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U.S. Space Force Planning Task Force Initial Work Plan

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TABLE OF CONTENTS

Executive Summary.....	i
Background.....	i
Function of the USSF	i
Purpose of the Initial Work plan.....	i
Transition Phases	i
The Way Ahead	ii
Introduction.....	1
Background.....	1
Purpose	1
Key Planning Parameters.....	1
Function of the USSF	3
Transition Phases	3
Phase 1: Design.....	4
Phase 2: Pre-establishment	7
Phase 3: Establishment	13
Phase 4: Initial Operational Capability.....	17
Phase 4A: USAF Forces, Missions, and Total Obligation Authority Transfer	17
Phase 4B: Other Services' and Relevant Agencies' Personnel, Missions, and Total Obligation Authority Transfer	20
Phase 5: Full Operational Capability.....	21
Figure 1: Future-State Department of Defense Organization Chart	3
Table 1: Summary of USSF Transition Phases	4

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EXECUTIVE SUMMARY

BACKGROUND

In recent years, space as a domain has received increased prominence in the National Security Strategy, National Strategy for Space, and National Defense Strategy. Recently, President Trump signed Space Policy Directive-4, which directed the Department of Defense to “*submit a legislative proposal to establish a United States Space Force as a sixth branch of the United States Armed Forces within the Department of the Air Force.*” On 21 February 19, the Acting Secretary of Defense tasked the Secretary of the Air Force with “*organizing and leading a team of civilian and military experts from across the DoD to conduct the detailed planning necessary to establish the U.S. Space Force.*” Pursuant to that direction, the Secretary of the Air Force directed the United States Space Force (USSF) Planning Task Force to conduct detailed planning to implement the President’s direction. The Secretary of the Air Force tasked them to deliver an Initial Work Plan no later than 22 March 2019 that “*lays out key phases of transition from Pre-establishment through Full Operational Capability, key decisions to achieve each transition phase, and associated actions, timelines, and milestones*” and to “*identify critical actions required to stand up an initial Space Force Staff by 1 October 2019.*” This document responds to that directive.

FUNCTION OF THE USSF

Space is integral to our way of life, our national security, and modern warfare. In accordance with Space Policy Directive-4, the USSF will Organize, Train, and Equip forces to provide for freedom of operation in, from, and to the space domain; provide independent military options for national leadership; and enhance the lethality and effectiveness of the Joint Force. It will develop and maintain a unique culture and identity specific to the Space Force. The key functions of the USSF informed the development of this Initial Work Plan.

PURPOSE OF THE INITIAL WORK PLAN

The Department of Defense Initial Work Plan lays out a five-year plan to establish a USSF. It identifies the Department of Defense-wide macro-level planning and taskings required to achieve each phase, along with the missions and functions that would transition using a conditions-based approach. An important feature of this plan is the inclusion of “key considerations for senior leaders” for each phase to highlight key issues that must be addressed at critical junctures. It does not, in and of itself, provide specific answers to key questions such as the size and organizational structure of the force; these questions will be answered as the phases of the Initial Work Plan are actually implemented. This plan will, however, be used to guide follow-on planning and execution as a roadmap for the entire Department of Defense for implementation. The follow-on product to the Initial Work Plan will consist of a series of Annexes which provide an initial set of detailed action plans and critical tasks for each phase. These Annexes will need to be refined as each phase is implemented, but they will be detailed enough to drive planning considerations and begin execution.

TRANSITION PHASES

This document outlines a five-phase plan to establish the USSF. Each phase is designed to build upon the previous one and ensure the USSF can be established in a logical and incremental

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sequence that minimizes risk to force and mission. Phases 1-3, notionally spanning one year, are focused on creating the initial plans, organization, and programming actions to enable the rapid but orderly stand-up of the Initial Space Force Staff. Phase 4, planned to last two years, is the Initial Operational Capability phase. Personnel, missions, and appropriate portions of Total Obligation Authority from the Air Force, other Services, and relevant Agencies (e.g., Space Development Agency, elements currently in Defense Advanced Research Projects Agency and Missile Defense Agency) will transfer into the USSF using a time-phased and conditions-based approach to minimize risk to force and mission. All identified Air Force transfers will take place in year one and other Service and relevant Agency transfers will occur in year two. Phase 5, also planned to last two years, is the Full Operational Capability phase. During this phase, USSF capability and capacity will continue to grow and final organizational realignments will take place to achieve maximum warfighting effectiveness.

Phases 1-3 contain actions and activities that would need to occur in the next few weeks and months, while Phases 4-5 are still several years away. Due to their nearer-term timeframe, Phases 1-3 contain more detailed key actions, while Phases 4-5 do not. Detailed actions and taskings for each phase will be captured in Annexes if directed to implement.

THE WAY AHEAD

The Department of Defense Initial Work Plan represents the first deliverable of the USSF Planning Task Force as directed by the Secretary of the Air Force. It was developed by the Task Force over a 30-day period. As such, more detailed planning and refinement will need to occur as senior leaders from the Air Force and Department of Defense determine whether to begin implementation of the phases in this plan. This Initial Work Plan does, however, represent the most detailed planning to date with respect to establishment of the USSF and will serve as the guiding roadmap for all follow-on actions.

Collaboration amongst all stakeholders across the Department of Defense is paramount and a formal decision process will ensure all equities are represented and considered. This process will provide organizations an opportunity to contribute to and comment on essential joint, Department of Defense-wide decisions and actions. Early involvement of all concerned organizations is crucial to the full development of the USSF. Within the Design Phase (Phase 1), the USSF Planning Task Force Director will recommend to the Secretary of the Air Force the best mechanism or forum (e.g. Tank, Deputy's Management Action Group) to review key decisions and actions, adjudicate differences, and make recommendations to decision authorities.

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INTRODUCTION

BACKGROUND

In recent years, space as a domain has received increased prominence in the National Security Strategy, National Strategy for Space, and National Defense Strategy. On 19 February 2019, President Trump signed Space Policy Directive-4, which directed the Department of Defense to *“submit a legislative proposal to establish a United States Space Force as a sixth branch of the United States Armed Forces within the Department of the Air Force.”* This new branch of the military would be dedicated to handling threats in space, and the President ordered the Defense Department to *“marshal its space resources to deter and counter threats in space.”* In a memo dated 21 February 2019, the Acting Secretary of Defense tasked the Secretary of the Air Force to *“organize and lead a team of civilian and military experts from across the DoD to conduct the detailed planning necessary to establish the U.S. Space Force”* -- which will fall within the Department of the Air Force. Subsequently, on 22 February 2019, the Secretary of the Air Force signed a memo directing the establishment of a USSF Planning Task Force to conduct the detailed planning necessary to establish the USSF and implement the President’s direction. The Secretary of the Air Force tasked the USSF Planning Task Force to deliver an Initial Work Plan no later than 22 March 2019 that *“lays out key phases of transition from Pre-establishment through Full Operational Capability, key decisions to achieve each transition phase, and associated actions, timelines, and milestones.”* The Secretary of the Air Force also tasked the Planning Task Force to *“identify critical actions required to stand up an initial Space Force Staff by 1 October 2019.”* On 1 March 2019, the Department of Defense submitted a legislative proposal to Congress to establish the USSF as a sixth branch of the U.S. Armed Forces within the Department of the Air Force.

PURPOSE

The Initial Work Plan lays out a five-year plan to establish a USSF. It identifies the macro-level planning and taskings required to achieve each phase, along with the missions and functions that would transition using a conditions-based approach. An important feature of this plan is the inclusion of “key considerations for senior leaders” for each phase to highlight key issues that must be addressed at critical junctures. It does not, in and of itself, provide specific answers to key questions such as the size and organizational structure of the force; these questions will be answered as the phases of the Initial Work Plan are actually implemented. This plan will, however, be used to guide follow-on planning and execution as a roadmap for implementation. The follow-on product to the Initial Work Plan will consist of a series of Annexes which provide an initial set of detailed action plans and critical tasks for each phase. These Annexes will need to be refined as each phase is implemented, but they will be detailed enough to drive planning considerations and begin execution. This Initial Work Plan also directs the development of a full Program Action Directive which will be used to guide the detailed actions necessary to stand up the USSF.

KEY PLANNING PARAMETERS

Several guiding principles and planning assumptions were adopted during the development of this document to ensure alignment with Presidential intent, generate warfighting improvements while leveraging key efficiencies, and define critical path activities:

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Guiding Principles for Initial Work Plan Development

- To minimize risk to force and mission, the USSF will be built incrementally via multiple phases. Planners will develop methods to analyze and mitigate risks for each phase (e.g., table-top exercises, memoranda of understanding)
- The USSF will be designed to optimize warfighting effectiveness and organizational efficiency
- Parameters defined in Space Policy Directive-4 will be met. Concepts communicated to Congress (e.g., Staffer Day briefings, USSF Strategic Overview) will be leveraged as appropriate
- Where appropriate, the USSF will leverage existing Department of the Air Force, other Service, or relevant Agency institutional support and infrastructure except where performing those functions unique to space domain or that are central to the independence of the military service
- Space functions and support performed by current Air Staff and Secretariat organizations (e.g., AF/A3OS, AF/A5RS, SAF/SP) will continue uninterrupted until those functions are transferred and executable by USSF in Phase 4 described later in this plan
- Planning activities associated with both the Space Development Agency and the U.S. Space Command will be conducted separately and are not addressed as part of the Initial Work Plan. USSF planning will be closely coordinated with these efforts
- The USSF will be designed to fully leverage expanded military department level acquisition authorities provided by congress as part of recent reforms to enable faster and smarter acquisitions
- Decision-making processes will be conducted transparently for all stakeholders, to include Joint Force Components, relevant Agencies, and the Intelligence Community
- Senior leaders will be presented with options early enough to preserve trade space and avoid de facto decisions, but support the achievement of the critical path timeline

Key Planning Assumptions

- Congress will approve the legislative proposal submitted 1 March 2019 establishing the USSF and appropriate money for the Initial Space Force Staff consistent with the Fiscal Year 2020 President's Budget. As Congress makes changes to the original legislative proposal, the USSF Planning Task Force will update and refine planning activities as appropriate
- Current planning activities prior to the stand-up of the Initial Space Force Staff are fully authorized and use funds appropriated in the Fiscal Year 2019 or prior budgets
- The planning required for stand-up of the Initial Space Force Staff will be complete by 1 October 2019 and prepared to execute within 90 days of enactment in law
- All identified Air Force forces, missions, and appropriate portions of Total Obligation Authority will transfer as early as the beginning of Fiscal Year 2021 (1 October 2020), but no later than the end of Fiscal Year 2021 (30 September 2021)
- All identified Other Services' and relevant Agencies' personnel, missions, and appropriate portions of Total Obligation Authority will transfer as early as the beginning of Fiscal Year 2022 (1 October 2021), but no later than the end of Fiscal Year 2022 (30 September 2022)
- Full Operational Capability of the USSF can occur as late as calendar year 2024

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FUNCTION OF THE USSF

The key functions of the USSF, as identified in Space Policy Directive-4, informed the development of this Initial Work Plan. Situated within the Department of the Air Force as shown in Figure 1 below, the USSF will Organize, Train, and Equip forces and develop concepts, doctrine, tactics, techniques, and procedures to ensure freedom of operation in, from, and to the space domain. In coordination with key partners (Military Services, Combatant Commands, U.S. Government departments and agencies, allies and partners) the USSF will deliver capabilities and effects to enhance the lethality and effectiveness of the Joint Force across all regions, functions, and domains. It will provide independent military options for national leadership and develop and maintain a unique culture and identity.

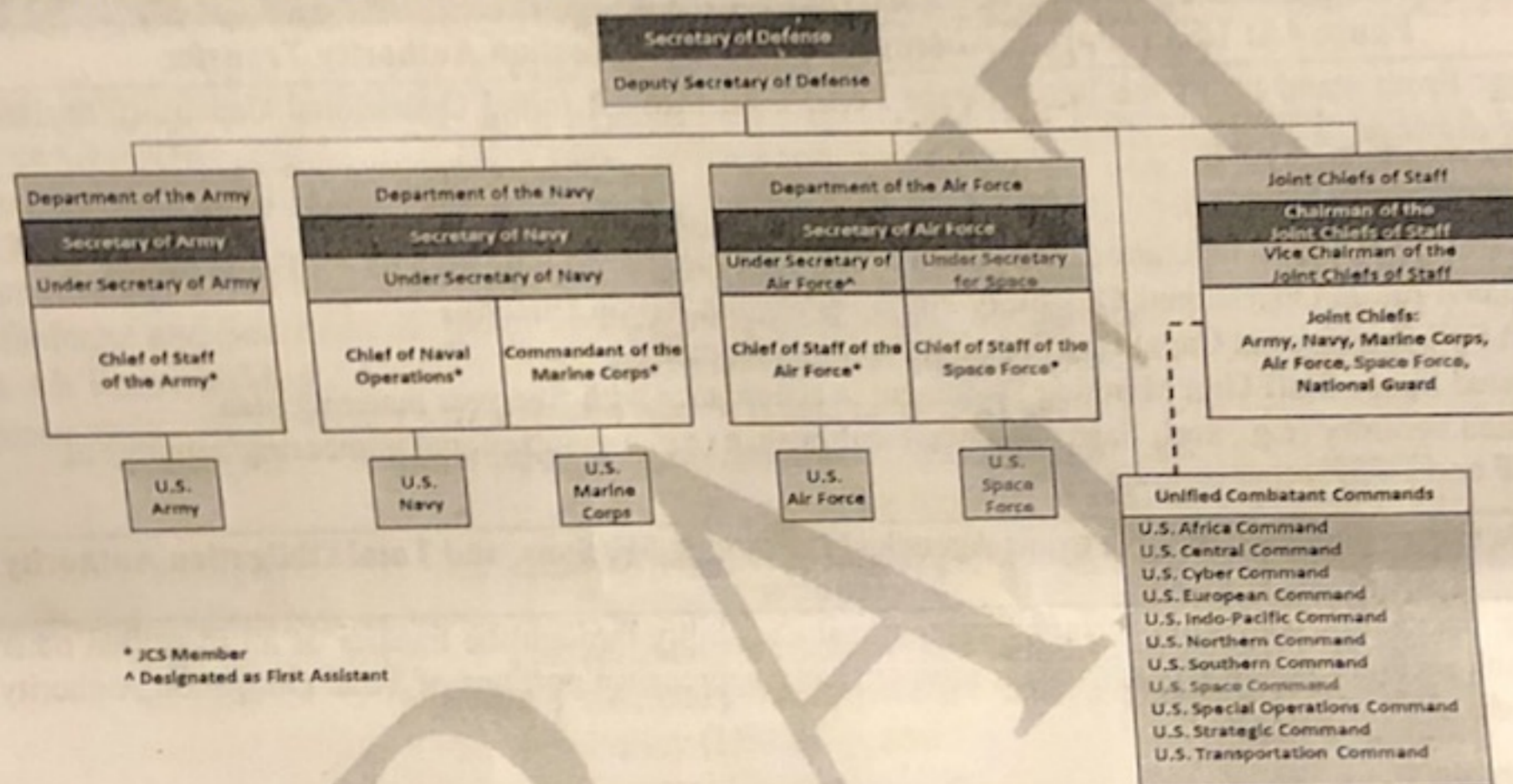


Figure 1: Future-State Department of Defense Organization Chart

TRANSITION PHASES

The five transition phases outlined in this document are summarized in Table 1 below.

Phase 1: Design
<p><u>Timeframe:</u> From initial tasking through Secretary of the Air Force approval of the Initial Space Force Staff organizational design, roles, and functions (<i>estimated duration: 2 months</i>)</p> <p><u>Key Deliverable(s):</u></p> <ul style="list-style-type: none"> Recommended Initial Space Force Staff organizational design
Phase 2: Pre-Establishment
<p><u>Timeframe:</u> From the Secretary of the Air Force's approval of the Initial Space Force Staff organizational design, roles, and functions through enactment in law of the USSF (<i>estimated duration: 6 months</i>)</p> <p><u>Key Deliverable(s):</u></p> <ul style="list-style-type: none"> Executable Initial Space Force Staff Stand-up Implementation Plan Preliminary USSF Macro-Organizational Design Initial USSF headquarters five-year manning plan proposed end strength, including a strawman Unit Manning Document Civilian requests for personnel action and military requisitions ready to execute for the Initial Space Force Staff

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<ul style="list-style-type: none"> • Draft Initial Operational Capability Phase A Program Action Directive
Phase 3: Establishment
<p>Timeframe: From enactment in law of the USSF through the formal stand-up of the Initial Space Force Staff (<i>estimated duration: 90 days</i>)</p> <p>Key Deliverable(s):</p> <ul style="list-style-type: none"> • Finalized recommendations for USSF Macro-Organizational Design • Finalized Initial Operational Capability Phase A Program Action Directive, including Initial Operational Capability criteria and draft Mission Directives and Operational Instructions • Draft Initial Operational Capability Phase B Program Action Directive • Refined USSF headquarters five-year manning plan for out-year adjustments
Phase 4: Initial Operational Capability
Phase 4A: USAF Forces, Missions, and Total Obligation Authority Transfer
<p>Timeframe: From stand-up of the Initial Space Force Staff through Initial Operational Capability declaration (<i>estimated duration: 1 year</i>)</p> <p>Key Deliverable(s):</p> <ul style="list-style-type: none"> • Declaration of Initial Operational Capability following transfer of all identified Air Force forces • Finalized Initial Operational Capability Phase B Program Action Directive • Draft Full Operational Capability Program Action Directive • Updated Space Staff Unit Manning Document in accordance with five-year manning plan • Defined heraldry (e.g., seal, flags, emblems) and lineage (e.g., organizational numbering/naming) of USSF and USSF organizations
Phase 4B: Other Services' and Relevant Agencies' Personnel, Missions, and Total Obligation Authority Transfer
<p>Timeframe: From the declaration of Initial Operational Capability through the transfer of all identified other Services' and relevant Agencies' personnel, missions, and appropriate portions of Total Obligation Authority (<i>estimated duration: 1 year</i>)</p> <p>Key Deliverable(s):</p> <ul style="list-style-type: none"> • Finalized Full Operational Capability Program Action Directive
Phase 5: Full Operational Capability
<p>Timeframe: From the completion of Phase 4B through declaration of Full Operational Capability (<i>estimated duration: 2 years</i>)</p> <p>Key Deliverable(s):</p> <ul style="list-style-type: none"> • Declaration of Full Operational Capability

Table 1: Summary of USSF Transition Phases

PHASE 1: DESIGN

Timeframe

This phase runs from initial tasking (via memoranda from the Acting Secretary of Defense on 21 February 2019 and Secretary of the Air Force on 22 February 2019) through Secretary of the Air Force approval of the Initial Space Force Staff organizational design (anticipated 3 May 2019). This phase occurs during the Fiscal Year 2021 President's Budget cycle. *Estimated timeline: 2 months*

Description

The objective of this phase is to define the Initial Space Force Staff organizational design with as much specificity as possible. The work done in Phase 1 will inform development of the Initial

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Space Force Staff Implementation Plan in Phase 2 and stand-up of the Initial Space Force Staff in Phase 3. Phase 1 is a relatively short phase focused on building the Initial Space Force Staff's organizational design. The design will include the organizational structure, functions, and roles and responsibilities of the Initial Space Force Staff, which will begin with a "strategy to task" review focused on documenting the strategic roles, missions, and functions of the USSF. Organizational design of the Initial Space Force Staff will also include the number of General Officers and Senior Executive Service members who will form the leadership team, numbers of personnel assigned to each functional area of the Staff, and primary planning functions the Staff will implement once formed.

Key Deliverable(s)

- Recommended Initial Space Force Staff organizational design

Entrance, Exit, and Desired Exit Criteria

Entrance Criteria	Exit Criteria	Desired Exit Criteria
Condition that <u>must</u> be satisfied prior to entering Phase	Condition that <u>must</u> be satisfied prior to exiting Phase	Condition that <u>may</u> be satisfied prior to exiting Phase, but is not required
<ul style="list-style-type: none"> • Signature of Acting Secretary of Defense and Secretary of the Air Force tasking memoranda 	<ul style="list-style-type: none"> • Secretary of the Air Force approval of Initial Space Force Staff organizational design • Enabling criteria: Coordination by the Acting Secretary of Defense, Secretary of the Army, Secretary of the Navy, Under Secretary of Defense for Policy (USD(P)), and General Counsel of the Department of Defense 	<ul style="list-style-type: none"> • N/A

Key Considerations for Senior Leaders

Initial Space Force Staff organizational design. The first near-term activity in Phase 1 is developing the recommended organizational design for the Initial Space Force Staff. The Planning Task Force will defer the development of the macro-organizational design of the end-state USSF to Phase 2 even though typically the first step in organizational design is to identify the final end-state. This approach will preserve leadership decision space, provide time and space to address key issues between Services, and not foreclose any opportunities while Congress debates the Department of Defense's 1 March 2019 legislative proposal. The preliminary organizational design of the Initial Space Force Staff will include the Staff's organizational structure and roles and responsibilities, which will form the foundation for the Initial Space Force Staff Stand-up Implementation Plan developed during Phase 2.

Organizational design approach. The USSF Planning Task Force – with representatives from all four Services, the Office of the Secretary of Defense, relevant Agencies (e.g., Defense Advanced Research Projects Agency, Space Development Agency), and the Joint Staff – will utilize a collaborative approach to define the Initial Space Force Staff organizational design. The Task Force will develop courses of action, present them to the Secretary of the Air Force for decision, and then coordinate them across the Department of Defense to ensure all key stakeholders have an opportunity to comment before any final decisions are made.

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Role of the Initial Space Force Staff. The purpose of the Initial Space Force Staff (which includes both the Office of the Under Secretary for Space and the Space Staff), once enacted in law, will be to establish the enabling organization to effectively Organize, Train, and Equip forces and provide capabilities to the warfighter as a new military Service under the Department of the Air Force. The Initial Space Force Staff will bridge the gap between the initial stand-up of the USSF and achievement of Full Operating Capability. Upon stand-up, the Initial Space Force Staff Director will be responsible for planning for all milestones and activities in future phases, including developing and gaining approval of the macro-organizational design of the USSF. Key activities of the Initial Space Force Staff will include planning for the transfer of all identified USAF forces and missions during Phase 4A, defining Initial Operational Capability criteria, and declaring Initial Operational Capability at the end of Phase 4A. The USSF Planning Task Force will stand down when the Initial Space Force Staff is enacted in law at the beginning of Phase 3.

Manpower for the Initial Space Force Staff. The Fiscal Year 2020 Resource Management Decision provided to the Services during the Fiscal Year 2020 Program Budget Review apportioned 160 billets (122 civilian, 38 military) across the Services. The President's Budget transferred \$72.4M for 122 civilians to the Space Force Operations and Maintenance appropriation for the stand-up of USSF headquarters. The Air Force will work internally and with the Office of the Secretary of Defense and other Services to fill these billets. The USSF Planning Task Force will also work with these stakeholders to resource the additional 40 detailees allocated in the President's Budget to bring the Initial Space Force Staff's footprint to a total of 200 personnel.

Budgeting considerations. Although the vast majority of the Planning Task Force's effort in Phase 1 will be to define the organizational design of the Initial Space Force Staff, the Task Force will also begin considering issues such as budgeting timelines, a five-year manning plan, and wedges/projected funding for the Program Objective Memorandum to ensure subsequent phases are postured for success. No key budget decisions need to be made in Phase 1, but several will be required in Phases 2-3.

Beddown options. During Phase 1, Air Force leadership and the USSF Planning Task Force will begin the initial steps of identifying potential beddown options (i.e., provision for facility workspace) for both the Initial Space Force Staff and the permanent USSF headquarters staff. Streamlining the process, where permitted, may be required to support the short facility acquisition timeline and the 90-day timeline allocated to the stand-up of the Initial Space Force Staff. Identifying the basing enterprise and candidates early will enable timely compliance with the National Environmental Protection Act for the establishment of a permanent operating location for the Space Staff and avoid delays to achieving Initial Operational Capability and Full Operational Capability.

Seamless integration. The USSF Planning Task Force is cognizant of several ongoing studies related to space strategy and the USSF. The Task Force is committed to seamless integration between planning efforts for the stand-up of the USSF and all related studies, and will seek guidance from the Secretary of the Air Force as appropriate to synchronize efforts.

Reserve Components transition. During Phase 1, senior leaders should consider the timing and scope of the Reserve Components transition. The decision on this issue has been deferred to Fiscal Year 2020. Once a decision is made with regard to the Reserve Components, implementation will require legislative action (i.e., action may take more than one

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year). Consequently, a decision made in 2020 will likely result in a gap between when the Air Force Active Component is projected to transfer and when Reserve Components are able to transfer. The planning team recognizes this is among our highest priorities to address as soon as possible. Concurrent transfer of all identified National Guard, Air Force Reserve, and Regular Air Force forces and missions would provide the least risk to mission and force and ensure an integrated approach to building the USSF from the outset.

Key Actions

The following key actions are required to achieve this Phase's objectives and meet exit criteria. They represent key actions at the macro level and are not all-inclusive. If directed to implement, a Phase 1 Annex will be developed outlining a complete list of detailed actions and taskings.

Key Action 1.1: Define the organizational design of Initial Space Force Staff. Defining the Initial Space Force Staff organizational design, which will begin with a "strategy to task" review of the strategic roles and functions of the USSF, is necessary to plan for Initial Space Force Staff stand-up and obtain human capital. If the organizational design is not completed during Phase 1 – with a defined human capital strategy in Phase 2 – the Initial Space Force Staff may not be able to stand up on time in Phase 3 once the USSF is enacted in law.

- Date Decision Needed: No later than 3 May 2019
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: Secretary of the Army, Secretary of the Navy, Under Secretary of Defense for Personnel and Readiness (USD(P&R)), General Counsel of the Department of Defense, Deputy Chief of Staff, Manpower, Personnel and Services (AF/A1)

Key Action 1.2: Identify criteria and preliminary options for the beddown of Initial Space Force Staff. During Phase 1, the USSF Planning Task Force will identify criteria and preliminary options for beddown of the Initial Space Force Staff. The Planning Task Force will coordinate with the Administrative Assistant to the Secretary of the Air Force (SAF/AA) to determine required processes to support the beddown of both the Initial Space Force Staff and the permanent USSF headquarters location(s), to include the Pentagon. Identifying criteria and preliminary options for the beddown of the Initial Space Force Staff is necessary during Phase 1 because there are significant lead time requirements associated with identifying location, equipment, transportation, and personnel for beddown. During Phase 1, the USSF Planning Task Force will scope preliminary options so it can initiate the beddown decision process and complete formal site surveys in Phase 2.

- Date Decision Needed: No later than 1 October 2019 (Phase 2)
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: Administrative Assistant to the Secretary of the Air Force (SAF/AA), Washington Headquarters Service (WHS)

PHASE 2: PRE-ESTABLISHMENT

Timeframe

This phase runs from the Secretary of the Air Force's approval of the Initial Space Force Staff organizational design, roles, and functions (anticipated 3 May 2019) through the enactment in

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law of the USSF (notionally on 1 October 2019, but flexible due to Congressional timelines). This phase occurs during the Fiscal Year 2021 President's Budget cycle. *Estimated timeline: 6 months*

Description

The objective of this phase is to transform the organizational design efforts from Phase 1 into an Initial Space Force Staff Stand-up Implementation Plan. The Implementation Plan will be fleshed out in enough detail and with enough advanced pre-positioning so that the Initial Space Force Staff can be stood up in 90 days or less during Phase 3, but not to the point of committing resources that have not been authorized and appropriated by Congress. Phase 2 activities will include identifying how the 200 billets allotted to the Initial Space Force Staff will be aligned across functional areas, identifying key leaders and action officers for the Initial Space Force Staff, identifying and pre-positioning contracting actions, and finalizing beddown options for the Initial Space Force Staff. During this phase the USSF Planning Task Force will also develop a preliminary macro-organizational design for the USSF, which will include the permanent headquarters offices, subordinate field units, and mission support Centers/Agencies (e.g., Space Personnel Center, Space Doctrine Center, Space Intelligence Center).

Key Deliverable(s)

- Executable Initial Space Force Staff Stand-up Implementation Plan
- Preliminary USSF Macro-Organizational Design
- Initial USSF headquarters five-year manning plan proposed end strength, including a strawman Unit Manning Document
- Civilian requests for personnel action and military requisitions ready to execute for the Initial Space Force Staff
- Draft Initial Operational Capability Phase A Program Action Directive

Entrance, Exit, and Desired Exit Criteria

Entrance Criteria	Exit Criteria	Desired Exit Criteria
<p>Condition that <u>must</u> be satisfied prior to entering Phase</p> <ul style="list-style-type: none"> • Secretary of the Air Force approval of Initial Space Force Staff organizational design • Enabling criteria: Coordination by the Acting Secretary of Defense, Secretary of the Army, Secretary of the Navy, Under Secretary of Defense for Policy (USD(P)), and General Counsel of the Department of Defense 	<p>Condition that <u>must</u> be satisfied prior to exiting Phase</p> <ul style="list-style-type: none"> • Fully coordinated and completed Initial Space Force Staff Stand-up Implementation Plan • USSF enacted in law • Funding provided for USSF (Fiscal Year 2020 Appropriations or Continuing Resolution that provides USSF anomaly) • Identification of candidate S-Staff senior leaders for Initial Space Force Staff 	<p>Condition that <u>may</u> be satisfied prior to exiting Phase, but is not required</p> <ul style="list-style-type: none"> • Draft Initial Operational Capability Phase A Program Action Directive • Refinement of initial and transfer of cost/manpower estimates for Fiscal Year 2021 Budget Issue Cycle (including USSF Staff five-year manning plan) • Identification of candidates for Top 3 (i.e., Under Secretary for Space, Chief of Staff of the Space Force, Vice Chief of Staff of the Space Force) for Initial Space Force Staff

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Key Considerations for Senior Leaders

Posturing the Initial Space Force Staff for rapid execution. To execute a 90-day stand-up of the Initial Space Force Staff during Phase 3, the Initial Space Force Staff Stand-Up Implementation Plan will include key actions that historically require a significant level of coordination. The USSF Planning Task Force will develop the Implementation Plan with inputs from key stakeholders before ultimately obtaining approval from the Secretary of Defense and Secretary of the Air Force by the end of this phase. Key considerations to ensure effective implementation of this phase include:

- **Single beddown location.** To enable the Initial Space Force Staff to function effectively, the 200-member staff should beddown in a single location. Finding such space in or outside of the Pentagon with appropriate security, IT, and communications connectivity (e.g., NIPR, SIPR, JWICS) is a critical path activity for Phase 2.
- **Manning/hiring preparation.** Given the potentially lengthy process to hire and/or transition staff from one organization to another with minimal impact to current operations, the USSF Planning Task Force and key stakeholders should collaborate to identify the specific names (including General Officer and Senior Executive Service levels) for 160 of the 200-person Initial Space Force Staff. This should be complemented with the draft development of defined skill sets for the remaining 40 detailees.
- **De-confliction of roles and responsibilities among the Secretariat, Air Staff, and Space Staff.** While the USSF will leverage the Department of the Air Force (i.e. Secretariat, Air Staff) where appropriate to have a synergistic and efficient construct, all three parts of the Headquarters Air Force will need to work collaboratively to identify roles and responsibilities for the Initial Space Force Staff for effective execution with minimal risk to force for the Organize, Train, and Equip mission. During this period, there should be no official changes to the roles and responsibilities of the Secretariat and Air Staff as the Initial Space Force Staff will be focused almost exclusively on planning for the transfer of all identified USAF and other Services' and relevant Agencies' personnel and missions in Phases 4A and 4B.

Projected budget actions to enable USSF growth. In accordance with a five-year manning plan, an estimated manpower increase from Fiscal Years 2021-2024 should be developed during this phase to achieve full USSF headquarters end strength by Fiscal Year 2024. This should be addressed in either the Air Force's Fiscal Year 2021 Program Objective Memorandum or in the Fiscal Year 2021 Program Budget Review, depending on timing.

Preliminary macro-organizational design decisions. To minimize risk to schedule for Program Action Directive development and Initial Operational Capability achievement by Phase 4, senior leaders from other Services, relevant Agencies, and the USSF Planning Task Force should collaborate in developing the preliminary macro-organizational design structure. The design will include: 1) a final decision on the strategic roles, missions, and functions of the USSF, 2) a clear and detailed picture of the end-state of the USSF at Full Operational Capability (including permanent headquarters offices, subordinate field units, and mission support Centers/Agencies), and 3) all identified other Services' and relevant Agencies' personnel and missions to be transferred to the USSF (including combat, combat support, and combat service support functions). It is important that these decisions on macro-organizational design are made during Phase 2 to ensure refined cost/manpower estimates provided to Congress are included in the Fiscal Year 2021 Budget Issue cycle.

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- **Approach.** The USSF Planning Task Force will serve as the primary working group to integrate the various taskings required in this phase. The Task Force will include representatives from all stakeholder organizations to facilitate an open, transparent, deliberate, analytical, and collaborative process to develop courses of action for decision by leadership.
- **Role of the Under Secretary for Space.** Creation of the new position of the Under Secretary for Space represents a new paradigm. Relevant items for consideration include the delineation of roles and responsibilities between the Under Secretary for Space and the Under Secretary of the Air Force, as well as interaction between the Under Secretary for Space with Assistant Secretaries of the Air Force and Secretariat staff on space-specific issues. Additional consideration should be given to the integration and interaction between the Under Secretary for Space and the Intelligence Community, which will be addressed during the 180-day study directed by Space Policy Directive-4. The USSF Planning Task Force will use a deliberate, analytical approach when defining the roles and responsibilities of senior USSF leaders as part of the preliminary USSF macro-organizational design.
- **Direct Reporting Units, Field Operating Agencies, and Centers.** The USSF Planning Task Force recognizes that to gain maximum effectiveness while leveraging the infrastructure of the USAF where appropriate, certain functions performed by USAF Direct Reporting Units and Field Operating Agencies today will require deliberate, analytical reviews to determine which, if any, need to have corresponding USSF counterparts (e.g., Space Personnel Center, Space Doctrine Center, Space Intelligence Center). In addition, courses of action for the USSF macro-organizational design will need to reflect the key decision criteria under development while also striking the right balance between allowing for a unique identity (e.g., level of independence, culture, ethos) and leveraging Department of the Air Force infrastructure as appropriate.
- **Reserve Component Forces and Missions.** In Fiscal Year 2020, the USSF Planning Task Force will begin planning the details for future transition of Reserve Component space forces and missions currently in the Air Force, Army, and Navy into the USSF Reserve Component.

Key Actions

The following key actions are required to achieve this Phase's objectives and meet exit criteria. Major actions are identified with a "2.X" nomenclature, while associated sub-actions are identified with a "2.X.X" nomenclature. Actions listed in this section represent key actions at the macro level and are not all-inclusive. If directed to implement, a Phase 2 Annex will be developed outlining a complete list of detailed actions and taskings.

Key Action 2.1: Develop the Initial Space Force Staff Stand-up Implementation Plan for approval. The Implementation Plan will include Resource Management Decision transfers, beddown options, and detailees needed to stand up the Initial Space Force Staff. The Implementation Plan will also include the composition of the Initial Space Force Staff leadership and staff.

- Date Decision Needed: No later than 1 October 2019
- Decision Authority: Secretary of Defense
- Office of Primary Responsibility: USSF Planning Task Force

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- Offices of Coordinating Responsibility: All key stakeholders across Services, Office of the Secretary of Defense, relevant Agencies, and Joint Staff

Key Action 2.1.1: Identify candidates for Initial Space Force Staff leadership and staff.

From a senior leader perspective, during Phase 2 the Planning Task Force would like to identify as many S-Staff members for Initial Space Force Staff as possible. Nominations for the Under Secretary for Space, Chief of Staff of the Space Force, and Vice Chief of Staff of the Space Force will not take place until enabled in legislation (Phase 3). Therefore, to meet phase objectives, the Planning Task Force must identify senior leaders for the S-Staff, an Initial Space Force Staff Director, and a Command Chief detailee if necessary. Phase 2 activities will include identifying the specific personnel for Initial Space Force Staff, documenting Position Descriptions for civilian staff members, and preparing military requisition forms or other hiring tools.

- Date Decision Needed: No later than 1 July 2019
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: Secretary of the Army, Secretary of the Navy, Chief, National Guard Bureau (CNGB), Deputy Chief of Staff, Manpower, Personnel and Services (AF/A1)

Key Action 2.1.2: Identify and recommend changes to the roles and responsibilities of the Department of the Air Force relative to the USSF. This action includes manpower and personnel activities, planning and programming changes, and base operations support relationships. Identifying these changes is necessary for the Initial Space Force Staff to operate effectively and eventually assume responsibility for Organizing, Training, and Equipping assigned forces during Phase 4.

- Date Decision Needed: No later than 1 June 2019
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: Chief, National Guard Bureau (CNGB), Chief of Air Force Reserve (CAFR), all Air Force functional representatives

Key Action 2.1.3: Finalize beddown options for the Initial Space Force Staff. This action will build upon the effort in Phase 1 to identify criteria and preliminary options for beddown. Finalizing these options during Phase 2 is necessary to position the Initial Space Force to stand up – and beddown – at the beginning of Phase 3 so it can become operational within 90 days of the USSF's enactment in law.

- Date Decision Needed: No later than 31 July 2019
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Office of Coordinating Responsibility: Administrative Assistant to the Secretary of the Air Force (SAF/AA), Assistant Secretary of the Air Force for Installations, Environment and Energy (SAF/IE), Washington Headquarters Service (WHS)

Key Action 2.2: Develop recommendations for the USSF macro-organizational design. The macro-organizational design will include the organization, functions, and roles and responsibilities of the USSF, and the criteria to determine which forces and missions should be

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included. This will begin with a “strategy to task” review focused on documenting the strategic roles, missions, and functions of the USSF. The macro-organizational design will include the permanent headquarters offices, subordinate field units, and mission support Centers/Agencies. Developing the design during this phase is critical because several other products and decisions will flow from this. For example, it will drive Initial Operational Capability criteria for the USSF; help plan relationships with Combatant Commands, other Services, and relevant Agencies; drive the requirement for the number of General Officer and Senior Executive Service billets; and provide the details necessary to refine cost and manpower estimates for the Fiscal Year 2021 Budget.

- Date Decision Needed: No later than the conclusion of Phase 3; desired at the end of Phase 2
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: All key stakeholders across Services, Office of the Secretary of Defense, relevant Agencies, and Joint Staff

Key Action 2.2.1: Determine other Services’ and relevant Agencies’ personnel, missions, and Total Obligation Authority to be transferred to USSF (including combat, combat support, and combat service support functions). This determination will also include the identification of mission-essential equipment and real property to transfer. This decision is needed in Phase 2 to adequately inform the macro-organizational design of the USSF and drive necessary budgeting/funding actions.

- Date Decision Needed: No later than the conclusion of Phase 3; desired at the end of Phase 2
- Decision Authority: Secretary of Defense
- Offices of Primary Responsibility: Director, Cost Assessment and Program Evaluation (CAPE), Under Secretary of Defense (Comptroller)/Chief Financial Officer
- Offices of Coordinating Responsibility: All key stakeholders across Services, Office of the Secretary of Defense, relevant Agencies, and Joint Staff

Key Action 2.2.2: Determine policy for installation ownership and provision of Base Operating Support. The output of this policy guidance will drive the achievement of Phase 2 exit criteria, and any associated decisions will be finalized as part of the macro-organizational design developed during Phase 3. Determining ownership of installations and Base Operating Support in the end-state USSF will drive significant changes to manpower estimates, command authorities, mission assurance, real property accountability, and Total Obligation Authority.

- Date Decision Needed: No later than the conclusion of Phase 2
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: All key stakeholders across Services, Office of the Secretary of Defense, relevant Agencies, and Joint Staff

Key Action 2.3: Develop the draft Initial Operational Capability Phase A Program Action Directive. Development of this document is critical to laying the foundation for the Initial Space Force Staff planning to be implemented in Phase 3. Creating the initial document during Phase 2 will ensure there is sufficient time to staff and resource the Initial Space Force Staff based on

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requirements. It will also help define doctrinal relationships with Combatant Commands and finalize the roles and responsibilities between the USAF, USSF, and field elements.

- Date Decision Needed: No later than the conclusion of Phase 3
- Decision Authority: USSF Planning Task Force Director
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: All key stakeholders across Services, Office of the Secretary of Defense, relevant Agencies, and Joint Staff

Key Action 2.3.1: Develop recommendations for criteria for Initial Operational Capability.

Initial Operational Capability criteria will be an essential component the Initial Operational Capability Phase A Program Action Directive. All actions in the Program Action Directive will be designed to enable the achievement of Initial Operational Capability criteria.

- Date Decision Needed: No later than the conclusion of Phase 3
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: All key stakeholders across Services, Office of the Secretary of Defense, relevant Agencies, and Joint Staff

Key Action 2.3.2: Determine initial USAF total forces, missions, and Total Obligation

Authority to be transferred to USSF. The USSF Planning Task Force will need to identify how funding will be transferred to the Program Element and appropriation code level. This decision is necessary for to complete Fiscal Year 2021 budgeting. For any resources moving to the USSF in Fiscal Year 2021, programmatic actions will need to be completed prior to transfer.

- Date Decision Needed: No later than the conclusion of Phase 3
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: All Air Force functional representatives, Air Force Space Command

Key Action 2.3.3: Determine additive resource growth for USSF headquarters. An estimated manpower increase for Fiscal Years 2021-2024 should be developed and submitted to Air Force leadership for consideration. This should be addressed in either the Fiscal Year 2021 Air Force Program Objective Memorandum or the Program and Budget Review, depending on timing.

- Date Decision Needed: No later than September 2019
- Decision Authority: Secretary of Defense
- Office of Primary Responsibility: Deputy Chief of Staff, Plans and Programs (AF/A8)
- Offices of Coordinating Responsibility: USSF Planning Task Force, all key stakeholders across Services, Office of the Secretary of Defense, relevant Agencies, and Joint Staff

PHASE 3: ESTABLISHMENT

Timeframe

This phase runs from the time the USSF is appropriated (notionally on 1 October 2019, but flexible due to congressional timelines) through the formal stand-up of the Initial Space Force

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Staff (no later than 90 days after enactment in law). This phase notionally occurs during the Fiscal Year 2021 President's Budget cycle. *Estimated timeline: 90 days*

Description

The objective of this phase is to implement the Initial Space Force Staff Stand-up Implementation Plan developed in Phase 2 in order to formally stand up the Initial Space Force Staff upon enactment in law, or within 90 days after. Upon stand-up of the Initial Space Force Staff, the USSF Planning Task Force will be officially disestablished and all follow-on planning activity will be turned over to the Initial Space Force Staff. During this phase, the macro-organizational design of the USSF will be finalized. The preliminary recommendations for the macro-organizational design of the USSF developed in Phase 2 will continue to be refined in Phase 3 so that advanced planning can begin early enough to limit risk to mission as forces are transferred to the USSF in Phase 4. Phase 3 will also be critical in identifying key process changes (e.g., assignments, promotions, professional education) which must be normalized as all identified Air Force, Army, Navy, and relevant Agency personnel transfer into a single Service in Phase 4B. The implementation of these process changes will occur in Phase 4.

Key Deliverable(s)

- Finalized recommendations for USSF Macro-Organizational Design
- Finalized Initial Operational Capability Phase A Program Action Directive, including Initial Operational Capability criteria and draft Mission Directives and Operational Instructions
- Draft Initial Operational Capability Phase B Program Action Directive
- Refined USSF headquarters five-year manning plan for out-year adjustments

Entrance, Exit, and Desired Exit Criteria

Entrance Criteria	Exit Criteria	Desired Exit Criteria
<p>Condition that must be satisfied prior to entering Phase</p> <ul style="list-style-type: none"> • Fully coordinated and completed Initial Space Force Staff Stand-up Implementation Plan • USSF enacted in law • Funding provided for USSF (Fiscal Year 2020 Appropriations or Continuing Resolution that provides USSF anomaly) • Secretary of the Air Force direction to stand up the Initial Space Force Staff • Identification of candidate S-Staff senior leaders for Initial Space Force Staff 	<p>Condition that must be satisfied prior to exiting Phase</p> <ul style="list-style-type: none"> • Initial Space Force Staff staffed (160 billets + 40 detailees) • Assumption of USSF Planning Task Force responsibilities by Initial Space Force Staff • Development of final USSF cost/manpower inputs/wedges/projected funding (including headquarters manpower increase) for the Fiscal Year 2021 President's Budget Cycle 	<p>Condition that may be satisfied prior to exiting Phase, but is not required</p> <ul style="list-style-type: none"> • Draft Initial Operational Capability Phase B Program Action Directive • Senate confirmation of Top 3 (Under Secretary for Space, Chief of Staff of the Space Force, Vice Chief of Staff of the Space Force) and additional senior leadership as required • Memorandum of Agreement between USSF and supporting Services (Army, Navy, Air Force) developed

Key Considerations for Senior Leaders

90-day timeline. Phase 3 was designed to last 90 days. This timeline will allow the Initial Space Force Staff to demonstrate commitment and intent by establishing itself as quickly as possible once enacted in law, without moving so fast that it creates confusion and uncertainty. During

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Phase 3, the Initial Space Force Staff will stand up consistent with the Initial Space Force Staff Stand-up Implementation Plan developed in Phase 2.

Finalization of the USSF macro-organizational design. In Phase 3, the Initial Space Force Staff will finalize the macro-organizational design of the USSF based on planning assumptions developed during Phase 2. The macro-organizational design will include the identification of key space-focused functional mission support Centers/Agencies (e.g., Space Personnel Center, Space Doctrine Center, Space Intelligence Center) for establishment in Phase 5. Recommendations for the organizational design must be finalized in Phase 3 so it can be promulgated across the Department for detailed planning efforts, postured for implementation in Phase 4, and so wedges/projected funding can be inserted into the appropriate budget cycle for funding.

Key processes to enable the transfer of personnel. A focus area of Phase 3 will be defining key institutional processes and legislative factors that need to be defined or modified to enable the transfer of identified personnel, missions, and appropriate portions of Total Obligation Authority from other Services and relevant Agencies in Phase 4B. The USSF Planning Task Force must define how to ingest other Service personnel who have different professional military education systems, promotion timelines, and development and recognition processes. The USSF Planning Task Force is committed to putting processes in place that will ensure that Service members transfer seamlessly with no adverse impacts. Beginning these efforts in Phase 3 will allow up to two years to affect needed changes prior to force transition.

Transfer of Air Force equipment and real property. In Phase 3, the Initial Space Force Staff will develop recommendations on identifying the mission-unique equipment and real property that may or may not transfer to the USSF (e.g., space lift ranges, missile warning antennas, mission infrastructure, installations). This decision must be made in Phase 3 to allow simultaneous transfer with identified Air Force missions and forces in Phase 4A.

Fiscal Guidance for Fiscal Year 2022. In Phase 3, the USSF and USAF will receive Fiscal Guidance based on the Defense Planning Guidance detailing priorities respective to each Service. Fiscal Year 2022 will be the first opportunity to affect the Fiscal Guidance for the USSF. The Air Force should consider shaping the Fiscal Year 2022 Fiscal Guidance by providing recommendations. Key issues for consideration include whether the Department of the Air Force will submit one or two budgets and how the authorized funding will be apportioned between the Space Force and the Air Force.

Key Actions

The following key actions are required to achieve this Phase's objectives and meet exit criteria. They represent key actions at the macro level and are not all-inclusive. If directed to implement, a Phase 3 Annex will be developed outlining a complete list of detailed actions and taskings.

Key Action 3.1: Finalize the Initial Operational Capability Phase A Program Action Directive for approval. Finalizing this Program Action Directive is needed so that it can be implemented in Phase 4A.

- Date Decision Needed: No later than the conclusion of Phase 3
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: All key stakeholders across Services, Office of the Secretary of Defense, relevant Agencies, and Joint Staff

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Key Action 3.2: Develop the draft Initial Operational Capability Phase B Program Action Directive. Developing this Program Action Directive is important to lay the foundation for future planning and execution in Phases 4 and 5. More specifically, having the Directive in place will allow sufficient time for other Services and relevant Agencies to prepare to transfer their identified personnel, missions, and portions of Total Obligation Authority during Phase 4B.

- Date Decision Needed: No later than the conclusion of Phase 3
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: All key stakeholders across Services, Office of the Secretary of Defense, relevant Agencies, and Joint Staff

Key Action 3.3: Beddown Initial Space Force Staff. To effectively operate, the Initial Space Force Staff will need to beddown in a space that is large enough to accommodate all 200 personnel and equipped with the necessary security protocols, IT, and communication equipment.

- Date Decision Needed: No later than the conclusion of Phase 3
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force
- Offices of Coordinating Responsibility: Administrative Assistant to the Secretary of the Air Force (SAF/AA), Washington Headquarters Service (WHS)

Key Action 3.4: Identify how the USSF budget will be reflected within the Department of the Air Force budget. The USSF needs to be addressed in the Office of the Secretary of Defense's Fiscal Guidance for Fiscal Year 2022 to influence the Fiscal Year 2022 President's Budget, including a determination on line items for the USSF and USAF. In conjunction with the Deputy Chief of Staff, Plans and Programs (AF/A8), the Initial Space Force Staff will develop courses of action for decision, coordinate them for input from all key stakeholders, and obtain a decision on the way forward from the Deputy Secretary of Defense.

- Date Decision Needed: No later than 31 March 2020
- Decision Authority: Deputy Secretary of Defense
- Offices of Primary Responsibility: Deputy Chief of Staff, Plans and Programs (AF/A8), Assistant Secretary of the Air Force for Financial Management (SAF/FM)
- Offices of Coordinating Responsibility: Chief, National Guard Bureau (CNGB), Chief of Air Force Reserve (CAFR), Principal Assistant to the Secretary of the Air Force for Space (SAF/SP)

Key Action 3.5: Make recommendations for Air Force mission-unique equipment and real property that may or may not transfer to the USSF. Items which may be mission-unique include space lift ranges, missile warning antennas, and mission infrastructure. It is important to identify equipment which may or may not transfer during Phase 3 so that any transfers are executed efficiently and effectively with minimal impact to mission in Phases 4 and 5.

- Date Decision Needed: No later than the conclusion of Phase 3
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: USSF Planning Task Force

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- Offices of Coordinating Responsibility: All key stakeholders across Services, Office of the Secretary of Defense, National Guard Bureau, relevant Agencies, and Joint Staff

Key Action 3.6: Conduct a formal manpower study to determine the appropriate number of billets for the Office of the Under Secretary for Space and Space Staff. Because the Office of the Under Secretary for Space and Space Staff will be additions to Headquarters Air Force, it is important that the offices receive a formal, validated manpower study by an appropriate organization. The Air Force, Army, and Navy should all participate in the study.

- Date Decision Needed: No later than the conclusion of Phase 3
- Decision Authority: Secretary of the Air Force
- Office of Primary Responsibility: Deputy Chief of Staff, Manpower, Personnel and Services (AF/A1)
Offices of Coordinating Responsibility: All key stakeholders across Services, Office of the Secretary of Defense, relevant Agencies, and Joint Staff

PHASE 4: INITIAL OPERATIONAL CAPABILITY

Phase 4 is separated into two sub-phases: 4A and 4B. In Phase 4A, all identified Air Force forces, missions, and appropriate Total Obligation Authority will transfer into the USSF. This phase notionally occurs between the Fiscal Year 2021 and Fiscal Year 2022 President's Budget cycle. In Phase 4B, all identified personnel, missions, and appropriate Total Obligation Authority from other Services and relevant Agencies will transfer into the USSF. This phase notionally occurs within the Fiscal Year 2023 President's Budget cycle. *Total estimated timeline: Two years (one year for Phase 4A, one year for Phase 4B)*

PHASE 4A: USAF FORCES, MISSIONS, AND TOTAL OBLIGATION AUTHORITY TRANSFER

Timeframe

This phase runs from the time the Initial Space Force Staff is formally established (exit criteria for Phase 3) through Initial Operational Capability declaration – notionally one year later. This translates to “Initial Space Force Staff + 1 year.” The decision to complete this phase will be conditions-based (i.e., when the Secretary of the Air Force, Chief of Staff of the Air Force, and Chief of Staff of the Space Force (if confirmed) concur that Initial Operational Capability criteria have been met). This phase notionally occurs within the Fiscal Year 2022 President's Budget cycle. *Estimated timeline: 1 year*

Description

The objective of this phase is to formally transfer all identified Air Force space forces, missions, and units into the USSF and declare Initial Operational Capability. During this phase, the Initial Space Force Staff will partner with their Air Staff counterparts in a “left-seat, right-seat” approach so they are prepared to assume Organize, Train, and Equip responsibility for transferred Air Force forces upon the conclusion of the phase and declaration of Initial Operational Capability. During Phase 4A, the Initial Space Force Staff will grow its manpower levels and develop appropriate Mission Directives and Operational Instructions to codify its authorities and operating procedures. The Initial Space Force Staff – in coordination with key stakeholders – will make final decisions about necessary organizational realignments to enable the stand-up of key mission support centers (e.g., Space Personnel Center, Space Doctrine Center, Space Intelligence Center) and execute any unit-level organizational changes necessary

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to accommodate for warfighting improvements and other Service and relevant Agency transfers. Phase 4A will be critical in implementing key process changes (e.g., assignments, promotions, professional education) identified in Phase 3 which must be normalized as all identified Air Force, Army, Navy, and relevant Agency personnel transfer into a single Service in Phase 4. Lastly, the nomination/confirmation of the Under Secretary for Space, Chief of Staff of the Space Force, and Vice Chief of Staff of the Space Force will occur during this phase so that by its conclusion, the Initial Space Force Staff will assume follow-on planning and execution responsibilities. In addition, by the conclusion of Phase 4A, the 40 detailees will return to their assigned units.

Key Deliverable(s)

- Declaration of Initial Operational Capability following transfer of all identified Air Force forces
- Finalized Initial Operational Capability Phase B Program Action Directive
- Draft Full Operational Capability Program Action Directive
- Updated Space Staff Unit Manning Document in accordance with five-year manning plan
- Defined heraldry (e.g., seal, flags, emblems) and lineage (e.g., organizational numbering/naming) of USSF and USSF organizations

Entrance, Exit, and Desired Exit Criteria

Entrance Criteria	Exit Criteria	Desired Exit Criteria
<p>Condition that <u>must</u> be satisfied prior to entering Phase</p> <ul style="list-style-type: none"> • Initial Space Force Staff staffed (160 billets + 40 detailees) • Assumption of USSF Planning Task Force responsibilities by Initial Space Force Staff • Development of final USSF cost/manpower inputs/wedges/projected funding (including headquarters manpower increase) for the Fiscal Year 2021 President's Budget Cycle 	<p>Condition that <u>must</u> be satisfied prior to exiting Phase</p> <ul style="list-style-type: none"> • Senate confirmation of Top 3 (Under Secretary for Space, Chief of Staff of the Space Force, Vice Chief of Staff of the Space Force) and additional senior leadership as required • All identified USAF Forces, missions, and Total Obligation Authority transferred to USSF • USSF headquarters prepared and able to Organize, Train, and Equip forces assigned to them • Fiscal Year 2022 Programming led by the Air Force with support from the Space Staff • Refinement of initial five-year manning plan for headquarters and any Air Force field unit realignments 	<p>Condition that <u>may</u> be satisfied prior to exiting Phase, but is not required</p> <ul style="list-style-type: none"> • Draft Full Operational Capability Program Action Directive developed

Key Considerations for Senior Leaders

Criteria for declaring Initial Operational Capability and transferring USAF forces and missions. In Phase 4A, the Initial Space Force Staff will finalize the preliminary criteria for

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achieving Initial Operational Capability developed in Phase 2 and define further criteria for when forces and missions will transfer to the USSF. Transfers will take place using a deliberate, conditions-based process so that by the end of Phase 4A, senior leaders from both the USAF and USSF will agree on the go/no-go decision to transfer forces based on risk to mission and evaluate whether the USSF meets the pre-established criteria for declaring Initial Operational Capability.

Permanent USSF Staff and structure. Phase 4A will begin with a fully-staffed and organizationally aligned Initial Space Force Staff. Prior to reaching Initial Operational Capability, there may need to be adjustments to the Initial Space Force Staff's organizational structure for staff and leadership as it grows into a full Space Force Staff. In addition, the USSF's leadership structure and composition will mature during Phase 4A as permanent General Officer and Senior Executive leadership are deliberately identified and emplaced within the Top 3 (Under Secretary for Space, Chief of Staff of the Space Force, Vice Chief of Staff of the Space Force) and S-Staff. Phase 4A will culminate with a fully-staffed Space Force Staff and the confirmation of Top 3 leadership.

Transfer of personnel. During Phase 4A, the USSF will collaborate with other Services and relevant Agencies to finalize plans for how to receive personnel in Phase 4B. The Space Force Staff will work to ensure transfer processes have buy-in from relevant leadership and personnel communities so the USSF can execute the transition of personnel, missions, and appropriate portions of Total Obligation Authority from other Services and relevant Agencies during Phase 4B.

Heraldry and lineage of the USSF. Beginning in phase 4A, USSF leadership (with the first Senate-confirmed Chief of Staff of the Space Force in place) will work with the Secretary of the Air Force to define the heraldry (e.g., seal, flags, emblems) and lineage (e.g., organizational numbering/naming) of USSF and USSF organizations. This action will enable the USSF to define a unique culture, identity, and ethos.

Final decision on transfer of equipment and real property. In this phase, leadership will finalize the decision on which mission-unique equipment and infrastructure (e.g., ranges, radars) will transition to the Department of the Air Force or USSF to support the transfer of all identified personnel and missions from the USAF, other Services, and relevant Agencies.

Budgeting. During Phase 4A, the Initial Space Force Staff will work alongside the Air Staff on the space portion of the Fiscal Year 2022 Program Objective Memorandum in an apprentice role. In other words, the Air Staff will lead the development of the Space Program Objective Memorandum with Space Staff "in training." Fiscal Year 2022 will be the last Space Program Objective Memorandum submission for which the USAF is the lead. The USAF will still have overall Organize, Train, and Equip responsibility until the end of Phase 4A (mission transfer and declaration of Initial Operational Capability). In the Program Objective Memorandum for Fiscal Year 2023, the Space Staff will have the primary responsibilities to Organize, Train, and Equip with the USAF, other Services, and relevant Agencies in a supporting role.

Key Actions

If directed to implement, a Phase 4A Annex will be developed outlining a complete list of detailed actions and taskings.

PHASE 4B: OTHER SERVICES' AND RELEVANT AGENCIES' PERSONNEL, MISSIONS, AND TOTAL OBLIGATION AUTHORITY TRANSFER

Timeframe

This phase runs from the declaration of Initial Operational Capability (transfer of Air Force total forces, missions, and Total Obligation Authority to the USSF) through the transfer of all identified personnel, missions, and appropriate portions of Total Obligation Authority from other Services and relevant Agencies— notionally one year later. This translates to “Initial Operational Capability + 1 year,” or “Initial Space Force Staff + 2 years.” Decision on completion of this phase will be conditions-based (i.e., when the Secretary of the Air Force, Under Secretary for Space, and Chief of Staff of the Space Force concur that defined criteria have been met). This phase notionally occurs within the Fiscal Year 2023 President’s Budget cycle. *Estimated timeline: 1 year*

Description

The objective of this phase is to formally transfer all identified personnel, missions, and appropriate portions of Total Obligation Authority from other Services and relevant Agencies (e.g., Space Development Agency, elements currently in Defense Advanced Research Projects Agency and Missile Defense Agency). At the beginning of Phase 4B, permanent Space Staff – including senior leadership – will have in place the necessary enablers developed during Phase 4A (Mission Directives, Operational Instructions, appropriate manpower levels) so it can assume full Organize, Train, and Equip responsibilities for other Service and relevant Agency missions with minimal risk to force and mission. During the (notionally) year-long phase, the USSF permanent staff will finalize decisions about necessary organizational realignments to enable the stand-up of key mission support centers (e.g., Space Personnel Center, Space Doctrine Center, Space Intelligence Center) and unit-level organizational changes necessary to accommodate warfighting improvements so Full Operational Capability criteria will be satisfied in Phase 5. Phase 4B will also be critical in continuing to execute key process changes begun in Phase 4A (e.g., assignments, promotions, professional education) so they are normalized as Air Force, Army, Navy, and relevant Agency personnel become a single Service.

Key Deliverable(s)

- Finalized Full Operational Capability Program Action Directive

Entrance, Exit, and Desired Exit Criteria

Entrance Criteria	Exit Criteria	Desired Exit Criteria
<p>Condition that <u>must</u> be satisfied prior to entering Phase</p> <ul style="list-style-type: none"> • Senate confirmation of Top 3 (Under Secretary for Space, Chief of Staff of the Space Force, Vice Chief of Staff of the Space Force) and additional senior leadership as required • All identified USAF Forces, missions, and Total Obligation Authority transferred to USSF 	<p>Condition that <u>must</u> be satisfied prior to exiting Phase</p> <ul style="list-style-type: none"> • Transfer of all identified other Services' and relevant Agencies' personnel, missions, and appropriate portions of Total Obligation Authority complete • Fully functioning USSF at Initial Operational Capability • Fiscal Year 2023 Programming for USSF led by the Space Staff 	<p>Condition that <u>may</u> be satisfied prior to exiting Phase, but is not required</p> <ul style="list-style-type: none"> • N/A

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Entrance Criteria	Exit Criteria	Desired Exit Criteria
<ul style="list-style-type: none"> • USSF headquarters prepared and able to Organize, Train, and Equip forces assigned to them • Fiscal Year 2022 Programming for the USSF 	<ul style="list-style-type: none"> • Full Operational Capability Program Action Directive complete 	

Key Considerations for Senior Leaders

Criteria for transferring other Services' and relevant Agencies' personnel and missions. A key action in Phase 4B is the transfer of all identified personnel, missions, and appropriate Total Obligation Authority from other Services and relevant Agencies to the USSF. To ensure that this transition is effective, the Space Staff will pre-identify criteria and conditions governing this transfer. Leaders from Services and relevant Agencies (e.g., Defense Advanced Research Projects Agency, Space Development Agency) will agree to criteria for transfer in advance as well as the go/no-go decision. The final decision will be elevated to the Secretary of Defense for approval and direction to execute.

Final decision on realignment of subordinate Field Units and mission support

Centers/Agencies. Prior to achieving Full Operational Capability in Phase 5, the USSF will need to make final decisions on realignment of field units and supporting Centers/Agencies. This will enable the development of the Full Operational Capability Program Action Directive – which will include clearly-defined criteria for Full Operational Capability.

Budgeting. During Phase 4B, the Program Objective Memorandum for Fiscal Year 2023 will be in development. This cycle will represent the first time the Program Objective Memorandum will be developed by the Space Force, with support from the Air Force, other Services and relevant Agencies. Additionally, Organize, Train, and Equip responsibilities will have formally transferred from the USAF to the USSF.

Key Actions

If directed to implement, a Phase 4B Annex will be developed outlining a complete list of detailed actions and taskings.

PHASE 5: FULL OPERATIONAL CAPABILITY

Timeframe

This phase runs from the completion of Phase 4B (transfer of personnel, missions, and appropriate portions of Total Obligation Authority from other Services and relevant Agencies) through declaration of Full Operational Capability – notionally two years later. This translates to “Phase 4B +2 years,” or “Initial Space Force Staff + 4 years.” The decision to complete this phase will be conditions-based (i.e., when the Secretary of the Air Force, Under Secretary for Space, and Chief of Staff of the Space Force concur that Full Operational Capability criteria have been met). This phase notionally occurs throughout the President’s Budget planning cycles for Fiscal Years 2024 and 2025. *Estimated timeline: Two years*

Description

The objective of this phase is to complete all organizational alignments/realignments necessary to complete the stand-up of Regular and Reserve Component mission support centers (e.g., Space Personnel Center, Space Doctrine Center, and Space Intelligence Center) and complete the

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integration of Air Force and other Services' missions/field units. During this period, the USSF headquarters staff will achieve its final manpower end strength and appropriate portions of Total Obligation Authority not yet transferred will transition to the USSF. Phase 5 will culminate in the declaration of Full Operational Capability and achievement of steady-state operations of the new Service.

Key Deliverable(s)

- Declaration of Full Operational Capability

Entrance, Exit, and Desired Exit Criteria

Entrance Criteria	Exit Criteria	Desired Exit Criteria
<p>Condition that <u>must</u> be satisfied prior to entering Phase</p> <ul style="list-style-type: none"> • Transfer of all other Services' and relevant Agencies' personnel, missions, and appropriate portions of Total Obligation Authority complete • Fully functioning USSF at Initial Operational Capability • Fiscal Year 2023 Programming for USSF led by the Space Staff • Full Operational Capability Program Action Directive complete 	<p>Condition that <u>must</u> be satisfied prior to exiting Phase</p> <ul style="list-style-type: none"> • Declaration of Full Operational Capability • Completion of USSF headquarters build-out and re-alignment of Field Operating Agencies, Direct Reporting Units, and mission support Centers/Agencies • USSF headquarters five-year manning plan complete • Fiscal Years 2024 and 2025 Programming for USSF to finalize any and all remaining manpower and funding requirements associated with the final/steady-state USSF • Trained and equipped USSF at a steady-state level 	<p>Condition that <u>may</u> be satisfied prior to exiting Phase, but is not required</p> <ul style="list-style-type: none"> • N/A

Key Considerations for Senior Leaders

Two-year timeline. Phase 5 was designed to last two years prior to the formal declaration of Full Operational Capability. This approach will ensure that Full Operational Capability criteria is met while also building reserve time into the overall Establishment Campaign schedule in the event of timeline slips in previous phases (e.g., Congressional timelines impacting the initiation of Phase 3).

Organizational design closure. Phase 5 is the final opportunity to close organizational design efforts for the USSF. Design elements will include unit realignments resulting from transfers from other Services and the embedding, separation, and stand-up of Field Operating Activity/Direct Reporting Unit activities. There is also opportunity in Phase 5 to execute any additional organizational realignments that may not have been identified or directed in previous studies or planning activities. Realignment efforts may include final adjudications of Department of Defense and Intelligence Community integration or future growth in USSF missions based on emerging threats.

Final budget adjustments. In Phase 5, the USSF will correct, refine, and implement any final budget adjustments for either headquarters or field organizations. Completing the Program

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Objective Memorandum process early in this cycle will impact the USSF's ability to achieve Full Operational Capability.

Key Actions

If directed to implement, a Phase 5 Annex will be developed outlining a complete list of detailed actions and taskings.

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