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Space Force as a Separate Branch of the Armed Forces

FY 2020 National Defense Authorization Act
Congressional Proposal



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Part I – EXSUM

[Placeholder]

Part II – Strategic Context

[Placeholders]

Strategic Environment

Problem

Defense Space Strategy Summary

Rationale for a Space Force

Phase 1 Elements and Status

Part III – Space Force Proposal

Role and Mission of the Space Force

The Department of Defense (DoD) organizes its forces primarily around physical domains (land, sea, and air) to allow for the deliberate development of forces to exploit domain-unique characteristics and dominate on the battlefield. Like land, sea, and air, space is a physical domain with unique characteristics that requires specific doctrine, capabilities, and expertise to leverage its benefits and overcome its limitations. Space offers significant advantages for information collection and dissemination, providing an unparalleled vantage point and medium for rapid, global communications that fully enable U.S. power projection and way of life. Additionally, space is a region that offers untapped opportunities to advance U.S. national security and economic interests. As a *warfighting* domain, space demands its own designation, development, and resourcing of forces to ensure the United States can dominate in the twenty-first century.

The Department of the Space Force will be responsible for developing and resourcing forces to contest the space domain, provide independent military options for joint and national leadership, and enable the lethality and effectiveness of the joint force.

The Department of the Space Force (DSF) and its Service component, the U.S. Space Force (USSF)—collectively referred to as the Space Force—will develop domain-specific expertise on the proper employment of space power for the DoD, and will serve as the DoD’s

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proponent of and advocate for space power. To that end, the Space Force will build, sustain, and enhance the Department's space warfighting capacity, which requires the development and integration of three aspects: 1) warfighting doctrine, 2) capabilities, and 3) personnel. More specifically, the Space Force will unify and synchronize space doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) across the Department.

The Space Force will include space forces—both combat and combat support—not otherwise assigned. It will be organized, trained, and equipped for prompt and sustained offensive and defensive space operations, as well as postured to enable the lethality and effectiveness of the joint force. The USSF will be responsible for the preparation of the space forces necessary for the effective prosecution of war and for the expansion of the peacetime components of the Space Force, as necessary, to meet the needs of war.

To maximize warfighting effectiveness, the DoD will consolidate the preponderance of space missions under the Space Force. The Space Force will be responsible for organizing, training, and equipping forces for all joint space operations, including: gaining and maintaining space superiority (e.g., offensive and defensive operations; space situational awareness (SSA)); battle management command and control (BMC2) of space forces; space service support (e.g., space lift and space range operations); space support to operations (e.g. satellite communications (SATCOM), position, navigation, and timing (PNT), and environmental monitoring); space support to nuclear command, control, and communications (NC3); space-based nuclear detonation detection (NDD); and missile warning. At its establishment, the Space Force will not include the transfer of strategic intelligence, surveillance, and reconnaissance mission of the National Reconnaissance Office (NRO). However, the Space Force and the National Reconnaissance Office will be integrated through ...NOTE: FURTHER INPUT HERE LATER REGARDING DOD/IC integration.

The Space Force will only be responsible for those missions directly associated with joint space operations. Defense missions that are tangentially associated with space—such as land-based nuclear operations (intercontinental ballistic missiles (ICBMs)), cyber operations, and the overall missile defense mission—will not transition over to the Space Force. Inclusion of these missions into the Space Force may be reevaluated in the future, as necessary.

The specific roles and missions for the United States Space Force are to:

- Organize, train, and equip space forces for:
 - o Prompt and sustained offensive and defensive space operations (including gaining and maintaining space superiority);
 - o Satellite operations and global, integrated battle management command and control of space forces;
 - o Global and theater space operations to enable joint campaigns, in coordination with the other Services, Combatant Commands, and other U.S. Government departments and agencies;

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- Space support to land, air, and naval forces; and
- Space lift and space range operations;
- Develop and synchronize DOTMLPF of Space Force combat and combat support elements, coordinating with the other Services on all aspects of joint concern;
- Provide the means for coordination of offensive and defensive space operations—across all three segments of the space architecture (ground, link, and, space)—among all Services, other Defense organizations, and the U.S. Government;
- Provide agile combat support to enable the space campaign and the deployment, employment, sustainment, and redeployment of space forces and other forces operating within the space domain;
- Serve as the DoD’s principle architect and integrator of space networks, including ground, link, and space segments; and
- Provide the means for consolidating, coordinating, and synchronizing the development of space capabilities across the joint force.

Space capabilities and units which are not specifically designed to support a single Service’s mission will be realigned under the Space Force. These include, but are not limited to, Air Force Space Command (AFSPC) and associated units; Navy Space and Warfare Systems Command (SPAWAR) and associated units; the Naval Satellite Operations Center (NAVSOC); and the Army’s 1st Space Brigade and associated units.

As necessary, the Army, Navy, Air Force, and other Defense organizations may retain organic space capabilities uniquely designed to support that Service’s or organization’s mission. Examples of Service-unique space capabilities may include user terminals and downlink (or localized) electronic warfare capabilities. Additionally, each Service may retain a cadre of space experts that serve as liaisons to advocate for and potentially operate space-related capabilities unique to its respective domain.

To ensure essential mission continuity throughout the Space Force standup and transfer process, existing space programs, facilities, funding, and operations assigned to other Services will remain under the authority and responsibility of those Services until such time as the Space Force reaches an appropriate operating capacity, as determined by the Secretary of Defense. Additional details and descriptions of the mission transfer process are included in the “Transition Plan” section.

Functions and Authorities of the Space Force

As stated in the 2018 National Defense Strategy, the DoD is reforming organizations and processes for greater performance and affordability. The creation of the Space Force offers a unique and important opportunity to leverage ongoing reform efforts.

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The Space Force will be optimized for space warfare and will be focused on building, sustaining, and enhancing a space warfighting capacity (doctrine, capabilities, and personnel). At the same time, the Space Force will minimize the creation of organizations, processes, and people that provide services that do not directly support its space warfighting mission. Thus, when constructing the Space Force, the DoD intends to leverage DoD-enterprise support and service functions and minimize duplication of effort to create a lean headquarters. This will enable resources to be devoted to accelerating DoD's delivery of next-generation space capabilities faster than potential adversaries can evolve.

Initially, the Space Force will continue utilizing support services provided to current space forces by the Air Force, Army, and Navy, on a reimbursable basis. Over time, the Space Force will leverage DoD enterprise services when available and only develop organic support capabilities if they are not available from enterprise services, shared-service arrangements, or contracts.

Lean Headquarters Model

Common military department and service functions are notionally divided into two groups: those that are the initial candidates to be organically provided by the Space Force, and others that are non-core; these non-core headquarters functions are candidates for external sourcing. As the headquarters of the DSF and USSF are established, further detailed mission and business case analyses will drive further refinement of the Space Force headquarters structure at the discretion of Space Force leadership.

The provision of each headquarters function will be assessed for effectiveness, efficiency, and economy and then appropriately sourced. Sources for those functions include: organic, host / joint base, designated military department, DoD shared service, other federal entity, and contract. Final decisions as to which category will apply to each function will be made based on a specific business case analysis; in some instances, these will be developed organically by the Space Force, while lower order sub-products and services will be obtained externally. Specific examples of sources include the various arrangements described in DoD Instruction 4000.19, "Support Agreements" (i.e., intra- or inter-departmental, host-tenant agreements); joint basing memorandums of agreement; designated Military Departments such as DoD Executive Agent arrangements pursuant to DoD Directive 5101.1, "DoD Executive Agent;" and Defense Agencies and DoD Field Activities, which are established as shared service centers in accordance with Section 191 of Title 10, U.S. Code; and contracted in accordance with DoD Directive 5000.01, "The Defense Acquisition System."

Whether provided organically or externally, the initial approach and subsequent evolution of DSF / USSF headquarters functions should be analyzed to best meet the requirements of the DoD in a resource constrained environment. To that end, planning for the stand-up of the Space Force will apply the approach of the DoD's Reform Management Group (RMG) with its nine functional teams (e.g., Supply Chain Logistics, Human Resources, and IT Business Systems), as

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well as other ad hoc efficiency initiatives. Upon establishment, the Space Force will participate in the RMG.

Acquisition Functions and Authorities

As an independent Service, the Space Force will require those Title 10 authorities specifically designed for organizing, training, and equipping space forces and preparing for the prosecution of war. These authorities are similar to those granted to existing military departments and Services. As recently as the Fiscal Year 2019 National Defense Authorization Act, Congress granted the DoD updated acquisition authorities to empower the department to rapidly develop and field the warfighting capabilities needed by our warfighters.

The DoD will establish the acquisition functions of the Space Force consistent with current statute and regulation. Pursuant to Title 16, Subtitle A, Section 1601 of the Fiscal Year 2018 National Defense Authorization Act, the Deputy Secretary of Defense is developing a plan to establish a separate, alternative acquisition system for defense space acquisitions. The DoD will include proposed legislative changes required to implement this plan, including any special acquisition authorities, when it is submitted in December 2019.

Consistent with the structure of the other military departments, the DSF will be established with the traditional acquisition chain of command with a Service Acquisition Executive (nominated from civilian life and confirmed by the Senate), Program Executive Officers, and Program Managers reporting to the Defense Acquisition Executive. The Acquisition Category and Milestone Decision Authority for Space Force acquisition programs will be established per statute (e.g., Section 825) and regulatory guidance.

The DSF's acquisition corps will leverage the DoD's adaptive acquisition framework to improve space system acquisition timelines, capability development agility, and flexibility to adjust to technology or changes in the threat. This framework is designed to continuously evolve to provide Program Managers with flexibility to acquire systems based on technical maturity, operational need timelines, threats, and cost considerations. The framework also provides for increased focus on up-front science and technology and prototyping efforts to ensure advanced technology can be efficiently integrated into weapon systems. The framework incorporates recent statutory authorities such as 10 U.S.C. 2302, Section 804 "Middle Tier of Acquisition for Rapid Prototyping and Fielding" with the existing body of tailorable regulatory guidance to provide alternate pathways to leverage commercial technology advances and deliver capability faster. The DoD will leverage 10 U.S.C. 2302 Section 805 "Use of Alternate Pathways to Acquire Critical National Security Capabilities" to evolve the adaptive acquisition framework to address future Space Force acquisition needs.

While no additional special acquisition authorities are required to implement the Space Force, there are acquisition-related references in statute to functions assigned to the Secretary of the Air Force that must transfer to the Secretary of the Space Force. Examples include:

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- Title 51, SUBCHAPTER III which outlines the Secretary of the Air Force's role in exception and indemnification clauses related to use of commercial launch services; and
- Title 10, Section 2273a, outlines the Secretary of the Air Force's role in designating the head of the acquisition executive for the Space Rapid Capabilities Office.

Personnel and Authorities

Establishment of the Space Force will require a significant realignment of military and civilian personnel in conjunction with the transfer of space missions and headquarters functions. The DoD will ensure the Space Force has adequate manpower to accomplish its current and expanding mission sets.

The DoD will centralize management of military and civilian space personnel under the Space Force. DoD will utilize inter-service transfers, initial lateral entry in military grades up to O-6, direct commission authorities, career incentive pays and retention bonuses, and potential waivers to accession policy. Because the space domain requires a highly-technical workforce, having maximum flexibility to access talent and experience from all sectors is highly desired. The flexibility to bring in talent from the civilian space sector as well as have military personnel work in industry on a larger scale will necessitate greater "permeability" between the Space Force active duty military personnel and the civilian sector. This will benefit the nation and the Space Force by creating a broad base of experience in the space community writ large.

The DSF will require authorities for military personnel similar to the existing military departments, including accessions, promotions, career advancement, training and education, equipping, and organizing. Similarly, the DSF will require authority for an "excepted service" alternative personnel system for the establishment and classification of positions and the appointment, compensation, and management of a highly skilled civilian workforce. Such authority would apply without regard to the provisions of any other law relating to the appointment, number, classification, or compensation of employees.

For military personnel, the DSF will require the authority to:

- Transfer manpower authorizations and associated personnel from the existing military departments to, and be vested in, the DSF Secretary. This will require provisions for personnel transferring to the Space Force with equivalent grade, pay, benefits, and time in service without penalty or additional service commitment;
- Provide for a sufficient number of inter-service transfers following the initial transfer of manpower authorizations and personnel without incurring additional service commitment for up to 5 years after the establishment of the DSF;

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- Provide for a sufficient number of lateral entry authorizations up to and including the grade of O-6;
- Provide for a sufficient number of direct commissions from each existing Service Academy;
- Provide for career incentive pays and retention bonuses for qualified Space Force personnel, as required;
- Provide for a pilot program to enable the DSF to acquire talent from the civilian market in a rapid manner for a defined period after which the individual would return to civilian life;
- Acquire sufficient additional General / Flag officer authorizations;
- Determine short-term accession requirements and the means to train—either through existing Service pipelines or establish accession modalities unique and specific to the DSF—enlisted and officer accessions, including Reserve Officer Training Corps (ROTC) detachments, Officer Candidate Schools, and full-spectrum recruiting processes;

For civilian personnel, the DSF will require the authority to:

- Establish and classify positions in the “excepted service” necessary to carry out the functions of the DSF. This would include Senior Executive Service equivalent positions, as needed, within adjusted statutory limitations, and Senior Level positions;
- Exercise direct hiring to efficiently recruit and appoint highly qualified candidates to “excepted service” positions, taking into consideration the availability of “preference eligible” for appointment rather than applying strict rules for veterans’ preference and public notice procedures;
- Pay and incentivize individuals to meet market demands, thus enabling the Space Force to effectively acquire, compensate, retain, and reward highly skilled talent in its civilian workforce;
- Utilize time-limited appointments for the effective use of skills infusion to meet temporary mission needs;
- Under certain conditions, interchange personnel between Title 10 and Title 5, as required, to manage the civilian workforce in a holistic manner to best meet mission imperatives;
- Efficiently terminate employees in the interests of the United States, with non-appealable rights outside of the Department of Defense; and

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- Reduce and otherwise adjust the civilian workforce, with procedures for determining which employees will be separated from employment made primarily based on performance.

Organization of the Space Force – FURTHER DEVELOPMENT IN NEXT DRAFT

In accordance with Title 10 U.S.C. authorities for existing military departments, the DSF will maintain a civilian Secretary as the head of the department who will be responsible for organizing, training, and equipping the USSF. Within the DSF, the Secretary will be supported by an Under Secretary and Assistance Secretaries, as required. The USSF represents the branch of the U.S. Armed Forces organized within the DSF and will be led by a uniformed Chief of Staff (Chief of Staff of the Space Force, or CSSF) responsible, as directed by the Secretary, for exercising command over the USSF. The CSSF will further be granted equal membership on the Joint Chiefs of Staff (JCS) and will serve as the JCS expert and advocate for space power.

To accomplish its assigned functions while sustaining a lean headquarters model, as described above, the Space Force will minimize duplication of functions across uniformed and civilian staffs. The ultimate organization of the Space Force will be determined by the Secretary of the Space Force (SECSPACE) and CSSF.

The USSF HQ staff will use a similar designation of directorates as existing Service staffs to ensure seamless inter-Service coordination (i.e., an S-1 directorate for manpower, S-2 for intelligence, S-3 for operations, and so forth, as required). The SECSPACE and CSSF will also consider dual-hatting of individuals where appropriate.

In addition to its headquarters organization—and to build, sustain, and enhance its warfighting capacity—the USSF may maintain: 1) a warfighting component, consisting of a major command, subordinate commands and/or centers (e.g., a space warfare center and a space intelligence center), and warfighting units designed to contest the domain and deliver space-based effects to enable joint operations; 2) an acquisition and systems development component, consisting of a major command, subordinate commands and/or centers (e.g., the Air Force's Space and Missile Systems Center (SMC) and the new Space Development Agency), and units designed to acquire, rapidly develop, and field combat and combat support capabilities; and 3) a training and education component, consisting of a major command, subordinate commands and/or centers (e.g., a space power doctrine center), and units designed to develop a cadre of space warfighting experts and leaders (e.g., commissioning and enlistment programs, initial qualification training for operators, and professional military education focused on the furtherance of U.S. space power).

To ensure mission continuity and seamless integration with NRO operations, the Space Force will retain a Space Force Element-NRO (SFELM NRO). At its establishment, the SFELM NRO will fulfill all functions and maintain all agreements as currently held by the Air Force Element-NRO (AFELM NRO) assigned to Air Force Space Command (AFSPC). The SFELM NRO will notionally reside within the warfighting component of the USSF.

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Reserve Component

To sustain a Total Force approach to space operations, the Reserve Component presence in the USSF will closely mirror existing Reserve space mission support to the Air Force space mission areas. Reserve Component participation and presence in current space mission areas is predominantly provided by the Air Force Reserve, with limited Army Reserve and Air National Guard participation.

The space mission area is uniquely suited for a robust SF Reserve Component presence due to the ability to recruit and retain Reserve personnel in current space mission areas and locations as well as the ability to leverage unique civilian experience in space operations. Reserve space mission areas include: offensive and defensive space operations; space situational awareness; battle management command and control; Position, Navigation, and Timing (PNT); ground and space-based missile warning; environmental monitoring; space education and training; space range, space aggressors, and space test and evaluation; and support to NRO operations.

National Guard

The Space National Guard (SNG) will be a reserve component to USSF. The Chief of the National Guard Bureau (CNGB) shall establish an Office of the Director of the Space National Guard and assign sufficient National Guard personnel to manage all matters related to the SNG. The Director of the SNG shall act as the principle advisor to the SECSPACE and the CSSF on all matters relating to the SNG. The size and structure of the SNG staff shall be proportional to the SNG.

[Placeholders]

Relationship with other Services, CCMDs, and IC

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Services

TBS

Combatant Commands

TBS

Intelligence Community

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Transition Plan

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Personnel Summary

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Budget Summary (FY20 only)

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Legislative Summary

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ANNEX A – Legislative Proposal

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ANNEX B – Budget Proposal

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Annex C – Defense Space Strategy

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