy, given the lack of a formal document defining the composition and capabilities of a typical Aerospace Expeditionary Force. In time, the Air Force decided to defer policy development, although ACC proceeded with the task of creating and assembling the first round of AEFs.[48]

(U) That task proved to be complicated and difficult, primarily because of the perceived lack of suitable AEF component material. By late September, after extensive study of the subject by the Headquarters ACC staff, General Hawley concluded that, at least in the short term, the command lacked the forces to field a force of 10 Aerospace Expeditionary Forces of roughly equal capabilities, especially units equipped to support the mission known as Suppression of Enemy Air Defenses, or SEAD. Additional SEAD units could be created- the most logical method was the conversion of Precision Guided Munitions (PGM) aircraft or other F-16 assets--but the process would take time; additionally, some existing SEAD units would have to be augmented. (In the end,

the shift to 10 + 2 was achieved by transitioning F-16s previously dedicated strictly to Close Air Support [CAS] to a more accurate designation of the weapon system as a multi-role aircraft, thus freeing up force structure for the needed expansion.)

(U) Until the expansion could be effected, ACC proposed a "9 + 1" force, consisting of nine AEFs dedicated to supporting existing expeditionary operations such as ONW and OSW, plus a single on-call force package capable of handling pop-up contingencies. The nine would deploy for 90 days at a time over a period of thirteen and a half months rather than the 15-month schedule called for under the EAF construct. ACC planners proposed a number of inventive, interim solutions. One of the most attractive called for tasking two 24-PMAI (Primary Military Aircraft Inventory) squadrons, plus the 157th Fighter Squadron, an Air National Guard unit, along with those newly redesignated multi-role F-16s, to support the 270-day vulnerability period. The 157th would be augmented with Block-30 HARM (High-Speed Anti-Radiation Missile) aircraft to support AEF contingency tasking.[49]

(U) The perceived shortage of SEAD-capable forces was not the only factor behind General Hawley's proposal. He also believed his command lacked the split-operations capability that USAF planners had designated as the "Stacked 10" Concept. Air Staff theorists posited a double mission for the proposed AEFs, covering not only a scheduled, small-scale contingency but also a no-notice deployment in event of an unanticipated crisis. Under this scenario, a single F-15C squadron might be tasked to send 12 aircraft to support SOUTHERN WATCH, while deploying six aircraft to Keflavik, Iceland.

(U) The prospect of supporting operations at two forward bases at the same time would exacerbate the PERSTEMPO problem the AEF concept had been designed to ameliorate. This was especially the case with the 366th Wing, a composite unit whose mix of aircraft and support equipment made it difficult to deploy-- as the Stack 10 concept might require of an AEF unit--at less than squadron strength. Instead, General Hawley considered the 366th a prime candidate for one of the two on-call forces that would back up the nine AEFs.[50]

(U) Initially, General Ryan appeared not to understand Hawley's concern over the split-operations concept. As the CSAF commented, split-operations was something "we do ... today" throughout the Air Force. Yet General Hawley foresaw situations in which the demands imposed by split-operations would overtax his command, preventing it from fully supporting two theater commanders simultaneously. Headquarters ACC wondered if the solution was simply to be forthcoming about the finite nature of resources. As command logisticians observed, "AF presentation of forces may dictate not calling it split ops (as this connotes equal capability), but calling it 'large pkg' and 'small pkg' taskings. If a unit can be split with the stay-behind 'on-call' piece having a lesser capability, we [should] advertise it that way. Some felt our steady state taskings were not flying at WMP [War Mobilization Plan] 5 rates anyway, so let's size them and label them to reflect what they are doing." Other planners believed the service need not assume a

requirement for split-operations: “Rather ...AF can assume that first priority is to carve out the AEW On-call, and use remaining forces to deploy forward for steady state operations.”[51]

(U) General Hawley briefed his 9 + 1 plan of AEF operations to General Ryan and other senior USAF leaders at CORONA FALL, held at Colorado Springs, Colorado, from 6 to 9 October 1998. At that high-level gathering, the ACC commander laid out the roles, relationships, and lines of authority that would accompany implementation of the EAF construct. The attendees approved his 9 + 1 plan, but they directed the Division of AEF Implementation to devise methods of overcoming the resource shortfalls that prevented creation of a 10-AEF force. One such method would be the formation of a new SEAD-capable squadron, a task assigned to the Headquarters USAF DCS for Plans and Programs.[52]

(U) Within a month of approving the 9 + 1 plan, General Ryan had second thoughts about instituting it. The CSAF continued to believe that split-operations were feasible even given the pressing constraints on USAF resources and end strength. An Air Staff study, which General Ryan commissioned, upheld ACC’s findings that to supply two forward locations with enough expeditionary forces, a typical squadron would be forced to gut the other squadrons in its wing of mission-capable aircraft, while also depleting the wing’s unified maintenance and repair facilities. To make split-operations a reality, the Air Staff determined, expeditionary forces required a prohibitive amount of additional manpower and equipment.[53]

(U) Eventually, Generals Ryan and Hawley and their staffs came up with a new scheme that appeared to solve, or at least reduce, the split-operations dilemma. Known at first as the “10 + 1 Plan” and later the “10 + 2 Structure,” it provided for 10 AEFs to deploy (or stand ready to deploy) for 90 days out of every 15 months in support of steady-state operations such as those in Iraq, Panama, and Bosnia. The “2” in the title referred to a pair of so-called Aerospace Expeditionary Wings (AEWs) intended to handle short-notice contingencies and emergency operations such as might arise in Kosovo or Southwest Asia. The driving force behind this concept was the 15-month life cycle, which had been a CSAF objective since the earliest days of EAF planning. A cycle of this length included a 12-month interval between the close of one vulnerability period and the start of the next period. The time factor was critical to the ability to integrate Guard and Reserve components into the EAF construct.[54]

(U) Theoretically, the AEWs would be liable to deploy several times throughout the 15-month cycle while the AEFs were susceptible to a single deployment. In all likelihood, however, the wings would go overseas no more than 90 days, and probably less than that, per year. It was quickly determined that the 366th Wing, as well as the 4th Fighter Wing at Seymour Johnson, AFB, North Carolina, should assume the on-call wing mission for as long as necessary. General Ryan believed that eventually the Air Force would field a true “Stacked Ten” force--10 AEFs capable of supporting both fixed and pop-up contingencies, thus obviating the necessity of deploying AEWs. ACC planners believed that a great deal of backfilling and basing planning

would be required to implement the 10 + 2 concept, which for months after CORONA FALL they continued to regard as "a draft idea." Eventually, however, they came to consider the concept an integral feature of 21st century Air Force operations, and they worked diligently to make it a reality.[55]

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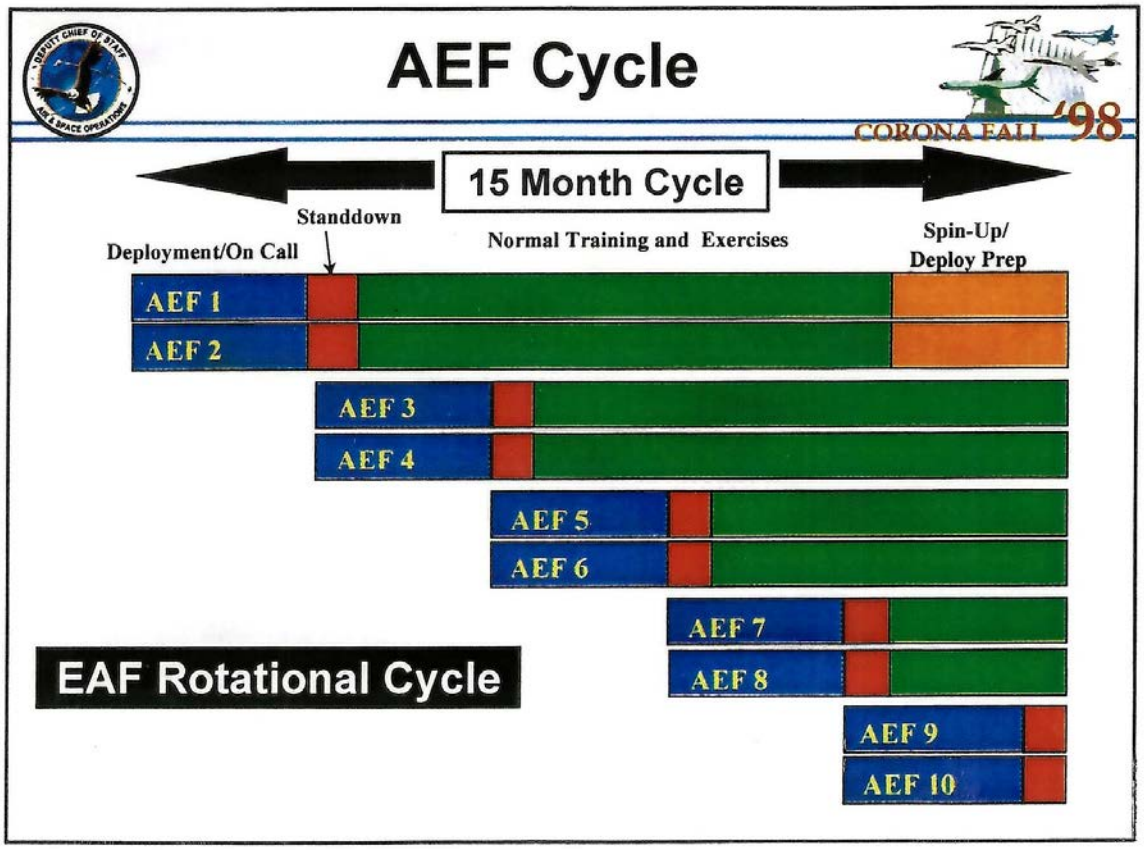
(U) Graphic 5-1: Stacked Ten AEF Employment Concept



(U) Source: Brfg (U), Maj Gen D. G. Cook, AF/XOP, "Evolving to an Expeditionary Aerospace Force: Concepts and Implementation," 9 Oct 1998.

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(U) By all indications, other Air Force components would take at least as long, if not longer, to accept the vision of Generals Ryan and Hawley. Colonel James Kippert, formerly of the Headquarters ACC Personnel Readiness Division (ACC/DPW) had been assigned the lead in developing an ECS scheduling process. One month after CORONA FALL, Kippert, who had written the personnel portion of the ACC Commander's (COMACC's) CORONA briefing, gave a shorter version of the same presentation to Air Staff representatives, some of whom had not been present at Colorado Springs. Given the widespread dissemination of the CORONA proceedings, Kippert believed his briefing would be a perfunctory affair; thus he was surprised by the skeptical, if not downright hostile, reaction it provoked. His audience seemed especially resistant to the basic

premise that, to be fully effective, the EAF construct had to be made to fit across the entire spectrum of the Air Force.

(U) The mood did not seem to improve over time. A later, more detailed briefing on the same subject that Kippert presented to the same audience received an even more heated reception (he characterized the dominant response as "outrage.") Many senior leaders refused to acknowledge that the colonel was merely elaborating on the concepts that General Ryan had introduced at Colorado Springs. It was during these briefings--if not earlier--that Kippert came to see that some senior leaders considered the "Air Force of Today and Tomorrow" an Air Force for today only. They viewed EAF as an ephemeral program on the order of Quality Air Force, a management/product- enhancement philosophy vigorously promoted by the USAF leadership in the 1990s but which had not survived high-level personnel turnovers.[56]

(U) A major reason for this short-sighted view of EAF was the perception, in some quarters of the service, that the concept was a MAJCOM initiative and thus not applicable USAF-wide. If not spawned at CORONA FALL, this view was strengthened by one result of the conference, General Ryan's acceptance of General Hawley's proposal to assign overall management of AEF scheduling and operations to Air Combat Command. This seemed a logical move in view of the fact that ACC would supply the majority of the units that formed each AEF (the others would be contributed by the Pacific Air Forces, USAFE, and Air Mobility Command). General Hawley's proposal was especially attractive because he agreed to provide the management function with suitable facilities at Langley AFB and to staff it with billets taken "out of the hide" of his command.[57]

(U) The result of COMACC's initiative was a management organization at Langley initially known as the AEF Core Training Staff. As one of the senior officers of the organization put it, the name connoted "a core staff to coordinate units' spin up lay out templates of training. The AEF Core Training [Staff] team was going to provide assistance in various areas of operations and agile combat support in theater –specific areas." In brief time, however, the name "AEF Management Staff" (AMS) was adopted and a Unit Manning Document was put together. By January 1999, 100 manpower spaces were projected for the AMS, most of them made available through reductions and transfers within Headquarters ACC.[58]

(U) The people to fill these slots would be drawn from all comers of the Air Force, mainly those with CAF experience. The majority would be USAF airmen and officers, with a smattering of DoD civilians and contractor employees, many of whom had active duty experience. In time, many positions would be filled with civilian employees supplied by various outside contractors. It took considerable time, however, to identify the right people- officers and airmen with the requisite training, experience, and mindset- for the right jobs. For several months, as personnel trickled into the organization, those already in place found themselves tasked with a multitude of duties, ranging from the operationally critical to the mundane and menial.

(U) Major Clayton J. Wisniewski, a member of the first contingent of full-time personnel to come on board at the AMS in the spring of 1999, noted jocularly that "for a while it felt like I was a one-man band, clapping by myself." In time, however, the people needed to make the AMS an effective instrument in scheduling, planning, and monitoring expeditionary operations came on board. A large percentage of these people proved to be not only dedicated to their new jobs but also flexible, versatile, and accommodating. Major Wisniewski applauded these characteristics, shared by so many of his early-arriving colleagues: "The interesting thing about people is that you hire them to do what you think is one thing, and they do ten things besides that, which really makes the difference in the success of any fledgling institution… Regardless of what specialty they came here to do, we used them to do everything, starting with scraping the sign off the door and painting the new words, AEF Management Staff up there." While one action officer was repainting signage, another "was out there pulling weeds out of the flower beds before General LaFountaine [Brig Gen Edward L. LaFountaine] arrived at the end of June. And [others were] sandbagging for the hurricanes when we had to evacuate."[59]

(U) The sandbagging operation assumed a critical importance on more than one occasion during the AMS's first weeks of operation. As Major Wisniewski observed, the staff's new home in Langley's Building 621 lay only a few hundred feet from the waters of the Back River, a Chesapeake Bay tributary that bordered the installation. The parcel of land where it sat was so low-lying that the staff had the uncomfortable feeling that "with the first true hurricane that comes through the area, the AEF Center could be history!" Added to that, periods of rising high water in the spring of 1999 also threatened the facility well before the start of hurricane season. At the outset, only a handful of the nascent staff's members were available for sandbagging duty; but within a few more weeks more bodies were on hand to help perform emergency duties of that sort. Additional space within the facility became available in a phased schedule as the AMS team grew to accommodate renovated warehouse space as additional funding became available.[60]

(U) In addition to physical stability, articulating and disseminating the operational concepts that would guide the AMS was a matter of immediate concern. These concepts had been outlined by General Cook, who at CORONA FALL had briefed the service hierarchy on "Evolving to an Expeditionary Air Force." Based on his position as the Director of EAF Implementation, Cook began by noting that four key documents provided the conceptual foundation for expeditionary operations: the President's National Security Strategy, the National Military Strategy, the Defense Planning Guidance, and the report of the Quadrennial defense Review. As each of these documents stressed, the EAF construct was shaped by the volatile international environment, the need to respond to a full spectrum of crises- from minor contingencies and humanitarian relief operations (HUMRO) to Major Theater War (MTW)- and the absolute necessity of preparing now to cope with a future characterized by military, political and economic uncertainties. Taken as a whole, the four documents emphasized a need for agile military forces that could respond rapidly to crises anywhere on the globe and anywhere on the full spectrum of conflict.[61]

(U) The key documents had led to the development of several joint and service think pieces, beginning with "Joint Vision 2010." This document emphasized the need for full-spectrum military dominance based on four operational concepts (Dominant Maneuver, Precision Engagement, Full-dimensional Protection, and Focused Logistics) that, if properly adhered to, would enable U. S. forces to achieve a required level of success in any operational scenario. Using Joint Vision 2010 as a base, USAF planners had expanded the document's concept of aerospace power into "Global Engagement: A Vision for the 21st Century Air Force." This service-specific vision described their USAF in terms of its Core Competencies, those unique areas of expertise that contributed to the national defense: air and space superiority, precision engagement, global attack, rapid global mobility, agile combat support, and intelligence-gathering superiority.

(U) Both of these documents defined the changing military paradigm that had helped bring the EAF into existence. In the wake of the collapse of the Soviet Union, the USAF had transformed itself from a Cold War force focused on containing a single major threat to a 21st-century service focused on engagement. The rather abrupt transition from a garrison-state strategy reliant on forward basing and robust manning to a greatly reduced force structure, austere operating locations, integrated force protection, and agile logistics principles had made an expeditionary mentality a dire necessity. By adopting it, the Air Force could evolve in a way that met national needs, ensured the effectiveness of joint operations, and leveraged (i.e., made maximum use of) the service's strengths and capabilities. In essence, EAF was the Air Force's unifying concept for a wide range of worldwide tasks and commitments.[62]

(U) SECTION 6: AEF MANAGEMENT STAFF ORGANIZATION

(U) Another subject of immediate concern was the structure the AEF Management Staff would assume. Numerous organizational schemes and "right-sizing" plans had already been developed. Some had been presented at CORONA FALL 1998; others had been developed as point papers for the conference but never briefed there. All were designed to attain certain specific goals: to refine the duties and responsibilities of the Staff, to determine the most efficient division of labor, to achieve maximum operational flexibility (a dire necessity in any organization whose mission was being built from the ground up), and to identify and publicize the staff's products.

(U) The new center had to incorporate many mission dimensions. These included overseeing AEF planning, presentation, scheduling, employment, and management. Other branches of the organization were needed to conduct analyses, develop lessons learned, and supervise training, finances, and outreach programs.

(U) At an early date, planners developed requirements for eight so-called "cells." A Scheduling Cell would incorporate the development of Time Phased Force Deployment Data (TPFDD), the Deployment Requirement Mobility Document (DRMD), mobility status reports, unit schedules, Unit Type Code (UTC) availability documents, and swap out flow plans and timelines, while also supervising sourcing conferences. A Continuity/Training Template Cell would oversee deployment checklists, Internet managers, crosstalk publications, site surveys, Area of Responsibility (AOR) orientations, and other, similar issues. A Readiness Cell would monitor Status of Reporting Tools (SORTS) and Non-SORTS issues. An Analysis/Lessons Learned Cell would track AEF force comparisons, statistics and measurements, Mission Capable (MC) rates, sortie counts, and personnel numbers. An In-House Training Cell would manage newcomer orientations, monitor experience levels, and coordinate group travel. A Comptroller/Resources Cell would monitor budget matters, Center manning, security, and command and control support. A Publicity/Outreach Cell would build briefings, speeches, articles, video presentations, and various Public Affairs publications. Finally, a Plans and Policy Cell would monitor applicable Air Force and DoD Instructions and policies that had a bearing on AEF operations.[63]

(U) Months of planning at Air Staff and MAJCOM levels were necessary to incorporate each of these functions into an overall structure. Over time, no fewer than six organizational options were developed; with notional manpower figures ranging from about 150 officers, airmen, and civilians to more than 200. The structure that evolved from this effort featured three main components, inside each of which various mission elements were clustered: a Blue Team, a Silver Team, and a Support Division, all aligned under the ACC Director of Aerospace Operations (at that time known as ACC/XO). The Blue and Silver Teams-officially, Detachments 2 and 3 to Headquarters Air Combat Command--were designed to manage simultaneously the two AEFs that would be on call at any given time in the expeditionary deployment schedule. As originally

constituted, each 50-person team consisted of a Director with the rank of O-7, an O-6 deputy, an Air Force Reserve Command advisor (and, in the case of the Blue Team, an ANG advisor), as well as Operations Preparation and Combat Support Preparation staffs.[64]

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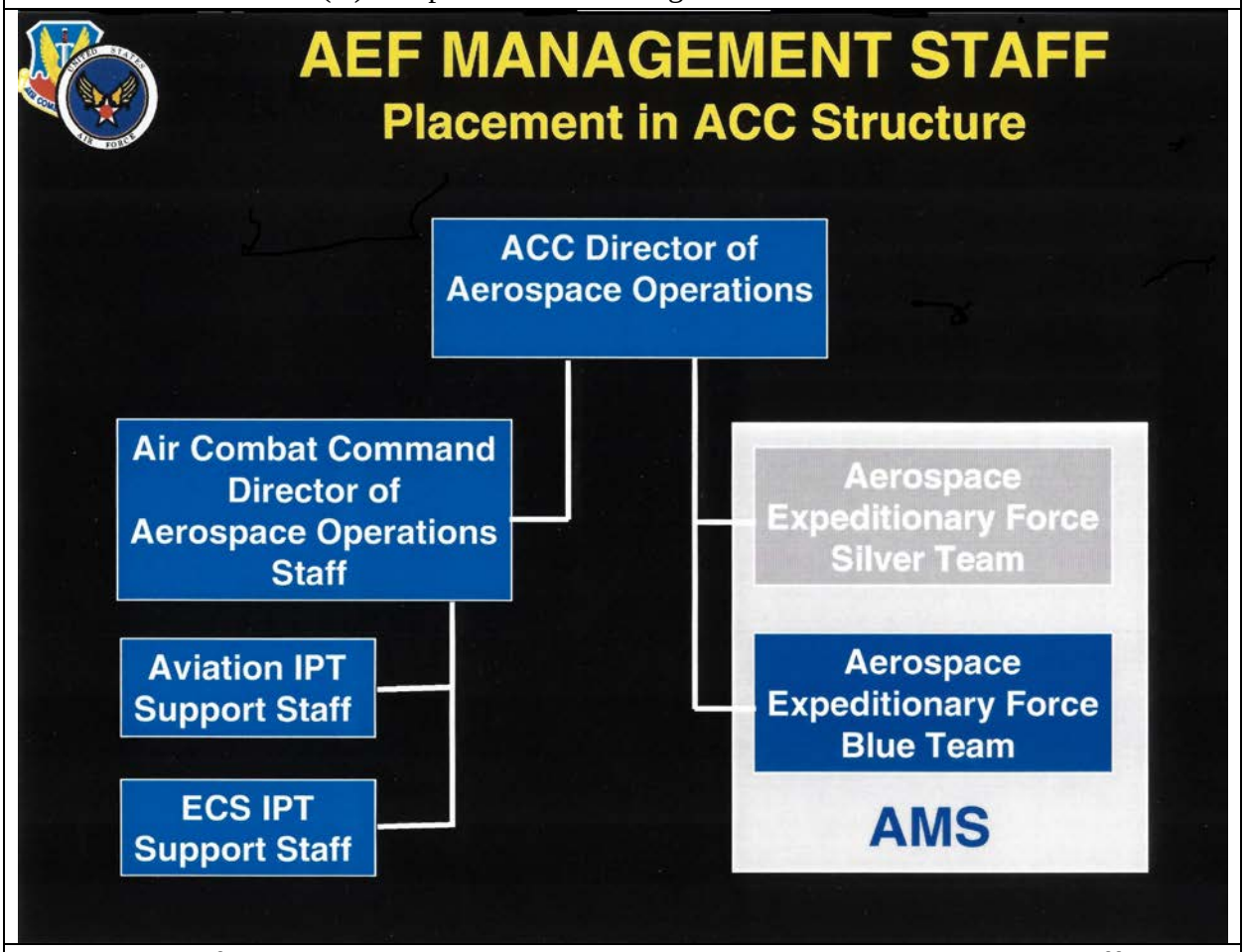
(U) Graphic 6-1: AMS Alignment Under ACC



(U) Source: Brfg (U), Maj Gen D. F. MacGhee Jr., ACC/XO, "AEF Management Staff (AMS): Expeditionary Combat Support IPT," ca. Jul 1999.

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(U) The AEF Management Staff's Support Division was headed by a Support Chief, who exercised authority over four branches: Lessons Learned/Analytic Support, TPFDD Support, Readiness, and Operations Support. Originally, 126 authorizations were set aside for Staff manning. They ran the gamut of the Total Force: 97 active duty officers and airmen, nine Guardsmen, seven Reservists, ten contractor personnel, and three civilian employees (the secretaries to the team directors and one webmaster). The dearth of USAF civilians in the organization reflected the planners' belief that contractor employees offered a greater degree of technical expertise and, by not being subject to Civil Service regulations, promoted manning flexibility.[65]

(U) The AEF Management Staff's organizational planners undoubtedly suspected that dividing managerial responsibilities between two entities, each with its own general officer, might prove a hindrance to operational efficiency. Even so, precedents for such a structure existed in the USAF Inspector General function; furthermore, it appeared to be a logical extension of a construct that featured two expeditionary forces composed of approximately equal resources and capabilities. Whatever the bureaucratic perils of such a structure, the officers assigned to head it- General LaFountaine of the Blue Team, and Brigadier General Dennis R. Larsen, the Silver Team Director- proved able to cooperate closely and selflessly, thus avoiding the kind of turf battle that could result from any power-sharing arrangement.[66]

(U) Despite this cooperative spirit, the team structure was fated to have a brief life. By late July, barely two weeks after General Larsen reported for duty at Langley, changes were in the wind, including a proposed change of the organization's designation from AMS to Aerospace Expeditionary Forces Center (AEFC). By early the following month, Headquarters ACC organization planners were calling for the disestablishment of the Blue and Silver Teams. In their place, planners called for the activation of the AEF Center to be headed by a single flag-officer. The official explanation for this sweeping proposal was that "the current arrangement of two detachments blurs the clear chain of command and does not properly reflect the single mission of the AEFC. Similarly, the organizational title, AEF Management Staff (AMS), does not truly convey the responsibilities of the organization." A more informal explanation, offered by the officer who succeeded General LaFountaine at what was then the AEF Center, was that the team structure constituted "a very inefficient use of resources. We had two of everything, like Noah's Ark ... [but] we found that once the AEFs were in the field, there was not a whole lot else we needed to do to support them." Rather, the great majority of the work was done during the preparation period that preceded deployment: "And there's various stages of preparation in each AEF 'bucket'…as one AEF pair is deploying, another one is in the final stages of preparation, and several others are in the early stages of their preparation." Such wide-ranging activity required the concentrated focus of the entire AEF Center: "You just couldn't do that with Blue/Silver Teams."[67]

(U) The impetus behind the proposed reorganization had come not from outside, but from within the AMS. Internal reviews commissioned by Generals LaFountaine and Larsen had concluded that the team approach was bulky and unwieldy as well as redundant and thus not an effective allocation of scarce resources. However, it took several months before the change could be fully incorporated, the result of esoteric organizational requirements and conflicting ideas as to the shape the new entity should assume. Some planners believed that a center (which connoted a named unit with a specialized mission, most of which was performed at a single location) was the preferred structure; others argued that this approach violated standard organizational criteria. But even those who preferred a center structure differed on whether the new organization should have a single head or maintain its two-team approach.[68]

(U) Where the organization should fit into the reporting chain also caused much debate. While most planners preferred to keep the organization under ACC/XO, in September 1999 General Hawley's successor as COMACC, General Ralph E. Eberhart, wondered if it "would be best in the long run" to have the center report directly to him, but with the two-team structure intact. In that event, General Eberhart recommended that the senior O-7 command the organization and two colonels be assigned to head the Blue and Silver Teams. Only weeks after making these observations, however, COMACC supported an ACC/XO proposal to activate the organization as a center but to maintain its alignment under the Directorate of Aerospace Operations and to keep the Blue and Silver Teams operating under Generals LaFountaine and Larsen. The teams, however, would survive for only six months before being inactivated in July 2000. At that time, General LaFountaine was reassigned as Commandant of the Joint Staff College, located in Norfolk, Virginia, and General Larsen became the sole commander of the center.[69]

(U) One of the most critical components of the AEF Center mission was the office that would coordinate and integrate MAJCOM sourcing decisions into a centralized master deployment schedule. This function had its roots in ACC/DPW, Air Combat Command's agency for sourcing personnel for deployments, whether for exercises or for extended, predictable "steady state" operations, via the PALACE TENURE system. ACC/DPW had been formed at Langley late in 1993. Five years later it proved to be a convenient tool for implementing a tasking General Hawley received from General Ryan at CORONA FALL 1998: to stand up a centralized system for scheduling no fewer than 26,000 Expeditionary Combat Support Unit Type Codes (UTCs), those five-character alphanumeric designation via which the plan-specific database known as the Time Phased Force Deployment Data (TPFDD) expressed a unified combatant commander's requirements. As a result of this tasking, the organization (whose office symbol had since changed to ACC/XOOE as a result of headquarters reengineering) became known as the ECS Scheduling Integration Team, or ESIT.[70]

(U) The ESIT consisted of three major elements, projected to transfer intact to the AEF Center: a UTC Scheduler Team, a Data Requirements Team, and a plans and Analysis Team. The UTC Scheduler Team was responsible for working with MAJCOM, ANG, and component counterparts to integrate the scheduling decisions of MAJCOM functional area managers (FAMs). Team members received TPFDD shell requirements from various AEF teams and the CAF Scheduling Integrated Process Team (SIPT), for developing a draft Expeditionary Combat Support schedule and for resolving manpower shortfalls and other scheduling problems.

(U) The Data Requirements Team maintained USAF deployed manpower requirements through the use of several USAF-wide and ACC-specific systems. In coordination with component and MAJCOM headquarters, the team assessed the validity of all requirements and ensured they were processed and received by the appropriate units and bases. More specifically, team members loaded ECS IPT decisions into the JOPES (the DoD-managed computer system that assigned joint

forces for overseas deployments), while also integrating component command Deployment Requirements Manning Documents (DRMDs) with the AEF Schedule.

(U) The Plans and Analysis Team was the focal point for planning the AEF sourcing process. Responsible for "cradle to grave" AEF plan management, members monitored, measured, reported on, and made suggestions to improve the work of the other ESIT components. The team likewise supervised ACC's contingency force analysis and tracking, to help COMACC establish a command-wide readiness policy. It also managed ACC's PERSTEMPO program by developing, maintaining, and delivering analyses and metrics from the PERSTEMPO database at the Air Force Personnel Center (AFPC).[71]

(U) To determine manpower requirements for the ESIT after its merger with the AEF Center, ACC/XO planners calculated future rotational requirements (some 72,000 of them) and the total number of EAF UTCs to be worked (more than 25,000 of them, affecting almost 180,000 USAF personnel). The planners originally projected that the post-merger ESIT should consist of a minimum of 83 authorizations, including active duty airmen, full-time Reservists, and "substantial contractor support." Subsequent scrubbing of the proposed UMD, however, reduced the number to 63, while identifying 41 authorizations for the Blue Team, 42 for the Silver Team, and 44 for the Support Division. Later thanks to ACC headquarters reorganization initiatives, the Blue and Silver Teams were authorized 50 personnel each, although the ESIT authorizations would continue to fluctuate.[72]

(U) From the outset of organizational planning, the ESIT was projected as an integral component of the AEF Center. It did not, however, begin the process of transferring from Headquarters ACC until the middle of 2000. Up to that time it remained physically a part of the command, operating out of the basement of the Directorate of Personnel building, across the street from command headquarters. General Hawley was responsible for the physical separation; he believed the first, critical months of establishing the Center would go more smoothly if ESIT integration were deferred and the administrative complications attendant to any such merger were postponed. As General Larsen later recalled, COMACC "did not want the Center to be distracted during the stand-up process. He told General MacGhee [Maj. Gen. David F. MacGhee, Jr., ACC Director of Aerospace Operations] that combining the organizations would be addressed at a later date."[73]

(U) Much groundwork had been done by the end of 1999, to set up a centralized ECS sourcing agency, but otherwise the effort continued to languish. The previous February Lieutenant General Bret Dula, the ACC Vice Commander, had approved a task order for contractor support to assist in standing up the ESIT as part of what was then known as the AMS. XOOE planners had then drafted an implementation plan and had designed the necessary processes, manpower requirements, and organizational structure. Originally, ESIT had an Initial Operational Capability (IOC) date of 1 July 1999, but international events-especially the crisis in Kosovo, which

demanded heavy USAF involvement- delayed the activation. In later months, XOO-E resorted to several expedients to get the effort back on track, but with mixed results.[74]

(U) By December 1999, General MacGhee made a concerted attempt to get the project off dead center. He assigned the lion's share of the work to Colonel Jim Kippert, who had a long operational background (including 4,200 hours of flying time in U-2s and T-38s) but was also a capable administrator. In November 1998 Kippert had briefed a hostile Air Staff on General Hawley's vision of EAF. Kippert appeared an ideal choice for the task. His background was as an ACC personnel readiness officer, and he was intimately familiar with PALACE TENURE scheduling-its strong points and its limitations. For months he had been working closely with AFMPC officials to tailor PALACE TENURE's system of individual augmentees to the unique demands of Expeditionary Combat Support. By the time General MacGhee tabbed him for the new job, however, the colonel had decided that a new scheduling process had to be developed, one revolving around a central agency that would source deployments by UTCs-i.e., by combat capability, not individual airmen. He had also come to believe that the personnel community was the wrong place in which to attempt to foster acceptance of the EAF construct throughout the service. Therefore, in the spring of 1999 Kippert transitioned to the ACC Operations directorate to head the office that (following implementation of a headquarters reengineering initiative) had become known as XOO-E. The major reason for the move was his perception that his new boss, General MacGhee was fully committed to developing a viable ECS scheduling function at Langley.

(U) Provided with a four-million-dollar budget and a staff that included 50 newly hired contractors, Kippert prepared to create a new scheduling entity within the ACC operations community. Yet he quickly decided that the function was a logical part of the AEF Center and ought to be collocated with that organization. He explained his thinking not only to General MacGhee but also to Generals LaFountaine and Larsen. In the end, the colonel won support for a move of the scheduling function to the Center, he to direct its operations. Although authorized in mid-2000, the physical move of Kippert's office from Headquarters ACC was not completed until the spring of 2001. The result was ESIT, which was initially designated as Detachment 4 of Headquarters ACC.[75]

(U) The fact that ESIT was viewed early on as an integral part of the AEF Center indicates its critical importance to expeditionary operations. From the first, however, the function was manpower-intensive and made heavy demands on Center resources. To some Center personnel, in fact, "Det 4" commanded a disproportionate share of those resources and monopolized the support of AEF and ACC leadership. As one operations officer claimed, as soon as they established themselves in their new workplace, ESIT personnel sought to foster the perception that their specialty was the "be all and end all" of the Center's mission and accounted for "99 percent" of the organization's workload. In fact, ESIT planners sometimes felt overwhelmed by the workload imposed on them and welcomed the assistance of Center personnel.[76]

(U) This attitude generated a regrettable if understandable amount of resentment in some circles. In the minds of disgruntled colleagues, too few schedulers gave thought to the other facets of the AEFC mission or, for that matter, to the full range of assumptions that underlay the EAF construct. The most frequently voiced complaint was that schedulers devoted insufficient time and attention to monitoring the effects of their work through close contact with the units in the field. The result, in the view of these critics, was an increased workload for non-schedulers.[77]

(U) To a great extent, the problem was that whereas AEF Center planners and policy makers were new to their job, expeditionary schedulers were well versed in their specialty; some may have resented having to work for commanders who lacked their knowledge and experience. Then, too, it was widely perceived that the ESIT staff paid a certain homage to the PALACE TENURE system. As Colonel Walter Burns, later the AEF Center's vice commander, put it, many schedulers demonstrated, at least initially, "a significant amount of resistance to the AEF [EAF] construct because PALACE TENURE worked for the most part, and it did a good job supporting the field commanders." He added, however, that PALACE TENURE exacted a price- "that price was the OPSTEMPO on the active duty force." For his part Colonel Kippert would maintain that the ESIT staff wished to see PALACE TENURE replaced by a system that scheduled deployments by personnel from the same home station who were used to working closely together.[78]

(U) SECTION 7: GETTING DOWN TO WORK

(U) Even as the AEF Management Staff took shape, members of the Headquarters ACC EAF Implementation Team began to develop the nature of the work to be performed there. They gave early attention to operations and support training. This training was grounded in several assumptions: that the existing USAF training system was "not broken"; that AEF training and certification would not increase OPSTEMPO; that there would be no "tiered readiness" (wherein the combat readiness of training units was reduced for a certain length of time, a condition accepted by the Army and Navy); that Major Theater War training procedures would not be abandoned; and that during spin-up and spin-down periods units would be protected against other taskings that did not directly support AEF training.[79]

(U) Late in 1998, a CSAF-chartered AEF Core Training Staff, consisting of specialists in operations, logistics, and other functional areas, had been established to develop an AEF training template. ACC had the lead in creating this staff, although other USAF commands, notably AETC, were also heavily involved in its design. This staff, which consisted of several function-specific teams (a total of 80 personnel) identified needs specific to AEF training and deployments as well as manpower requirements for implementing various training tasks.

(U) The Core Training Staff also served as the central repository of AEF information and lessons learned. During the three or four weeks preceding the deployment preparation cycle, two staff teams would simultaneously visit the AEF lead wings to offer planning assistance. This assistance embraced such diverse topics as theater command and control relationships, AOR and FOL requirements, environmental and weather information, flight planning and clearance preparation, and Ability to Survive and Operate (ATSO) guidance. The information gleaned during the visits would be carefully reviewed, compiled, and disseminated to AEF commanders during a series of training seminars. [80]

(U) At about this same time, other planners developed a multi-faceted expeditionary support-specific training program. A major element of this program was EXPEDITIONARY WARRIOR, an Agile Combat Support command and control Phase II operational readiness exercise. The exercise was designed to provide integrated training for key deploying AEF team members without running up costs, exerting a baleful impact on OPSTEMPO, or interfering with operations during the critical 30 days preceding an AEF's vulnerability period.

(U) Through the participation of a small aviation package and various Agile Combat Support command and control elements, EXPEDITIONARY WARRIOR would test beddown skills in a simulated expeditionary environment. Each of the 10 AEF lead-unit bases would create a "Base X" somewhere in its locality (an old runway, an adjacent ANG base, etc.). Base X would be configured to replicate a "warm base" (an installation where a skeleton crew ensured a quick ramp-up to active operations) through the use of such basic beddown resources as tents, generators,

showers, mobile kitchens, etc. These would be sourced from the lead unit's War Reserve Material or from MAJCOM assets including Air Mobility Command's PHOENIX TENT system.

(U) Exercise objectives would be established jointly by the lead unit, a roving team of AEF inspectors, and perhaps also by representatives of the USAF Inspector General. It was proposed that at a minimum those objectives should include the ability on the part of at least one of the deploying aviation units to create a small aviation and maintenance package; to acquire skills including tent erecting, field hygiene, and force protection; to establish various command and control centers; and to develop a full ATSO scenario to include Military Operations Other Than War (MOOTW) and post-attack nuclear, biological, and chemical base recovery operations.

(U) EXPEDITIONARY WARRIOR was conceived of as a local training event, not a formal, graded exercise. It was designed to function as the lead unit commander's instrument for certifying the effectiveness of Agile Combat Support. Planners in the lead unit, assisted by a command and control cadre from the other AEF constituent units, would assume the responsibility of formulating a detailed training plan for this exercise, which would be conducted from 30 to 90 days in advance of the units' vulnerability period. Convinced that the exercise was a viable alternative to the impossible task of gathering the entire AEF to routinely work and train as a single entity, Headquarters ACC formed a cross-functional team to help develop an EXPEDITIONARY WARRIOR concept of operations (CONOPS) as well as exercise objectives, requirements, and scenarios.[81]

(U) Other early projects undertaken by AEF Management Staff included assistance in developing several documents critical to the full fruition of the EAF construct. Both before and after the AMS came on line, ACC planners supplied inputs to Headquarters USAF Program Action Directive 99-01 ("Expeditionary Aerospace Force Implementation"), published on 1 August 1999. The PAD constituted a basic plan for achieving EAF implementation in timely and thorough fashion. In delineating the actions required of the Headquarters USAF Directorate for AEF Implementation, of Air Staff functional offices, and of the various MAJCOMs, field operating agencies (FOAs), and direct reporting units (DRUs), the PAD made a telling point. Its observation that "all organizations of the United States Air Force" were participants in EAF implementation emphasized the all-inclusive nature of the EAF construct and its critical importance to the future of its service.[82]

(U) AMS personnel also contributed heavily to the AEF Implementation Concept of Operations, which was included in the PAD. The CONOPS identified, coordinated, and prioritized the numerous actions that had to take place in proper sequence to ensure that the three major advantages of EAF were realized. The document covered such diverse subjects as anticipated employment scenarios, representative force packages, Reserve Component operations, training methodologies, and readiness certification of the AEFs. The CONOPS devoted an especially large amount of attention to such Expeditionary Combat Support (ECS) processes as preparation of the

operational environment; operating location buildup; air-bridge construction; and force beddown, protection, containment, and command and control.[83]

(U) In addition to these integral documents, AMS planners helped develop Air Force Instruction (AFI) 10-400, "Aerospace Expeditionary Force Planning," published on 1 December 1999. The AFI was divided into chapters that covered AEF Concepts, roles and responsibilities, the AEF Management Staff, planning for rotational requirements, planning for on-call response missions, and planning considerations common to all expeditionary operations. While each subject was important to an understanding of the intricacies of the EAF construct, the overall mission and specific duties of the AEF Management Staff received special attention. The AFI defined the AMS as a cross- functional, centralized management team designed to facilitate a wide array of EAF operations. Such operations included AEF force package preparation for contingency, steady-state rotations, on-call Aerospace Expeditionary Wing operational requirements, and the integration of trained aerospace forces to meet the requirements of theater commanders across the full spectrum of operations.

(U) As the AFI noted, the AMS was responsible for preparing AEFs and AEWs for given taskings and locations, providing AEF/AEW continuity, assisting the alignment of UTCs against validated requirements and schedules, identifying AEF training requirements, developing unit preparation and training templates, monitoring AEF/AEW readiness, and guiding all aspects of AEF and AEW planning. The AMS was expected to provide continuity during crisis action planning, the period of escalation to surge or full- scale Major Theater War (MTW) operations, and during the return to steady-state operations. Finally, the AMS was to work closely with the Air Force Operations Group during crisis planning and with AF/XO when planning force reconstitution.

(U) AFI 10-400 also spelled out the authority under which the AEF Management Staff would fulfill its mission. This authority was, at one and the same time, broad and limited. To meet planning and sourcing requirements and facilitate readiness, the AMS would maintain coordinating authority and Direct Liaison Authority (DIRLAUTH) across all major commands, USAF components, and AEF and AEW units. However, as the document stated, "as a facilitating staff designed to leverage the advantages of a central focal point for AEFs/AEWs, the AMS has no chain of command authority with AEF units." In other words, although responsible for expeditionary operations planning throughout the USAF, the AMS exercised no tasking authority over force providers, such as ACC, to fill theater commander requirements. Via DIRLAUTH, the Center was responsible for recommending courses of action to the USAF leadership to facilitate expeditionary operations, including sourcing and tasking recommendations during crisis planning. Thus, unit tasking could not be accomplished without MAJCOM validation. From the outset, AMS's ability to recommend, but not to compel, would be a source of unease and concern among expeditionary planners.[84]

(U) AMS personnel likewise contributed to an AF/XOPE document, the "Expeditionary Aerospace Force (EAF) Roadmap," which was published roughly concurrently with AFI 10-400. As indicated by its title, this document was a guide to getting where EAF implementation planners wished to go-directly, speedily, and with a minimum of curves and detours. Its self-description was "a plan for maintaining and building upon the momentum toward the EAF vision." Like the many think-pieces that had preceded it, the XOPE Roadmap defined the EAF vision and described the dynamics of the international military environment that had spawned it. Unlike the other documents that underlay the EAF construct, the Roadmap went to great lengths to explain the "Expeditionary Aerospace Force Vision." In addition to citing the obvious features of the construct--its value as a force presentation tool, its predictability/stability enhancement potential, etc.- the Roadmap broke new ground by observing that EAF lent itself too easily to jargon and catch-phrases such as "force leveraging" and "robust basing and manning." Although "the current vision has the EAF bumper stickers . . . the unified theme and ethos are missing. The EAF is a proactive move away from the Cold War USAF. It is reaffirmation of the vital role aerospace power plays across the full spectrum of conflict in support of the National Military Strategy. It is recognition of the growing tendency to employ aerospace power frequently and over sustained periods as a part of that strategy. And it is recognition that this demand for aerospace power is driven by its unique characteristics- range, speed, flexibility, and precision."[85]

(U) A fundamental dilemma had to be confronted for the EAF Vision to be fully realized. The current force was sized to meet the demands of Major Theater War but tasked to handle small-scale contingencies (SSC). The dichotomy created shortfalls in some capabilities that, in turn, caused problems of OPSTEMPO and PERSTEMPO. The solution was many-faceted. Among other things, it called for:

--a better definition of steady-state requirements, so that the force could be properly sized to handle both SSC and Major Theater War requirements.

--a reduction in demands for a forward presence via greater responsiveness to theater commanders' needs (one example: placing "bombs on target in 72 hours" from initial taskings).

--a clearer understanding of the levels of deployment the force can sustain.

--better oversight of deployments "to keep them within sustainable levels."

--better force management to spread OPSTEMPO and enhance stability in the lives of USAF people.

--the establishment of "triggers to determine when commitments are exceeding sustainable levels...."

(U) The Roadmap went on to make several other trenchant observations about the EAF Vision-what it was, and what it was not. The two-AEF standard defined the level of deployment

that deployed forces could sustain over time; thus, it served as a yardstick for measuring the tempo of combat and ECS units. The EAF construct was more than the AEFs themselves, since the latter did not include strategic mobility aircraft (airlifters and refuelers, the purview of Air Mobility Command, and the low density/high demand resources managed under the Global Military Force Policy). All of these assets were nevertheless critical to the EAF construct. So, too, were the contributions that non-deploying capabilities-satellite control stations, logistics depots, intelligence production centers, and the like--made to global engagement. EAF was likewise dependent on how airmen were recruited, trained, and retained. Air Force people had to be trained in skills not only critical to their thriving in the expeditionary realm but also in their personal lives ("this task extends beyond AEFs and includes all facets of personal management, education, and training." In closing, the Roadmap echoed PAD 99-01 in highlighting the inclusiveness of the EAF construct: "It addresses forces that fight in place, forces that commute to expeditionary operations, forces that telecommute to expeditionary operations, forces that provide transportation to those operations, forces that sustain the expeditionary operations, and forces which train, organize, equip and manage the expeditionary forces."[86]

(U) Another document developed with major assistance from AMS planners began as a tasking from General Hawley: the development, editing, coordination, publication, and dissemination of a manual that would prepare AEF personnel for the duties, conditions, and challenges they could expect to encounter during overseas deployments. This "one-stop shop for expeditionary skills," a publication similar to the Army's "Soldier's Manual," was projected to be available for use during the spin-up cycle for AEF One. Largely compiled by EAF Implementation Team members supervised by Lieutenant Colonel Scott Borges, with Headquarters ACC support in the area of design, graphics, and other production requirements, the Airman's Manual was published and distributed in August 1999 under the auspices of the Secretary of the Air Force Public Affairs Office. At that time, nearly 700,000 copies of the handy reference guide were made available to USAF members-active duty, Reservists, and Guardsmen- many of whom were soon to deploy overseas for the first time in their careers.[87]

(U) Air Force Manual 10-100, as it was formally designated, was divided into four major parts; they provided the user with practical advice on how to deploy, how to set up operations at an overseas location, how to act and react effectively under various combat conditions, and how to survive any and all perils posed by the local environment. Deployment subjects ran the gamut from mobility bags to rules of engagement, from medical requirements to legal concerns. The many and diverse topics grouped under the "set up" heading included major health hazards, tent construction, field sanitation and hygiene, and camouflage, concealment, and deception techniques. The combat ops section comprised such practical issues as threat conditions, map interpretation, radio procedures, area decontamination, and perimeter defense. The survival section discussed life-saving steps; nuclear, biological, and chemical protection; casualty collection procedures; prisoner of war rights; and numerous other pertinent--if rather sobering--unqualified

success. A typical reaction was that of Lieutenant Colonel Wisniewski, who called the publication "truly a great document," and reserved special praise for its "phenomenal" inclusiveness.[88]

(U) Yet another tasking undertaken in the closing months of 1998 by the AEF Management Staff was the development of an AEF leadership proposal for humanitarian relief operations (HUMRO). Under the EAF construct, each Aerospace Expeditionary Force was to be structured to respond to the full spectrum of USAF missions, including Military Operations Other Than War (MOOTW), of which HUMRO was a subset.

(U) By mid-February 1999, following a lengthy review of AMC and USAFE working papers on HUMRO operations and leadership, as well as extensive discussions with action officers in those commands, Headquarters ACC drafted a HUMRO leadership proposal for coordination by all the other MAJCOMs. Among other things, the proposal outlined the key aspects of humanitarian relief operations, detailed the process of leadership identification, and laid out the responsibilities of the designated Humanitarian Relief Air Expeditionary Wing Commander (HRAEW/CC), including when to develop plans for potential HUMRO missions. A major feature of the proposal was the recognition that a transfer of command might be required as a response evolves from initial crisis action to a mature response. Under certain circumstances, the combat support element would be the most appropriate choice for command of a Humanitarian Response AEW.

(U) Under the proposal, the commanders of HRAEWs would plan for potential humanitarian relief missions prior to their units' vulnerability periods. They were to develop notional lists for executing those missions throughout the spectrum of operations. In this work, commanders would be supported by the HR response capabilities of Headquarters United States Air Forces in Europe and Pacific Air Forces. Meanwhile, Headquarters USAF, through its Centralized Sourcing IPT, would identify those AEF elements that would make up the HRAEW Assessment Team and those UTCs that provided a basic HRAEW capability. The Assessment Team would draw from a wide range of specialties, including not only AEF enabler forces but also Special Forces, Civil Engineering, Services, Medical, Communications, Contracting, Comptroller, Legal/Civil Affairs, and Public Affairs representatives. If requested by supported Joint Force Commanders, HRAEW commanders would deploy with these teams to evaluate the potential HR mission environment. When deploying to an AOR--such as U.S. Central Command or U.S. Southern Command--that lacked an initial response capability, HRAEW commanders would be accompanied by an on-call Assessment Team that would perform the initial HR mission assessment for the Joint Task Force.

(U) Training for designated HRAEW commanders was a major consideration of the proposal. This would include, at a minimum, attendance at appropriate courses on MOOTW such as offered by the USAF Special Operations Command, the Air Mobility Warfare Center, the U.S. Navy, and as embodied in the USAF's Contingency Air Base Operations courses. HRAEW

commanders must also be familiar with relevant joint and service doctrine publications. All training requirements were to be completed prior to the start of their AEF's 90-day vulnerability period.[89]

(U) Early on, AMS officials took a conspicuous part in a series of AMS planning conferences held at Langley AFB and elsewhere. One of the most ambitious of these, a weeklong AEF Transition Workshop, was hosted in Roslyn, Virginia, during the first week in March 1999 by the Air Force Studies and Analysis Agency in conjunction with the Headquarters USAF Directorate of AEF Implementation. Attended by representatives of various MAJCOMs including Air Force Reserve Command and the Air National Guard, as well as various wings and other "key Air Force agencies/units," the workshop provided a dry run for EAF transition by highlighting "showstoppers," identifying preparation issues and timelines, uncovering areas of contention in need of resolution, and generating inputs for the forthcoming Air Force Instruction (AFI) that would detail the transition process. Issues of special significance included command relationships, ECS, mission impact, deployment planning, and low density/high demand support of deployed AEF assets.[90]

(U) These and other topics were hashed out at great length, and sometimes with heat ("beaten to death," as one attendee described it) by a diverse collection of individuals whose organizations had a stake in EAF implementation. Lieutenant Colonel Wisniewski described the proceedings as sticking "fairly close to the same theme that we continued [to promote] through the first whole year of the AEF Center... [what] our global vision was, our overseas basing, how we needed to evolve to meet the needs of the nation… and the [concept] that the AEF was an organization of capability, not just an organization of personnel and MDSs [Mission Design Series-i.e. different types of aircraft], like the objective wing…"[91]

(U) Subsequent workshops with the same general agenda were convened to iron out old, unresolved issues and to more fully address those that had been introduced at the Roslyn conference. Most of those who attended agreed that the meetings not only helped remove sticking points from the transition process but served to convince many former non-believers of the long-term significance of the Expeditionary Air Force construct. By then it had become clear to even the most stubborn 'Doubting Thomas' that, while EAF might be many things, it was not "Quality Air Force."

(U) SECTION 8: GROWING PAINS AND GROWING EFFICIENCY

(U) During its first several months of operation, the people who made up the AEF Management Staff and its successor, the Aerospace Expeditionary Force Center, were forced to improvise. Not only were clear-cut mission guidelines scarce, it sometimes seemed that they did not exist. As one of its earliest staffers, Major Gary Snapp, observed, "for the first year and a half we groped our way" toward a coherent understanding of the business to be done: "No one knew in what direction to move." The catch-phrase of the day appeared to be: "This is what we think we are supposed to be doing." The uncertainty this situation created was a source of frustration to all concerned.[92]

(U) Early work fell into one of two broad categories. The first dealt with creating tangible products--what Major Snapp called "patches, coins, and hats"--that appeared to signify the permanence of the organization. Given the embryonic state of the AMS (by the end of its first three months of existence, the organization was only 14 percent manned), much of this work seemed a case of placing the cart before the horse. An example was the early development of an Internet-based information source known as "AEF On Line." Not only did this resource command a great amount of time to produce-time perhaps better spent brainstorming in an effort to clarify mission objectives-but its premature standup had detrimental long-term effects. The early activation helped persuade USAF personnel that the web site provided them with everything they needed to know about expeditionary service. Many of these people felt they had been deceived when, as they learned from personal experience, AEF On Line did not fully prepare them for what they faced overseas.

(U) In addition to turning out products of questionable utility, AMS personnel spent an inordinate amount of time trying to determine exactly what their organization was supposed to do, and how it should be done. More often than not, this corporate effort at self-realization took the form of determining what the EAF construct-the conceptual underpinning of the organization--was not. For instance, EAF was not a substitute for Base Realignment and Closure (BRAC) Committee planning. Neither was it a "super base" concept, nor a major structural change to USAF's baseline organization. Above all, EAF was not a scheduling tool designed to "quick fix" OPSTEMPO problems. Less often, it appeared, AMS personnel focused on what EAF was: a systematic approach to presenting light, lean, and rapidly responsive forces tailored to the needs of a theater commander.[93]

(U) Many of the early problems that beset the AMS and the AEF Center owed to the insular nature of the organization. The Blue and Silver Teams, conceived as self-contained entities, were not structured to permit a crossflow of ideas or close coordination of operational concerns. Then, too, for its first several months of existence the organization appeared to have no direct contact with, and thus gained scant guidance from, the also-nascent AEF implementation office at

Headquarters USAF and the other higher-headquarters offices that professed to adhere to the EAF gospel. As Colonel Burns put it, the AEF Implementation Office "went through growing pains as well as their standing up [problems], so they were not as effective early on." Other Air Staff offices actually obstructed operations at Langley. "Every two-digit at the Air Staff," Burns recalled, "felt like they had to make some kind of impact in the AEF business ... [but] there was no coordination between them and we were at the end of a whip, being jerked around by the XP, XO, IL, and, in some cases, DP."[94]

(U) An exacerbating factor early on was the general perception that the organization lacked the proper mix of people. A common complaint was that the AMS/AEFC attracted too many theoretical visionaries and too few action officers with practical staff experience. The result was that a great deal of conceptualizing was done during the first several months, but in isolation. Relatively few of the ideas that evolved were susceptible to implementation.

(U) If it was difficult for AMS/AEFC members to help each other understand the nature of the mission, it often seemed impossible to educate those outside the organization. Time and again, staffers-restricted by the limitations inherent in DIRLAUTH--failed to convince flying-unit and support commanders that the EAF construct and the AEF concept were integral features of their day-to-day operations. Numerous wing commanders continued to believe that EAF was another management fad-Quality Air Force in new clothing. They refused to apply it to their units until or unless forced to do so by more broadminded superiors. On the other hand, when those superiors mandated compliance, a dramatic turnaround could result. One wing commander, who had steadfastly refused to integrate Air Reserve Component units into his expeditionary planning until ordered to do so, later wrote a widely disseminated think piece praising the EAF construct--and implying his long-time support of it.[95]

(U) The undesirable situation that beset the AMS and, for a time, its successor organization, began to improve during the second half of 1999. Several events helped bring about an atmosphere of change and progress by giving the organization practical experience in AEF operations. That spring, the staff began to oversee the task of dividing up the UTCs of every deployable Combat Air Force unit and combat support unit and apportioning them to the Headquarters USAF-controlled deployment "libraries" of the 10 AEFs and two AEWs. These libraries constituted the sum of the capability available for each 90-day AEF/AEW vulnerability period. Toward the close of the year, AEF planners at the Center as well as those at every MAJCOM headquarters began an extensive effort to resize the UTCs devoted to Major Theater War and make them applicable to the demands of the smaller scale operations the USAF was more likely to perform in the post-Cold War world. The result would be smaller, modular, and "scalable" UTCs that could serve as building blocks in supporting the full spectrum of service operations, including limited contingencies, regional conflicts, and MOOTW.[96]

(U) High-level announcements about AEF implementation also had a stabilizing influence on AMS/AEFC operations. Beginning in February 1999, an increasing number of USAF units and thousands of airmen deployed to bases near the former Republic of Yugoslavia to carry out a NATO-mandated combat operation in support of ethnic Albanians in Kosovo. The 78-day bombing campaign that resulted forced the USAF to shoulder what amounted to a MTW commitment. For a time, the operation threatened to derail the planned standup of AEF Cycle 1 on 1 October, but in early May General Ryan announced that the original schedule would be adhered to. The CSAF's decision reassured the Air Force as a whole, and specifically the expeditionary planners at Langley AFB, that the effort thus far devoted to AEF implementation had not been wasted and the complex task of realigning UTCs and assigning units and personnel to the AEFs and AEWs would not have to be redone.[97]

(U) A subsequent announcement also cleared away some of the "uncertainty and drift" that continued to pervade the expeditionary planning function at Langley. A determination was made that the AEF Center would achieve initial operational capability (IOC) in February 2000, by which time enough people were expected to be in place there to make the organization wholly functional. Even so, in later months the nature of the work to be performed by these people remained an almost-constant topic of discussion among the action officers and the staffs of the Blue and Silver Teams.

(U) By all indications, the most potent catalyst of progress was the July 2000 assignment of Colonel Burns as vice commander of the AEFC. His impact on Center operations was both immediate and long lasting; and it increased geometrically after February 2001, when his boss, General Larsen, was reassigned. Until Brigadier General Allen G. Peck took over the commander's position that September, Colonel Burns was the highest-ranking and most influential member of the Center staff. Colonel Kippert served as his deputy. From the outset, Colonel Burns exuded a get-things-done attitude that promised greater operational and organizational efficiency. He closely studied every facet of Center operations and scrutinized its relationship to every other facet. Early on, he identified a general lack of communication among action officers, a problem he rectified by a wholesale move of people and workstations that placed AOs with similar functional roles in greater proximity to one another. Via frequent meetings attended by the entire staff and chaired by him, Burns encouraged a cross flow of information and a regular exchange of ideas that fostered operational synergy.[98]

(U) Colonel Burns instituted other reforms as well. He promoted a better understanding of the corporate mission by supervising development of a mission statement and a strategic plan charting the course of the Center's future. When the ESIT function moved to the Center, he largely succeeded in overcoming a lingering prejudice among schedulers in support of the PALACE TENURE system as well as the "we-they" mentality that seemed to separate the newcomers from the rest of the AEFC staff. Perhaps his most productive reform was to institute "vector checks"--quarterly reports of Center operations provided not only to the EAF Implementation Directorate

at Headquarters USAF but also to General Ryan himself. These reports supplemented the existing, more sporadic system of reporting by the team commanders to their counterparts and superiors at the Air Staff. The vector checks were, as Colonel Burns admitted, the only "way that we influenced policy-by going directly to the Chief....we got vectored [i.e., diverted] along the way, but typically our message stayed intact." Whenever "we could get to the Chief with problems we were having, he would make a decision that became policy."[99]

(U) Despite his occasional access to the USAF hierarchy, and although his tenure at the AEF Center (which lasted until September 2002) produced many organizational and operational successes, Colonel Burns was all too aware of the limitations on his influence, Air Force-wide. As he explained matter-of-factly, "there is a world of difference in getting things done when you're a colonel versus [being] a flag officer. And me being a colonel in a general officer billet [made for] a tough period." Whatever the reach of his reforms, however, Burns contented himself by dwelling on the progress his administration achieved on the local level. He considered his greatest achievement his ability to persuade those who worked for him "that our job at the AEF Center was to change the United States Air Force into an expeditionary force ...[to] change the culture.... one function at a time, one chief, one colonel, one airman at a time." He noted proudly that his people "never lost sight of' that objective, regardless of the myriad uncertainties, difficulties, and resource limitations that beset them on a continuing basis.[100]

(U) SECTION 9: AEFC ORGANIZATION, SOURCING, AND PLANNING ISSUES

(U) Almost from the time the AEF Management Staff became the AEF Center, its leadership sought to make the organization a direct reporting unit (DRU) of Headquarters ACC. That effort was a necessary response to a perception problem that threatened to compromise the USAF-wide effectiveness of the EAF construct. Because of its alignment under the Aerospace Operations Directorate of Headquarters ACC, the Center was perceived, in some circles, to lack autonomy. Skeptics doubted that the organization could exert USAF-level influence or maintain an objective, balanced view of MAJCOM interests. Aligning the Center directly under COMACC would at least partially redress this perceived imbalance, since, in its role as air component of U.S. Joint Forces Command, ACC provided 80 percent of U.S. general purpose forces and eight of the ten lead wings under the AEF concept.

(U) Making the AEF Center a DRU would save money, thus meeting a requirement included in the DoD Appropriations Act for FY 2001: that cost savings accompany the establishment of a DRU or Field Operating Agency (FOA) in any service branch. Both direct and indirect savings would accrue from combining what had previously been two management staffs and the ESIT.[101]

(U) Much of this savings had become evident by the end of 2001. The standup of the Center had saved the Air Force one general officer billet as well as $700,000, the result of consolidating seven internal contracts into a single effort. The Center had also saved the USAF 75 percent of the anticipated cost of assessing the readiness of Unit Type Codes (UTCs), a major CSAF priority. The Air Staff had estimated that it would cost $2 million to contract out the effort, but the AEF Center had completed the project at a total cost of $550,000. The savings had primarily resulted from AEFC's development of the AEF UTC Reporting Tool (ART), a process that enabled unit commanders to identify the status of their UTCs to the MAJCOMs they supported.

(U) Future efficiencies would result from the kind of predictable, long-range transportation planning afforded by a DRU for expeditionary operations. The Center would facilitate long-term buys for airlift, thereby guaranteeing travel dates. It would also ensure a significant increase in Air Reserve Component (ARC) participation in expeditionary operations by reducing 6,000 active duty temporary duty (TDY) assignments annually (under steady state rules) while allowing earlier notification of deployments, thereby making it easier to secure volunteers. And yet, for all of these real and imagined benefits, the initiative to make the Center a DRU continued to be held in abeyance at the end of 2001. The ultimate fate of the organization would remain undetermined for another nine months.[102]

(U) Major changes made to the AEFC's organizational structure in 2001 were rooted in more fundamental shifts that had taken place the previous year. In the summer of 2000, upon the

disestablishment of the Blue and Silver Teams as headquarters detachments, AEC (the Center's Combat Support Division) came into existence. In December of that year, AES (the Scheduling Division of the Center) was established. Prior to mid-2001, AEC and AES comprised half of the AEFC's divisions, the others being AEP (Plans & Analysis Division) and AEO (Operations Division).

(U) On 18 May 2001, the functions of AES were merged into the other three divisions of the Center. Plans & Analysis added the requirements function of the Scheduling Division, while the latter's aircraft-specific functions (air traffic control, airfield management, intelligence, rated officers) were transferred to Operations. The balance of AES functions were absorbed by the Combat Support Division, which retained its title but changed its office symbol to AES as a gesture of continuity with the old order.[103]

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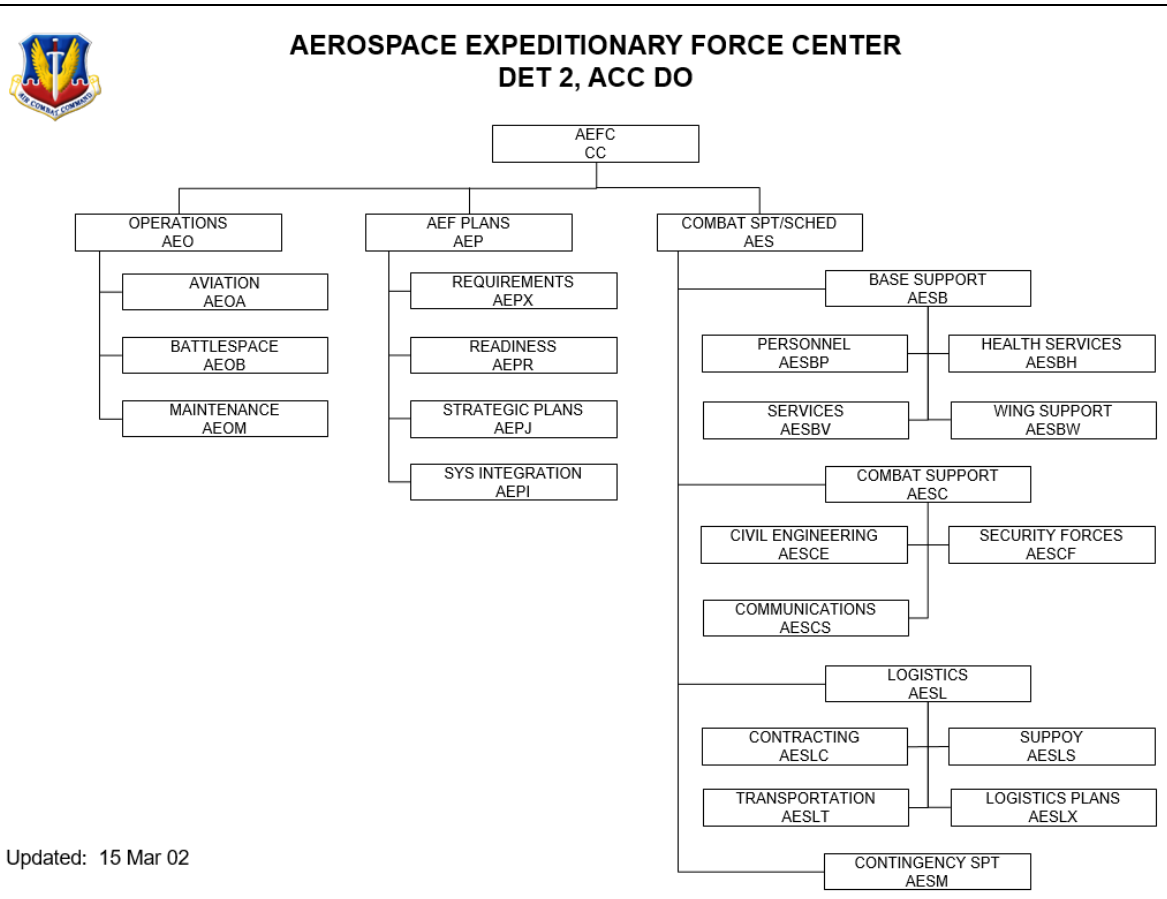
(U) Graphic 9-1: Revised AEF Center Organization



(U) Source: Slide (U), ACC/XPM, "Aerospace Expeditionary Force Center," 15 Mar 2002.

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(U) Two other organizational changes took effect on 18 May. The Center's Crisis Action Team (CAT) stood up under the Operations Division. It did not begin to function in its intended

role, however, until after the terrorist attacks of 11 September and the inauguration of Operations Noble Eagle and Enduring Freedom. Also on 18 May, an AEFC Commander's Action Group (CAG), headed by the Center's Director of Staff, was established.[104]

(U) An effective organizational structure enabled the Center to meet Headquarters USAF taskings in a number of operational areas including a team approach to sourcing Expeditionary Combat Support, the right-sizing of Unit Type Codes, and the mitigation of home-base disruptions. In a 12 January 2001 message to theater and MAJCOM commanders, General Ryan stressed the importance of teaming in sourcing ECS by deploying, whenever possible, personnel who had trained together to the same place at the same time. A concomitant goal was to source via capabilities-based UTCs rather than on the basis of individual persons, as with the PALACE TENURE system. The CSAF noted that previous efforts had produced "great progress... in providing predictability and stability for our forces." Even so, "there have been some challenges during implementation. "Despite a "conscious decision to transition from the continuity of the old PALACE TENURE programs to the trained teams within our UTCs, we have not reached the level of teaming I had expected at this point of implementation. We need to correct this for Cycle Three sourcing."[105]

(U) General Ryan cited three major factors that contributed to "team busting." First, component commanders included too many line remarks in their ECS requirements, thus fragmenting UTCs and violating the teaming concept. "This is not a new problem," General Ryan observed, but it had grown rather than lessened. Second, there was a continuing inefficiency in the way component requirements were translated into UTC taskings: "Instead of a requirement-driven process based on UTC capability, it appears requirements are still derived from a UMD [Unit Manning Document] system held over from the PALACE TENURE programs." Third, misconceptions persisted in implementing what the CSAF called the "don't break the base" concept. He declared that "it was never my intent that AEF would not impact home base operations. . . . I expected commanders would feel some pain as they deploy trained teams. However, many well-intentioned planners, FAMS [Functional Area Managers] and [component] commanders have supported UTC fragmentation across several bases to avoid impacting base operations. Maintaining team integrity is paramount; if necessary, other options must be investigated before we break trained teams."[106]

(U) At General Ryan's direction, Lieutenant General Charles F. Wald, now the Headquarters USAF Deputy Chief of Staff for Air and Space Operations circulated a message to MAJCOM vice commanders discussing some of these problems in greater detail and outlining potential solutions. As an example of UTC fragmentation, General Wald cited a case in which a lead wing was sourced to provide a seven-person intelligence UTC. Because the wing could not meet the minimum grade requirements stated in the line remarks, the airmen were sourced from three bases rather than the lead wing- a situation that had a negative effect on teaming.

(U) The problem was widespread. Despite efforts to reduce them, line remarks had increased over one AEF cycle from 10,020 to almost 10,700. "The reasons for line remarks are varied," General Wald observed, "but the growing number indicates a lack of faith in UTCs to provide the required capability." The undesirable situation could not be allowed to continue: "If current UTC capabilities do not match the component requirements, component functional area managers (FAM) must work with their Air Staff and MAJCOM counterparts to evaluate UTCs and adjust them as required. Regardless, each line remark must be evaluated against the UTC mission capability (MISCAP) to see if the line remark is needed."[107]

(U) The Deputy Chief of Staff for Air and Space Operations also addressed in detail the "don't break the base" concept and the "two-hit" rule. He noted that expedients such as withholding personnel from the same base or fragmenting units to maintain home base support not only spread requirements across several bases but also forced units to support a limited number of personnel across many AEF rotations. "More importantly," under this system, "teams that train together do not deploy together. This misses the mark. ... We expect that some commanders will experience base support issues when supporting an AEF rotation. However, in the future our goal is to tap a unit hard only once and no more than twice per AEF cycle. During the peak rotation, wings may have to investigate other base support options such as Individual Mobilization Augmentees (IMA) or contracting." General Wald added that the Air Staff was developing a matrix and instructions to help wings determine acceptable levels of contribution; these aids were expected to be available for the use of base commanders by early in 2002. In sum, "effort and communication at every level are required to ensure teaming stays a priority."[108]

(U) Three months later, General Wald followed up his January message with further remarks on the importance of AEF integrated teams. This communique, which coincided with the start of Cycle 3 sourcing, elaborated on some of the issues contained in the earlier document, including USAF alignment and the conversion of forward operating locations (FOLs) to standard UTCs. The DCS set two objectives for Cycle 3 steady state ECS sourcing. First was the assurance that steady state sourcing dramatically improved wing teaming-i.e., that personnel who trained together deployed at the same time to the same location. "Ideally," he added, "we want to [limit] each iron-providing wing's ECS taskings to no more than two on-call periods, avoiding back-to-back deployments. Non-iron-providing wings/installations will follow the same scheme, realizing that this scheme might not work for all functional areas." The second objective was to determine an acceptable level of home station support and "to understand, mitigate, and accept the resultant impact on home station activities." The way in which to achieve both objectives was to follow the guidelines set down in a Steady State Sourcing Plan developed by the AEFC.[109]

(U) In February, the AEFC staff drafted a plan to guide Expeditionary Combat Support (ECS) sourcing for Cycle 3 steady state, rotational contingency requirements. Originally, the plan was to be composed of four phases, enabling the "living document" to be fleshed out based on feedback from the field and lessons learned. Each phase covered a major action or task: UTC

library realignment, conversion of steady state sites to UTCs, pre-sourcing Cycle 3, and analyzing and briefing the results to Air Staff officials and members of the Expeditionary Combat Support Integrated Product Team. (IPT). The final plan, however, was divided into five phases, covering not only the previous four but also the determination of maximum UTCs, contribution levels, and base mitigation plans under the AF/IL-led Team Contribution initiative.

(U) The five phases were designed to accomplish the major objectives outlined in the CSAF's January message, including teaming, the two-hit rule, sourcing via standard UTCs, and the reduction of home base support shortfalls. Phase One, which guided the realignment of MAJCOM Expeditionary Combat Support UTCs into a two-hit on-call period scheme, derived its effectiveness from a Base Alignment Spreadsheet developed by the AEFC staff and which had been distributed to ECS IPT members late in March. The spreadsheet synchronized ECS UTC alignment so that each functional community could focus its sourcing from the same wings and installations, during the same time periods and to the same forward operating locations.

(U) During Phase Two, the Headquarters USAF Deputy Chief of Staff for Installations and Logistics would lead a USAF-wide effort to publish guidance to help MAJCOMs define their base contribution and acceptable reductions in support caused by the loss of manpower during the two on-call periods. It was expected that the commands would supplement this guidance to address situations unique to their organizations. Wings would be expected to identify all possible UTCs, while MAJCOMs would posture UTCs and place them in the Air Force-Wide UTC Availability System (AFWUS) and the AEF libraries. Resulting proposals would be rerouted through MAJCOM vice commanders for final review, before being returned to the Air Staff. Based on this planning as well as on the AEFC spreadsheet, MAJCOMs would then realign their ECS UTCs to fit the two on-call periods. Collectively, these actions would better prepare USAF resources for Cycle 3 sourcing.

(U) Under Phase Three of the sourcing plan, concurrent with efforts by the MAJCOMs and the wings, the three component commands (U.S. Central Command Air Forces, U.S. Southern Command Air Forces, and United States Air Forces in Europe) would work with the Headquarters USAF AEF Implementation Directorate and the AEFC to convert steady state requirements to standard UTCs. As the DCS/Air & Space Operations observed, "this effort must significantly reduce line remarks. Until we complete the refinement of steady state requirements into UTCs that reflect MAJCOM available UTCs, we will be unable to optimize the AEF teaming process. Additionally, components must continue to look for opportunities to reduce our footprint. . . . Components must also continue to refine steady state swap-out plans to minimize/reduce overlap to a goal of 3 days or less. They must also continue to work with the AEFC to standardize the unit line number (ULN, a UTC component) structure across all steady state AORs."[110]

(U) During Phase Four, the AEFC, in coordination with the Air Staff, would compile and analyze MAJCOM UTC increases, teaming inputs, and mitigation plans, as well as the resulting

impact on UTC library alignment. Results were to be reported to the MAJCOM ECS IPT prior to submission to the MAJCOMs and to the DCS/Air & Space Operations for their approval. The AEFC would also examine and report component Cycle 3 steady state FOL requirements and their conversion to standard UTCs. The analysis of UTC increases, teaming inputs, and mitigation plans was completed by mid-June 2001, and the results were presented to General Ryan early in August.

(U) As per Phase Five, which went into effect in late August 2001 following CSAF approval, the AEFC used the teaming plans developed by the MAJCOMs and wings, as well as the new library alignments, to pre-source Cycle 3 UTC requirements. Subsequently, the AEFC briefed the results to the Air Staff and MAJCOM planners. In late September the Center presented its sourcing plans to the MAJCOM ECS IPT and secured final approval for their implementation.[111]

(U) In his January 2001 message, General Wald stressed not only the importance of the work being done by AEFC staff but also the necessity that Air Staff and MAJCOM functionals make an "all-out effort" to complete the right-sizing of UTCs: "Without the correct UTC resources, this entire effort will be impaired and slowed." The DCS/Air & Space Operations added that "no matter how you cut it, this is an enormously complex project and the schedule is extremely aggressive. Each phase will require tremendous teamwork and coordination---clear communication and commitment must drive all efforts. As with any plan of this magnitude, there will be inevitable deviations and problems that may require different solutions. We cannot allow such issues to slow progress, because too many of our units and airmen have not yet realized the improvements promised by the EAF. The 15-month schedule provides predictability. It also provides stability for training and preparation. The creation of right-sized UTCs combined with teaming are the final ingredients necessary to produce a more capable and combat ready force."[112]

(U) Teaming and home base impact were also addressed by Lieutenant General Michael E. Zettler, Headquarters USAF Deputy Chief of Staff for Installations and Logistics (AF/IL). In a 7 May message to field units, General Zettler called the product of the AEFC's Cycle 3 sourcing effort "an aggressive game plan" to improve the capability to posture UTCs for the full spectrum of EAF operations as well as to maintain an acceptable level of home station operations during deployments. For General Zettler, the placement of UTCs in the AFWUS and the AEF libraries constituted one of two prerequisites for success in Cycle 3 sourcing, the other being the simultaneous building of air component Time-Phased Force Deployment Data (TPFDD) requirements by using the UTCs postured by the force providers.[113]

(U) To achieve these results, General Zettler listed action items and timelines for providing integrated team contributions. By the time he wrote, several actions had already been accomplished. As of mid-April, Air Staff FAMs had provided guidance to determine acceptable levels of reduced services and standards during AEF deployments, while the AEFC had published a Cycle 3 Target Base Alignment Template to match UTCs and aircraft within the two on-call

periods. Also prior to the Deputy Chief of Staff's message, air components working with the AEFC had added AOR requirements to UTCs but made minimal line remark reductions, and the MAJCOMs had published supplemental guidance for reducing home base disruptions during deployments.

(U) Future actions included progress checks by the ECS Integrated Product Team and MAJCOM functional area managers (no later than 22 May); the collection of teaming contributions by wings and installations (NLT 8 June); the starting of AFWUS and UTC library updates by MAJCOM FAMs, working closely with the AEFC staff (NLT 9 June); an ECS IPT meeting to present preliminary team contribution results (to be held on 26 June); MAJCOM approval of UTC additions and team contributions (NLT 9 July); the freezing of AEF libraries for analysis (23 July); the reviewing of team contributions in AEF libraries by the FAMs and the AEFC (NLT 31 July); the AEFC's drafting of a pre-sourced ECS schedule for review by representatives of the Air Staff, the MAJCOMs, air force components, wings, and bases (NLT 24 August); the holding of a conference to achieve final sourcing of TPFDD requirements incorporating UTC capabilities (10-19 September); AEF notification of units vulnerable to deploy during Cycle 3 (NLT 1 October); and the notification of individuals of their AEF vulnerability (NLT 1 November). In his concluding remarks, General Zettler followed General Wald's lead in stressing the aggressive nature of the sourcing and scheduling plan and reiterating that "we owe it to our airmen to provide stability and predictability and to reduce home station OPSTEMPO during deployments." These plans were the most effective way in which the service could "keep faith" with its personnel.[114]

(U) A major issue in expeditionary operations planning was how to "flow" forces through the full spectrum of combat operations, specifically the best way to transition from steady state to crisis operations, to and including Major Theater War (MTW). In the wake of Global Engagement V, the Air Force's mid-term Title 10 exercise, held in late 2000, General Ryan tasked the Headquarters USAF DCS/Air and Space Operations to develop a concept for flowing forces to contingencies, beyond steady state AEF commitments. The construct was to include the AEF structure and reconstitution, while leveraging modular and scalable UTCs and exploiting information technology.[115]

(U) Since July 2000, the AEFC staff had been working closely with their counterparts on the Air Staff to revise roles and responsibilities embraced in Air Force Instruction 10-400 ("Aerospace Expeditionary Force Planning"), originally published on 1 December 1999. A dichotomy developed in their approach to revising Chapter 6 of AFI, which dealt with planning considerations common to all expeditionary operations. The organizations agreed that the Expeditionary Aerospace Forces Construct- i.e., the sourcing of expeditionary deployments by capability-based UTCs rather than by unit-based UMDs- should prevail during steady-state rotations. But while the AEFC believed that the construct should apply to the full spectrum of

conflict, Headquarters USAF DCS/Air & Space Operations planners doubted that it properly supported crisis planning and execution, including MTW.

(U) The crux of the disagreement was that the Air Staff viewed steady-state and crisis planning as separate processes. Peacetime contingency operations should be managed by the EAF construct, but crisis action should be guided by older directives designed to govern joint operations. The rationale behind this position was that Title 10 of the U.S. Code specified that crisis planning, which included the initial sourcing of forces, was fulfilled through combatant commander/Chairman Joint Chiefs of Staff channels and not through service channels; therefore, the joint process would take precedence over service (including EAF) processes. Furthermore, the EAF construct, by aligning existing capabilities with steady state commitments, ensured that the commitment level was sustainable indefinitely. But because crisis action plans focused on a warfighting commander's immediate requirements, resources were allocated without focus on indefinite sustainability. Once they exceeded sustainable levels, these resources would enter surge operations. Current procedures, tailored to joint operations would redress this undesirable situation.[116]

(U) AEF Center planners reviewed the Air Staff's position and cited several pros and cons. One advantage was that the major commands were likely to support it, since it preserved their responsibility for all sourcing actions. Another advantage was that if adopted, it would require no changes in the way the Air Force handled deliberate and crisis action planning, or in any documents that spelled out these procedures. There would be no delay in plan execution or notification when MAJCOMs both sourced and validated requirements. The position adhered strictly to existing guidance in Title 10. At bottom, it expedited the process of providing forces to meet CINC requirements.

(U) AEFC, however, believed that the disadvantages of the Air Staff construct far outweighed its strong points--certainly, they appeared to be more numerous. If the construct seemed to fulfill the te1ms of Title 10, it found no support at all in AFI 10-400, which specified an EAF planning role across the spectrum of conflict; nor did it meet the full-spectrum response goal of Headquarters USAF PAD 99-01. By positing separate processes for steady state and crisis action planning, it complicated sourcing, hampering, among other things, USAF and AEFC efforts to determine surge trigger points. It failed to capitalize on AEF on-call forces at high readiness levels, or the ability to prioritize remaining on-call forces for operations beyond steady state. It provided no visibility over total USAF force capabilities, no means of capturing the cost of surge operations, and no method of developing a cohesive reconstitution plan. It limited the service's ability to synchronize crisis sourcing and to maintain steady state rotations. It neglected the key feature of the EAF construct, its streamlined approach to CINC force presentation. It made a disengagement decision more difficult. The most fundamental failing of the Air Staff construct, however, was that it limited the AEF to a peacetime scheduling mechanism, ignoring its ability to transition seamlessly, if necessary, from steady state rotations to a major theater war.[117]

(U) A complicating factor in this divergence of philosophy was that the Chairman of the Joint Chiefs, General Hugh H. Shelton, U.S. Army, appeared to support both constructs. Guidance contained in CJCS Message 3122.02A, 17 July 2000, was viewed as ambiguous and conflicting. One passage from this directive seemed to uphold the Air Staffs view: "Upon notification from the supported commander that the Course of Action (COA) TPFDD is available for sourcing, supporting commanders begin specifying units to satisfy COA force requirements." On the other hand, an appendix to the message, which defined the TPFDD development process, noted that the "sourcing of supported commander TPFDD requirements begins as soon as supporting commanders and Service Chiefs identify specific units to satisfy the supported commander's requirements." Other portions of the message seem to confirm General Shelton's view that the EAF construct should support all potential combat scenarios.[118]

(U) Undoubtedly, the Air Staff was aware of this conflict in guidance. AEFC speculated that the DCS/Air & Space Operations agreed in principle that the EAF construct was applicable to crisis action planning but doubted that it had matured to the point of effectiveness in crisis operations. The AEFC staff admitted that this was a "valid point," but one that would be fully addressed as the construct evolved. Indeed, the principles that underlay the construct were validated by events following the 11 September terrorist strike on targets inside the U.S. When, in the wake of the attacks, expeditionary forces deployed to Afghanistan and other forward operating locations, it was the EAF construct that governed the sourcing process.[119]

(U) SECTION 10: ENHANCING AND DISSEMINATING THE AEFC MISSION

(U) If, throughout 2001, AEF Center personnel grappled with problems including line remarks and competing crisis-action planning assumptions, they also developed and successfully tested solutions to mission-related problems, chief among them the AEF Unit Type Code Reporting Tool (ART). In 2001, the Center also unveiled an ambitious program to inculcate the far-reaching significance of the EAF throughout the Air Force. Although unforeseen events cut short this program, by all indications it proved an effective means of disseminating knowledge, correcting misperceptions about the Expeditionary Air Force, and overcoming resistance to its acceptance.

(U) ART was a web-based, classified network tool for reporting and updating the UTC readiness of AEF-allocated and -tasked units. By centralizing AEF data, ART permitted immediate access to AEF UTC status for all levels of command and with enough depth of information to enable commanders to make informed decisions on the employment of assigned forces. ART promised to fill a notable need in the USAF readiness reporting system. Due to the variable nature of AEF UTCs and the timelines and man-hours required for their incorporation in Designed Operational Capability (DOC) Statements, reporting them through use of the existing readiness tool known as SORTS (Status of Resources and Training System) was too labor-intensive on units and MAJCOM staffs. ART filled the requirement with minimal impact on the units involved.

(U) ART was not designed to take the place of SORTS--in fact, to minimize workload, the new tool used the venerable SORTS construct. The unique value of ART was that it broke down unit-level information from that vast database to support AEF reporting. It employed a stoplight formula to rate a UTC's ability to perform its mission as defined in the Mission Capability Statement (MISCAP). A green marker identified personnel and equipment for AEF-allocated UTCs that were available to deploy within 72 hours or sooner. A yellow (or caution) marker denoted UTCs with a missing or deficient capability, but which nevertheless could accomplish its mission in a contingency and/or AEF rotation. The affected units, however, would have to make a detailed explanation of shortfalls, while advancing corrective actions and setting a "get- well" date. Finally, red ("no go") markers indicated UTCs whose missing or deficient capability prevented it from being tasked and accomplishing its mission. The stoplight assessment system covered four critical areas: personnel authorized, training required to perform MISCAP, equipment supply, and equipment serviceability.[120]

(U) The AEFC was the development and test agency for ART. System test and evaluation (T&E) consisted of four phases. The first phase, Developmental Testing, which began in late 1999, was conducted by the AEFC Readiness Team, validated the changed/added functionality of the system and ensured that it operated within the scope of its design. The second phase, the Selected-User Concept Preview, was completed in February 2000. During this phase, SORTS offices at the

affected MAJCOMs, as well as the Air Force Reserve Center and selected Air Combat Command wings, previewed an early version of ART. Participants reviewed the effectiveness of the tool in action and provided feedback on system functionality, usability, and suitability. Comments were generally favorable, and suggestions for improvement were evaluated against AEFC requirements; the best were incorporated into later T&E phases.

(U) The third T&E phase, known as the AEFC Internal Developmental Test, took place in the late summer and fall of 2000. This end-to-end test verified ART functionality in a simultaneous, multi -user environment. All available AEFC personnel logged on to the DoD's classified network known as the Secure Internet Protocol Network (SIPERNT) via Global Command and Control System (GCCS) terminals, accessed ART, and loaded notional readiness data. To better measure the tool's usability, participants received no training on the site other than that detailed in the test message sent out by the Headquarters USAF DCS/Air & Space Operations and in the ART on-line tutorial. To populate as many date fields as possible, AEFC members logged on using their previously assigned unit as an identifier. Upon completing their inputs, participants accessed the reporting function and requested as many variations of data as possible. Participants then completed an e-mail based survey to test the tool's functionality, a test problem report, and a Reports Evaluation Survey.

(U) The fourth test and evaluation phase, the so-called Beta Test was an opportunity to evaluate ART in a controlled operational environment. Participants in this phase were UTC-allocate /tasked units included in AEFs 1 and 2. All other USAF units-active, Guard, and Reserve-were encouraged to take part as well, and many did so. The test garnered from reporting units and higher levels of command a wide range of feedback on the same aspects as had been evaluated during the Selected Concept Preview: functionality, usability, and suitability. As during the AEFC Internal Developmental Test, participants completed a System Evaluation Survey and, when problems were encountered, a Test Problem Report. Higher levels of command completed a Reports Evaluation Survey. These responses were attached to the tool itself; they were automatically forwarded to the AEFC Readiness Branch mailbox for access by users.[121]

(U) The Beta Test generated more than 30,000 changes to the original ART concept. The huge number led to some confusion at the unit level, but TPFDD library and ART synchronization was maintained throughout. Following the Beta Test, the Readiness Branch collated all surveys and reports. In December, after reviewing the various forms of feedback, the AEFC, in conjunction with the Headquarters USAF DCS/Air & Space Operations, published a test report to identify areas required reworking prior to an Air Staff decision on whether to field the system. On balance, the final report revealed ART to be a success. Ease-of-use assessments were overwhelmingly positive, although problem reports and improvement suggestions bearing on functionality were numerous. These were validated and prioritized, and fixes were completed by mid-January 2001.

(U) The most troublesome problem with the system related to its suitability- specifically, to the length of time the system was on-line and available for field users to input information. During the Beta Test, SIPRNET connectivity and server on-line time was so limited that system availability dropped below 80 percent, 10 percent lower than pre-test expectations. It was firmly believed, however, that changes in system administration and procedures, as well as the continuing maturity of the SIPRNET, would overcome these problems. For these and other reasons, the AEFC recommended that ART should proceed to an expanded operational test, a recommendation adopted by General John P. Jumper shortly before he transitioned from COMACC to Chief of Staff of the Air Force in September 2001. The test was launched that December, concurrent with the start of AEF Cycle 2. It was concluded in February 2002.[122]

(U) Another mission-related tool that emerged in 2001 had external rather than internal effects on AEF Center operations. Beginning in late July, AEFC members went on the road to brief senior commanders, as well as the USAF community as a whole, on the AEF concept and its impact on units and individuals. The briefings, delivered by several AEFC Outreach Briefing Teams, were designed for presentation at active duty and Guard and Reserve installations throughout the CONUS as well as those assigned to USAFE and PACAF. There were two types of briefings. The basic briefing, an elementary guide to the AEF concept, was designed to enable action officers and the enlisted force to understand how they fit into the larger picture of expeditionary operations, and how and why the new construct had evolved. As originally conceived, the briefings were to continue through September and perhaps into FY 02. They were abruptly halted, however, following the terrorist attacks of 11 September. By then, 19 bases and installations had received briefings, out of almost 70 earmarked for the presentations. As of the close of 2001, with so many USAF personnel having deployed in support of Operations Noble Eagle and Enduring Freedom, the roadshows had yet to resume.[123]

(U) Before the outreach program was suspended, briefing teams visited every section of the continental U.S. (CONUS). Twenty-three installations hosted both basic and senior leadership briefings as shown in Table 10-1 below. Tyndall AFB, Florida, asked for only the senior leadership briefing, which was presented there on 7 August. Tropical Storm Barry forced an early termination of the briefings at Hurlburt; prior to the post-11 September decision, the briefing team had intended to return there later that month to complete its presentation.[124]

UNCLASSIFIED (U) Table 10-1: AEF Outreach Briefing Visits	
Beale AFB, CA (30 July)	Scott AFB IL (21 August)
Los Angeles AFB, CA (2 August)	Cannon AFB, NM (22 August)
March AFB, CA (3 August)	Offutt AFB, NE (22 August)
Channel Island ANGB, CA (5 August)	Grand Forks AFB, ND (27 August)
Point Mugu NAS, CA(5 August)	Minot AFB, ND (28 August)
Hurlburt AFB, FL (6 August)	Ellsworth AFB, SD (29 August)
Nellis AFB, NV (6-7 August)	Altus AFB, OK (29 August)
Eglin AFB, FL (8 August)	Burlington IAP, VT (7 September)
Keesler AFB, MS (10 August)	Pease ANGS, NH (8 September)
Sheppard AFB, TX (15 August)	Otis ANGB, MA (10 September)
Hill AFB, UT (16-19 August)	Cape Cod, MA (10 September)
Whiteman AFB, MO (20 August)	
(U) Notes: AFB=Air Force Base; ANGB=Air National Guard Base; ANGS=Air National Guard Station; IAP=International Airport; NAS=Naval Air Station. (U) Source: Chart (U), AEFC/AESC, "Outreach Metrics," n.d. UNCLASSIFIED	

(U) The hour-long briefings covered a wide array of issues, including the background and structure of the AEF concept, the mission of the AEFC, the uses of UTCs, the importance of ART reporting, and the availability of information aids such as EAF Online (now AEF Online), a Web-based source for AOR reporting instructions, deployment checklists, ULN duty descriptions, and other important data. The primary goal of the outreach program was to foster a spirit of cooperation and support among both commanders and the rank-and-file--a spirit that would enable officers and airmen to appreciate the duties, responsibilities, and benefits that the AEF concept represented. The briefings stressed that AEF was a USAF-wide, not a MAJCOM, initiative and that, as an integral feature of the Air Force of the twenty-first century, it was an enduring, rather than an ephemeral, program. The second type of presentation, the AEF Update briefing, was tailored to the needs of senior commanders who had already absorbed the basics of the concept and needed to know how it had evolved and been changed by events subsequent to its inception. The usual practice was for a roadshow team to brief the senior leadership in the morning, then to conduct two to three afternoon briefings for the rank-and-file.

(U) Reaction to the briefings was mixed, the level of unit support uneven. In cases where senior leadership stressed the importance of the education process and provided suitable facilities for the presentations, audiences tended to be large and actively engaged. On other occasions, attendance was lighter, especially in the case of installations where a large number of personnel had deployed in support of exercises, steady state operations, or contingencies. Because many officers and airmen remained ignorant of the basics of the AEF concept months after its implementation, the question- and-answer sessions that followed the formal presentations took on added importance. As one Outreach Briefing Team member put it, more than once briefers found

themselves “dodging bullets”-fielding pointed questions from personnel who found it difficult to appreciate how AEF affected them and their units or who doubted the applicability, effectiveness, or longevity of the concept. However, on those occasions when base and unit leaders supported the briefings, the outreach program went far toward “selling” the benefits of a construct certain to have long-term and far-reaching effects on a service increasingly involved in expeditionary operations.[125]

(U) Although almost universally regarded as a worthwhile effort, the outreach-briefing program was regrettably brief. It ended on 11 September 2001 as a direct result of the first terrorist assault on American soil. Considering the indefinite nature of that threat, it is perhaps not surprising that the program was never resumed.

(U) SECTION 11: THE AEF CENTER GOES TO WAR

(U) Until the terrorist attacks of 11 September 2001, Air Expeditionary Force Center planners were primarily involved in supporting steady-state rotations such as ONW and OSW. Providing expeditionary combat support for recurrent contingencies was a demanding mission, embracing as it did such disparate operations as air-bridge construction, force beddown, force protection, force sustainment, force command and control, operating location (OL) buildup, and OL recovery, redeployment, and reconstitution. Even so, steady-state requirements made up only one facet of the AEF mission, which encompassed the full spectrum of military operations. The extent and variety of the AEFC mission became clearly evident in the aftermath of the strikes on the World Trade Center and the Pentagon. As General Peck observed, the post-11 September world represented a "sea change" in the AEFC mission, as well as a defining moment for the EAF construct.[126]

(U) Through the remainder of the year and well into 2002, in addition to preparing force packages to meet the steady-state requirements of combatant commanders, the AEFC sourced crisis response operations halfway around the globe. The demands imposed by supporting NOBLE EAGLE, ENDURING FREEDOM, and other crisis operations involved Center personnel in a multitude of tasks and missions. Even as they scheduled AEF Cycle 3 deployments, ECS planners sourced more than 20 plan identifications (PIDs) in response to field commanders' requirements, developed a plan to rotate into various AORs some 20,000 airmen every three months, stood up and made fully operational a Crisis Action Team, and, through the liaison officers it provided to the Air Force Operations Group (AFOG) at the Pentagon, kept senior Air Force leaders continually apprised of ongoing expeditionary operations.

(U) Well in advance of 11 September, heavy scheduling and sourcing demands were made on the AEFC staff. Much of the work resulted from the need to transition from the Palace Tenure system of identifying requirements by Unit Line Numbers (ULNs) built around individual personnel to use of capabilities-based Unit Type Codes (UTCs). Because component commanders were unable to handle the transition process in theater, the job of converting ULNs to UTCs fell to the AEFC. The conversion process began in March 2001, when the AEFC staff created UTCs encompassing the entire "footprint" at Prince Sultan Air Base, Saudi Arabia, and the FOL with the highest number of ECS requirements. The task, which consumed a little more than a week, was completed during AEF Cycle 2; thus, the conversions were in place at the start of Cycle 3, in time to facilitate crisis deployments.[127]

(U) While the pace of AEFC operations had been brisk, and sometimes hectic, prior to 11 September, it increased exponentially through the remainder of the year. After Operations NOBLE EAGLE (ONE) and ENDURING FREEDOM (OEF) were instituted, the Center had to source a steadily increasing number of crisis requirements in addition to battling forest fires in the western states. The workload was increased by the Department of Defense's failure to prioritize

requirements, leaving AEFC personnel to their own devices in assigning priorities to meet the continuous demand.

(U) From mid-September to year's end, the Center sourced a total of 23 large force taskings, many of them simultaneously. Forced to prioritize requirements, the AEFC gave its immediate attention to the 18 crisis-response taskings it managed. It assigned a lower priority to steady-state requirements, which it pre-sourced and coordinated with the ECS Integrated Product Team (IPT), a multi-MAJCOM organization chaired by Colonel Kippert and, following his retirement in March 2002, by Lieutenant Colonel Bryan Kuhlmann. The total sourced by the Center throughout the last quarter of 2001 ran the gamut of steady-state and crisis-response operations, such as continuing support to Balkans peacekeeping and new requirements for the Global War on Terror (GWOT).

(U) Before 11 September, there had been much discussion within DoD and USAF circles as to how well the EAF construct would measure up to the demands of crisis operations. By year's end it had become evident that sourcing requirements by capabilities rather than by ULNs had proven its worth. The construct's effectiveness had been especially notable given the fact that, at least during the initial wave of crisis deployments, ECS requirements at the FOLs had far exceeded sortie requirements, a finding that confounded the expectations of many observers.

(U) The successful application of the EAF construct came as no surprise to Center personnel. As Lieutenant Colonel Thomas Smith, the AEFC Deputy Chief of Scheduling, noted, the construct was "really set up for crises," for it was effective not only in the sourcing process but during force recovery and reconstitution. Its only perceived drawback was that it caused widespread manpower turnover at regular 90-day intervals, as opposed to the 120-day turnover rate that was a fixture of the Palace Tenure system. Even so, the AEFC staff was convinced that over time the new construct would prove its worth in both steady state and crisis deployments.[128]

(U) As soon as the Center staff shifted from supporting steady-state deployments to sourcing crisis requirements, it stood up its own Crisis Action Team (CAT). During activation, the team was manned around the clock; at other times on-call personnel supported it. The CAT's mission was to support force nominations for deployment, employment, and redeployment of USAF forces during crisis or war, contingencies, major exercises, and peacetime operations. Under each of these scenarios, it promoted and maintained the EAF construct. It coordinated actions for the CSAF and provided situational awareness for key members of the senior staff, including General Hal M. Homburg, who succeeded General Jumper as COMACC on 14 November 2001. It coordinated operations with USAF major commands as well as with other services and joint staffs. The Director of the CAT reported directly to the AEFC Commander. The team itself was made up of experts in various functional areas, on whom the Director depended for inputs, guidance, and answers to a wide range of airlift, joint process, deployment, and capability questions.[129]

(U) The order to execute the Crisis Action Team was received early on 11 September, and the CAT Director, Major Dave Garrett, had the team operational by noon. Round-the clock manning commenced at that time; it continued through the rest of the year and well into 2002. During the first, critical weeks of Operations ENDURING FREEDOM, NOBLE EAGLE, FREEDOM EAGLE, and FUNDAMENTAL JUSTICE, the pace of CAT operations was, as Major Michael Riha of the Center's Systems Integration Branch put it, "tremendously hectic." Team members "tried to keep up with the voluminous requirements of all the combatant commanders" while working a seemingly never-ending succession of other issues, including support to relief workers in New York City and at the Pentagon, PACAF and USEUCOM force protection planners, United Nations and State Department personnel, anti-terrorist forces in the Philippines, Winter Olympics security planners, and firefighting officials in the western states.

(U) Until early November, CAT personnel also supported deployments to establish 14 new forward operating locations (FOLs) in addition to maintaining those already in place on 11 September. Throughout, CAT staffers had to contend not only with a demanding work schedule but also with varying levels of access and close-hold restrictions on intelligence critical to an understanding of the worldwide situation. Indicative of the dedication of CAT personnel is the fact that more than a few remained on station for several days at a time. At least one manned his desk for so many hours at a stretch, ignoring orders to go off-duty, that he was later hospitalized for a kidney infection.[130]

(U) Even as it manned its own Crisis Action Team, the AEFC provided representatives to the Headquarters Air Combat Command CAT and the USAF Crisis Action Team that formed a part of the AFOG. For several weeks following 11 September, AEFC liaison officers manned both teams on a round-the clock basis, via 12-hour shifts. This full-time presence enabled the AEFC to become intimately involved in crisis planning at both the USAF and force-provider levels. It paid special dividends at the Pentagon, where the Center's representatives enjoyed continuous access to a full spectrum of USAF functionals. Such access permitted the officers to anticipate taskings and offer quick advice as to whether a tasker was or was not the purview of the Center.

(U) They also served as ready sources of information on the AEFC mission. As one representative to the AF CAT, Lieutenant Colonel Roger McMahon, put it, the liaison officers became "evangelical spreaders" of the AEF concept to action officers and the senior staff. Because they occasionally had to dispel misconceptions about the Center's role and quash erroneous rumors, the liaison officers found their experience at the Pentagon "a character builder in the truest sense of the word." By year's end, the OPSTEMPO having decreased, the liaison officers' schedule had been cut back to a daytime-only presence at the ACC CAT and a single 12-hour shift at the USAF CAT.[131]

(U) The commitment to hard work that AEFC personnel displayed throughout the year, their dedication to mission, and their willingness to work 24 hours a day, seven days a week during

a period critical to national defense did not go unnoticed. In January 2002, the Headquarters ACC Directorate of Personnel put forward the AEFC as Langley AFB's candidate for the Verne Orr Award, which annually honors the USAF organization that makes the most effective use of human resources. The Center did not win the award, quite possibly because its citation was submitted prior to 11 September. Six months later, however, the AEFC received a more personal, and perhaps a more meaningful, tribute when in early July General Hornburg took the unusual step of awarding it, on the spot, a USAF Outstanding Unit Award. In addition to honoring the work of its officers, airmen, civilians, and contractors, the award signified that the Aerospace Expeditionary Force Center had come into its own as an organization representative of how the Air Force did business in the volatile, perilous environment of the 21st Century.[132]

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