Air National Guard Strategic Master Plan



2015-2035

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Foreword

The Air National Guard Strategic Master Plan represents a collaborative field-driven effort between the Air National Guard Strategic Planning System and the National Guard Bureau. The overarching purpose of the Strategic Master Plan is to synergize the efforts of the Air Force Strategic Planning and Programming Process, National Guard strategic planning process and Air National Guard Strategic Planning System.

General Welsh, in his foreword to "America's Air Force: A Call to the Future," stated "the Air Force's ability to continue to adapt and respond faster than our potential adversaries is the greatest challenge we face over the next 30 years." The next several decades will continue to reveal the evolution of rapidly emerging technologies, geopolitical instability, and increased vulnerabilities within once singularly United States dominated domains. Throughout this evolution, the range of potential adversaries will increase and create a wider range of operating environments. In these environments, the Air Force must provide ready and responsive Global Vigilance – Global Reach – Global Power in the context of reduced budgets and a continuing federal debt crisis. The Air National Guard (ANG) is a significant contributor to the resolution of these challenges for the decades to come. Already a multifaceted force, the ANG will become even more flexible, adaptable, and responsive to meet the rapid pace of change associated with a demanding twenty-first century threat environment.

The ANG will continue to thrive in all five Air Force core missions as a *unit-equipped, community-based*, operational force that provides strategic depth to the United States Air Force (USAF). Additionally, the ANG's *cost effectiveness* provides an invaluable return on investment to the nation by preserving air, space and cyber capability and capacity for the Joint Force in a fiscally constrained era. This cost effectiveness and increased capability and capacity benefits the USAF while it modernizes and recapitalizes our one Air Force's capabilities. The ANG, with its *dual-use* value and capacity, will continue to deliver homeland forces to the states, territories, and district whenever needed, and strengthen enduring relationships at home and abroad. An *experienced, agile* force is the heritage that the ANG will provide for the decades to come.

The "Key Efforts" detailed in the Strategic Master Plan provide a guiding path of ANG contributions necessary for an agile Air Force to adapt to rapidly changing strategic environments and provide for the security needs of the nation. This initial plan, updated on a two-year cycle, will influence upcoming planning and programming and will ensure the guiding ANG strategy remains as flexible and inclusive as the ANG.

STANLEY E. CLARKE III Lieutenant General, USAF Director, Air National Guard

JON KELK Brigadier General, ANG Chair, Strategic Planning System

Strategic Environment

The United States faces rapidly changing global security challenges in a fiscally constrained and economically uncertain time. We are ending the second of two conflicts and a decade of high tempo combat operations, rebalancing to the Pacific, continuing aggressive counter-terrorism efforts, and refocusing modernization and recapitalization efforts – all in the context of reduced budgets and a looming federal debt. Uncertainties over Department of Defense (DOD) budgets foreshadow extensive cuts to manpower and force structure. The 2014 Quadrennial Defense Review (QDR) emphasizes that our nation must make "tough choices in a period of fiscal austerity" in support of three strategic pillars: 1) defend the homeland, 2) build security globally by projecting US

"Tomorrow's Air Force has to be the most agile, credible, and affordable total force team capable of meeting what our Combatant Commanders need."

~The Honorable Deborah Lee James, SECAF

influence and deterring aggression, and 3) win against any adversary should deterrence fail. These "tough choices" are numerous and complex with implications to our nation's security for decades to come – they also provide opportunities for the Air National Guard to be even more efficient and effective; an extremely diverse, agile and inclusive component of the future United States Air Force.

The balance of allocating limited resources against competing requirements within the USAF determines how it delivers ready, responsive, and effective Global Vigilance – Global Reach – Global Power. Budget constraints are a major driver in the strategic environment–balancing readiness and force structure to recapitalize and fund modernization is imperative to flying, fighting and winning in advanced twenty-first century full-spectrum threat environments.

As an agile and inclusive component of the USAF, the ANG is integral to the overall success of USAF strategy and the defense of the nation. The ANG will continue to thrive in all five AF core missions as a *unit-equipped community based* steady state, engaged operational force that provides strategic depth for the Air Force. The *cost effectiveness* of the ANG will continue to provide return on investment for the nation and USAF by preserving capability and capacity for the Joint Force during a fiscally constrained era. Additionally, this cost effectiveness and increased capability and capacity benefits the USAF writ large while it recapitalizes and modernizes USAF capabilities. The *dual-use* value of the ANG will continue to deliver homeland forces to the nation, states, territories, and district in times of need, and strengthen enduring relationships at home and abroad. 93% of ANG equipment is dual-use, and 100% of ANG Airmen are dual-use. An *experienced* multi-faceted force is the heritage that the ANG provides. As a nation, an increased reliance on the ANG is as viable now as it ever has been.

USAF Five Core Missions: Air and Space Superiority; Intelligence, Surveillance, and Reconnaissance; Rapid Global Mobility; Global Strike; and Command and Control.

Strategic Framework

In the last two decades, the USAF has led all services in reserve component integration...transforming the ANG from a strategic reserve to a fully engaged and integrated operational force that provides strategic depth for the USAF. In this role, it is imperative the ANG aligns its long-range strategy with that of our one Air Force – interdependent strategic vectors within components will enhance the capability and capacity of the nation's Air Force.

The ANG is nesting its Strategic Master Plan (SMP) within the Air Force's Strategy, Planning, and Programming Process (SP3). This ensures ANG strategy aligns with Air Force Strategy, which is shaped by the National Security Strategy, Quadrennial Defense Review 2014, the USAF 30-year strategy, and other national strategic documents. The

Air National Guard Capstone Principles

- Recapitalize concurrently with the active duty AF and in balance with mission allocations
- Adopt missions that fit militia construct
- Build dual use capabilities (Emergency Support Functions) relevant to each state
- Allocate at least one flying unit with ANG equipment to each state
- Manage ANG resources with ANG people

SMP also integrates the strategic priorities of the Chief of the National Guard Bureau, the Director of the Air National Guard, and The Adjutants General. The SMP synthesizes previous ANG Strategic Planning System (SPS) guidance and embraces the ANG Capstone Principles. This synergistic and strategic alignment creates an integrated process that will directly inform the annual Director's Planning and Programming Guidance (DPPG). This framework forms the ANG strategic vision and direction.

This document provides a field-driven, 20-year strategic plan for the ANG that emphasizes key efforts that highlight ANG strengths and provide measureable criteria in the context of three over-lapping sections: **1**) *A Unit-Equipped Community-Based Force, 2*) *A Cost-Effective Dual-Use Force, and 3*) *A Deliberately Developed Force.* Finally, the ANG SMP introduces the Mission Prioritization Model that codifies the strengths of the ANG and provides ANG senior leaders with a proven analytical methodology to identify USAF missions that leverage those strengths.



Through its "Key Efforts," the SMP provides a guiding path of ANG contributions necessary for an agile Air Force to adapt to rapidly changing strategic environments and provide for the security needs of the nation. This initial plan will influence upcoming planning and programming and will be updated every two years, ensuring the guiding ANG strategy remains as flexible and inclusive as the ANG.

Strategic Vision

The Air National Guard will meet twenty-first century challenges by proactively shaping its future with combat ready, innovative Guard Airmen at its core. The ANG, as part of our one Air Force, will continue to provide the

capabilities necessary to guard the United States of America at home and defend freedom worldwide. The coming decades will bring changes to technology, weapon systems, joint operational concepts and organization structures. Through all this change, the ANG will preserve the culture and identity that defines the men and women who serve their nation, their state, and their communities. An operationally engaged ANG will enhance a strong Air Force providing Global Vigilance – Global Reach – Global Power for America.

"My vision is to ensure the ANG remains an operationally engaged, seamlessly integrated member of the Total Air Force by emphasizing a culture of dual-role readiness, upholding personal and professional standards, and service with distinction."

~ Lt Gen Stanley E. Clarke III, Director, Air National Guard

SECTION I: A Unit-Equipped Community-Based Force

"Always on Mission"

The ANG is "always on mission" and will continue to provide the finest unit-equipped and best-valued military force to the USAF and the nation. This value is realized through a unit-equipped force that provides a true surge to war capability when the nation calls. The ANG is operationally ready and engaged and provides strategic depth to USAF – globally as well as in the homeland at the discretion of the president or the governors.

Squadrons are the fighting core of the Air Force

In line with the USAF Chief of Staff's "A Vision for the USAF," the source of ANG airpower is the fighting spirit of Guard Airmen, and operational ANG squadrons are the fighting core of the ANG. The superior strategic agility required to be a strong ANG in the future is derived from unit-equipped squadrons based upon operational Unit Type Codes (UTCs). These tailored, deployable (domestically, internationally, or



~Gen Mark Welsh III, Chief of Staff, USAF

in-garrison) packages of both personnel and equipment enable the ANG to provide a complete warfighting package, not just augmentation personnel. The strength of operationally engaged unit-equipped ANG squadrons is both empowered and strengthened by corresponding wing, group, and squadron structures aligned with the USAF. The decentralized and dispersed nature of ANG forces provides an agile and inclusive force defined by efficient and responsive readiness and capability. ANG wings throughout the 50 states, four territories, and the district, along with their Army National Guard counterparts, bind the all-volunteer military to the powerful spirit of America's communities – the core of our great United States.

Constitutionally-Founded Guard Airmen

Guard Airmen, like all members of the military, swear an oath to support and defend the Constitution. The Constitution purposefully makes the employment of military force difficult by dividing power between state and

To provide for organizing, arming, and disciplining, the Militia, and for governing such Part of them as may be employed in the Service of the United States, reserving to the States respectively, the Appointment of the Officers, and the Authority of training the Militia according to the discipline prescribed by Congress.

~United States Constitution

ary force difficult by dividing power between state and federal entities. The framers believed that standing armies were unaffordable and could become tools of tyranny; therefore, they empowered states to maintain volunteer militias to limit centralized control of the armed forces. While the original state militias were formed in the 1600's to serve the requirements of a budding nation, the ANG was created in the wake of the WWII drawdown to preserve the value of the agile capability and capacity provided by a volunteer militia construct. In parallel with the post war rebalance of 1945, today the US is again downsizing the military, while remaining committed to its role as a global leader. By embracing the Guard Airmen concept as prescribed in the Constitution, policymakers have the opportunity to *offset the current inability to afford a large full-time military*. The current geopolitical landscape and limited resources warrant a heavier reliance on the ANG – in line with the nation's historical roots, recent CSAF guidance, and recommendations made by the National Commission on the Structure of the Air Force (NCSAF). This opportunity to *preserve capacity and capability in the ANG reduces strategic risk, lowers costs, and is of great value to the nation's defense*. The ANG is part of our nation's heritage and was founded to best serve the nation and its one Air Force—it is critically linked to the Air Force of tomorrow.

American Communities and the Air National Guard Construct

ANG culture and heritage rest in its Guard Airmen who work part-time in a military role and full-time in their communities. This strength of the ANG's community-based forces illustrates the strong link between the ANG, the states, and the nation – and defines one of its biggest strengths. Nested throughout the country, the

"One of our National Guard's greatest strengths as an operational force is that we are present in communities across the country. In the end, when you bring in the National Guard, you bring in the richness and diversity of hometown America."

~General Frank J. Grass, Chief of the National Guard Bureau

community based ANG construct provides Guard Airmen a stable environment to make lifelong contributions to local communities and their families alike, while at the same time providing ready, responsive and effective Global Vigilance – Global Reach – Global Power for America.

Approximately two-thirds of the ANG's personnel are traditional, part-time members, providing a cost-effective force that receives pay and benefits

only when called upon – at a fraction of the cost of active duty Airmen. Guard Airmen, held to the same readiness, evaluation, and inspection standards as the active component, have proven themselves ready and capable, no matter what mission is asked of them. Guard Airmen provide an additional competitive advantage in that the ANG construct enables seamless transitions from the federal mission to other mission sets as required – whether at the discretion of the governor or in support of another government agency.

Unit-equipped wings, groups, and squadrons provide the right organizational structure and environment to balance the ANG's full and part-time work force. Additionally, unit-equipped, community-based forces enable the ANG to respond to both its federal and state missions, providing added value from a single investment. *The value that the ANG brings in fiscally austere times cannot be overstated* during ongoing budget discussions with both political and military leadership. This dual-use construct creates an identity for Airmen that is of great value to the nation in cost, capability, capacity, and heritage.

Key Efforts: Unit-Equipped Community-Based Force

• Promote an ANG with 100% Unit-Equipped Wings that Fit with the ANG Construct

Unit-equipped wings provide a force that can provide response to federal and state requirements. This value in a single investment is enabled with accessible equipment aligned within the Air Force's force structure. Wing structure additionally provides ANG Airmen with career development opportunities on par with the rest of the Air Force.

• Preserve Capability and Capacity within the Air Force by Optimizing Force Mix

The ANG is committed to preserving needed capacities to maintain the optimal depth and breadth of capabilities that the Air Force requires to be strategically agile in an unknown geopolitical future. Future conflicts will evolve in an environment changing faster than our organization's ability to adapt—options regarding capacity provide policymakers flexible agility that will be lost by completely divesting force structure. The status quo of current force mix options is unaffordable. Capability and capacity preservation includes an optimization of future [affordable] mix options.

• Resource the ANG to Organize, Administer, Recruit, Instruct and Train (OARIT) to Combat Mission Readiness (CMR) Levels

In order for the ANG to be "always on mission," it is essential to be combat mission ready. The ANG is operationally engaged, held to the same readiness and inspected to the same standard as the active component – the ANG must also be resourced to this endeavor.

• Prioritize Mission and Manpower Investments toward Operational UTCs

Superior strategic agility required to be a strong ANG in the future is enabled by unit-equipped operational Unit Type Codes (UTCs). The ANG will focus on operational UTCs to provide more strategic agility to the Air Force.

• Ensure each State has at least one Flying Unit

In line with the ANG Capstone Principles, the ANG is "all in" on the flying mission of the Air Force. Today's austere environment is forcing a more comprehensive analysis of the force mix options best for the Air Force. Each state has a voice in the long-term solution.

• Champion ANG Strengths

ANG culture is one of dual-role readiness – Constitutionally unique Guard Airmen, committed to and ready for the warfight, protecting the homeland, supporting civil authorities and building long-term partnerships that actualize and fortify critical national and domestic security policies. These synergies are sustained at a lesser cost thereby reducing strain on the shrinking federal budget. This dual-use construct creates an identity for Guard Airmen of great value to the nation in cost, capability, capacity, and heritage.

SECTION II: A Cost-Effective & Dual-Use Force

The Value of the ANG

In today's fiscally constrained environment with limited resources and a federal debt crisis, cost matters. The ANG is a proven value as the Air Force continues to balance competing priorities to operate within budget constraints, provide ready, responsive, and effective Global Vigilance – Global Reach – Global Power, and

recapitalize and modernize to fight and win in advanced twenty-first century full-spectrum threat environments. The duality of federal and nonfederal roles, coupled with readiness equal to the active component provides an *incredibly valuable force – both cost effective and with dual use capabilities –* available to the nation and to the states when needed.

"The National Guard is flexible at its very core, with a dual mission to serve the nation abroad and at home. There is only one force in the United States that can fight adversary's overseas, help out a natural disaster, and patrol our streets during civil strife."

~Senator Patrick Leahy

Today's ANG is *always on mission*. The ANG consistently, and without fail, responds to the United States' need for unit-equipped capability across the full spectrum of threat environments, both at home and abroad. This agile force has established itself as a *proven choice to provide air, space, and cyber power to combatant commanders in any Area of Responsibility, the first choice for homeland operations, and the enduring choice for building and maintaining long-term partnerships*. The ANG is committed to the continuance of its vital role as a valuable contributor in each of these endeavors.





A Proven Choice in the Warfight

The *federal (Title 10) mission* is to provide ready and equipped units available for prompt mobilization and deployment for war or overseas contingency operations, and to provide assistance during national emergencies.

ANG units that volunteered to deploy in 1990 for Operation DESERT SHIELD were on the vanguard of redefining the ANG. Since then, the ANG has been operationally engaged in every named contingency and has *transformed from a strategic reserve to an operational force that provides strategic depth*. This transformation is largely credited to the increased investment Congress and the USAF made in standardizing the readiness and capabilities of the entire Air Force. Across all of the services, the USAF has led the way in reserve component integration.

As an operationally engaged force that provides surge capacity ready to support the Air Force in times of crisis or increased operations tempo, the ANG is *fully engaged in all five core missions of the Air Force*. With approximately twenty-one percent of the total Air Force Airmen, the ANG provides proven and cost effective Air and Space Superiority; Intelligence, Surveillance, and Reconnaissance; Rapid Global Mobility; Global Strike; and Command and Control.

"The events of 9-11 highlighted to the Nation that the National Guard was no longer a strategic reserve – but a full spectrum operational force. As an operational force, the Guard requires resources to man, equip and train in all mission areas, state and federal, and perform these missions simultaneously."

~MajGen Edward W. Tonini, The Adjutant General, KY

This investment enables Guard Airmen to provide *ready, responsive, and effective Global Vigilance – Global Reach – Global Power* for the nation in peacetime and war. The future will continue to reveal the evolution of rapidly emerging technologies, geopolitical instability, multiple operating environments, and increased vulnerabilities within what were once singularly US dominated domains. The ANG will continue to be a *proven choice during this rapid change as a flexible, adaptable, and responsive force* capable in every core mission of the Air Force.



The First Choice in Homeland Operations

The *state (Title 32) mission* is to provide for the protection of life and property and to preserve peace, order, and public safety.

The Air National Guard's contribution to the nation is founded in its dual-use of airpower capabilities. For example, the ANG defends the nation with armed fighter aircraft 24/7 and 365 days a year by executing 16 of 17 Aerospace Control Alert (ACA) sites in Title 32 (state) status, capable of converting to a Title 10 (federal) status at a moment's notice. Dual-role Guard Airmen continue to stand ready, regardless of status, to defend the nation, while simultaneously remaining poised to respond to domestic events or crises.

The National Guard has always been the state and territorial governors' first choice to augment first responders in an emergency. Guard Airmen can fill sandbags, walk foot patrols, and distribute emergency food and water. However, they are optimized to provide less visible but equally vital support such as establishing a Joint Reception, Staging, and Onward Integration (JRSOI) air operations site for military and non-governmental assistance; airlifting equipment, food and other essential supplies to the disaster area; configuring and manning emergency communications centers; providing food and shelter for disaster response teams; transporting, setting up, and operating emergency medical facilities; or providing the incident awareness and assessment essential for effective consequence management.

In 2013 alone, Guard Airmen executed over 53,000 man-days in response to more than 200 individual domestic operations covering all 10 FEMA regions and 46 states and territories. With 89 wings throughout the 50 states, four territories, and the district, the ANG provides self-sustained and secure bases that can accept and support forces and materials for domestic and international use at the discretion of the president and/or the governors. Whether it is Guard Airmen from 27 states and 37 units responding to Hurricane Sandy, or Guard Airmen from 10 states flying 922 missions during the 2012 firefighting season, the ANG is an invaluable asset in homeland operations at both the federal and state level.

Examples of ANG Homeland Operations: Modular Airborne Firefighting System Aerospace Control Alert Aero Medical / EMEDS Firefighters Law Enforcement / Security RED HORSE / PRIME BEEF Homeland Response Force Search & Rescue Counterdrug Civil Support Teams Southwest Border Operations



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An Enduring Choice for Building and Maintaining Long-term Partnerships

The stability inherent to the ANG uniquely enables it to support enduring relationships across the spectrum of the whole of government enterprise. Guard Airmen typically remain associated with their home state throughout their careers, enabling strong personal and professional partnerships to develop and mature well beyond the ANG organizational structure. Guard Airmen bring more than just critical military experience and expertise to these partnerships; they also bring a vast array of civilian skill sets that augment crucial elements of the collaboration with ANG partners.

The State Partnership Program (SPP) is one highly successful example of the ANG's ability to build enduring partnership capacity. The SPP currently partners the National Guard with 71 countries around the world in support of every geographic combatant commander. These enduring relationships build partner capacity, reinforce deterrence, and strengthen cooperation between nations.

"The National Guard State Partnership Program is only going to be more important to EUCOM. Some of these relationships are over 20 years old. It is that enduring capability: the fact that we have officers who have grown up together, fought together – these guys have gone with us to Afghanistan, with their paired states – that's the most key part."

~General Phillip Breedlove, Commander, US European Command

In a broader context, First Air Force illustrates the wide spectrum of ANG partnership capacity. First Air Force collaborates with over 27 DOD entities, 33 interagency organizations, and 14 international governmental

organizations bringing to bear the unique dualrole experience and expertise of Guard Airmen in response to national events and crises.

These relationships with municipal, state, federal, non-governmental, intergovernmental, and international organizations enable Guard Airmen to provide flexible, adaptive, efficient, and rapid response to local and global events with the valuable benefits of uniquely developed and mature partnerships.



DOD Partners

Interagency Partners



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• Maintain the Cost-Effective, Dual-Use Capability and Capacity within the Air Force at Current ANG Manpower and Force Structure levels or Higher

ANG forces, in the words of General Grass, "provide ready forces for the defense of our nation and its interests, and to states for missions directed by the governors." The preservation of this dual-use force brings enhanced flexibility to the Air Force enterprise. Additionally, the ANG provides cost-effective forces that preserve capability and capacity for the Air Force. The ANG will promote agile organizational structures that can operate in a federal or state function and provide innovative options to future challenges.

• Optimize Capability and Capacity in all USAF Core Missions

The ANG will continue to contribute in every arena in which the Air Force operates. Investments in each core mission will be leveraged through the strengths of the ANG. The ANG will not stand alone in any one core mission just as the Air Force does not stand alone in any one core mission.

• Promote Concurrent and Balanced Modernization and Recapitalization Plans

In order for the ANG to thrive in any of the USAF core missions, Guard Airmen must have the equipment ready to meet twenty-first century challenges. Equitable modernization and recapitalization of the fleet across components is critically tied to success in emerging threat environments.

• Ensure the ANG is Resourced at Appropriate Levels to Remain Operationally Engaged

The Air Force plans to rely more on the ANG. To continue to engage as an operational force, the ANG must be adequately resourced and cannot rely on the availability of supplemental funding as in recent historical contingencies. The ANG will partner with those responsible to advocate for efforts providing more flexibility to resourcing and accessibility.

• Expand Efforts in Building Partnership Capacity and Security Cooperation

The enduring community based nature of the ANG facilitates long-term relationship development both at home and abroad. Expanding this capacity provides enduring value to the nation and its interests.

Advocate for Flexible Funding Options for ANG Civil Response Capabilities

The ANG is a member of the federal and non-federal crisis response communities. Creating more flexibility in funding options provides a more capable force.

SECTION III: A Deliberately Developed Force

Right People, Right Place, Right Skill

The ANG values the balance of military and civilian capabilities and expertise, and deliberately develops flexible Airmen capable of meeting today's challenges and tomorrow's rapidly evolving threat environment. A significant strength of the ANG is its ability to apply critical skills from military and civilian in state and federal capacities. Because Guard Airmen combine military and civilian skills, they are critical to modern warfighting demands, such as building partnerships and partnership capacities. The ANG's success depends on placing the right people in the right place with the right skill at the right time.

Guard Airmen

Even though Guard Airmen have different roles and serve in different statuses, they maintain the same readiness as the Active Component and are evaluated to the same standards – enabling the ANG to be operationally engaged. Whether in federal, state, or civilian status, the ANG will foster career development plans for Guard Airmen to ensure their deliberate professional development in both military and civilian careers. On average, two-thirds of the ANG workforce serves part-time – these Guard Airmen masterfully balance the demands of ANG

mission requirements with those of their civilian employment. The ANG will leverage and expertise, and create opportunities for leadership positions outside and within the state/territory/district.

"We deliberately equip and develop our force to accomplish the mission. opportunities to capture civilian skill-sets Equipping airmen is teaching them how to do a job and providing the necessary tools. However, when you develop airmen, you are improving them as individuals. Developing is much harder than equipping, but it's worth the effort."

~CMSgt James W. Hotaling, ANG CCM

Professional Development

Continued integration efforts within the Air

Force, and greater reliance on the ANG, will create opportunities for Guard Airmen to fill key leadership roles in the AF of tomorrow. To be competitive in this capacity, Guard Airmen must have the education as well as a "broad range of experiences" necessary to succeed tomorrow. To build leaders with these experiences, the ANG is deliberately developing its Airmen along two primary lines of effort: Professional Military Education (PME)/Professional Continuing Education (PCE) and job performance, within a member's Air Force Specialty Code (AFSC) and as leaders at the different stages of their career(s).

The ANG will continue to educate Guard Airmen through a continuum of education and training and in the most effective and efficient means possible. This includes, but is not limited to utilizing blended learning methodologies like satellite PME and obtaining civilian academic equivalency recognition.

As Guard Airmen maintain standards of proficiency within their AFSC, they are also developed within their civilian careers, which can directly or indirectly enhance their military performance. The ANG will help shape USAF corporate recognition for civilian expertise and equivalency to garner the most return on investment from Guard Airmen in a resource-constrained environment.

Corporate policy changes to how the ANG, in conjunction with the USAF, educates, trains and recognizes Guard Airmen will create more opportunity, eliminate duplication, recognize earned civilian equivalency, and return valuable time to mission.

Recruiting and Retention

Guard Airmen in their academic and civilian careers are involved in developing and utilizing emerging technology in the air, space and cyberspace domains. Recruiting and retaining the right people in the right place with the right skills will enable the Air Force and Air National Guard to continue to project Global Vigilance – Global Reach – Global Power on a scale that adversaries cannot match.

ANG leaders will proactively shape the ANG's future by placing emerging missions in communities where we can recruit, retain, and enable Guard Airmen to capitalize on civilian experiences. For example, the ANG can place key ANG cyber units near large industrial and academic locations where cutting-edge civilian cyber expertise can be sustained. By proactively shaping and focusing ANG future missions on long-term enduring missions, Guard Airmen will continue to be a cornerstone of the experienced force.

"The Air Force's competitive advantage begins with its ability to recruit, develop, and retain innovative warriors with strong character, a belief in respect for others, and a commitment to high standards and our core values of Integrity First, Service Before Self, and Excellence in All We Do."

~Global Vigilance, Global Reach, Global Power for America

The Air Force writ large spends hundreds of millions of dollars training its human capital. Facing austere budgets, ANG affordability is an asymmetric advantage for the Air Force and the nation today and in the future. The ANG fully supports Continuum of Service policy modifications that allow the seamless flow of Guard Airmen across components, building retention programs, protecting the millions invested in human capital, and realizing more return on investment for the Air Force.

Key Efforts: Deliberately Developed Force

• Champion Continuum of Service Opportunities within the Air Force

An Airman is an Airman for life. Human capital is our greatest asset – eliminating the policy barriers that detract from the ability of Airmen to serve in any capacity and in any component will increase the human capital return on investment.

Shape USAF Corporate Recognition of Civilian Expertise and Equivalency

Acknowledge Guard Airmen serving at civilian institutions in leadership roles such as senior vice president, president, chief executive officer, chief financial officer, etc. Accept that leadership experiences take many forms and are comparable to military leadership positions such as a squadron/group commander or command chief master sergeant – the ANG will capture these experiences in order to recognize and promote the most capable leaders of tomorrow.

Create More Opportunities for PME/PCE and Recognize Civilian Academic Equivalency

In-residence programs are not always an option for Guard Airmen, depending on their civilian careers. The ANG will continue to provide creative approaches to education, like satellite PME, and create opportunities for ANG Airmen to earn the education they require. Additionally, the ANG will work to credit Guard Airmen for USAF recognized programs (and equivalent programs) that allow in-residence credit for schooling.

• Shape USAF Corporate Recognition for AFSC Civilian Equivalency

Eliminate duplication in training for Guard Airmen. Set civilian equivalency standards (by AFSC) so that our one Air Force can capitalize on civilian skill sets, save resources, and return Airmen back to mission.

• Promote the Experienced Force

The ANG is a highly experienced force. Some units have been affiliated with a mission set, or multiple mission sets, for many years which enable Guard Airmen to possess unparalleled depth in their subject matter expertise. Future change in mission should always ensure there is training and operational return on investment. Without costbenefit analysis, perpetual change will diminish the ANG strength of experience, flush millions of dollars invested in Airmen and mission, and degrade the ability to fly, fight and win as one Air Force.

• Develop Airmen to Meet the Integrated Staff Requirements of the Future

The Air Force is composed of Airmen from all three components. It follows that key leadership and developmental positions should be available to all members. The ANG will deliberately develop its Airmen so they can serve alongside Active Duty and Reserve counterparts – at all levels. The fusion and formal recognition of Airmen development both in and out of uniform brings value to the integrated staffs of tomorrow.

• Develop More Dual-Status Commanders in the ANG to Enable Command Authority Across Components Dual-Status command has been focused on Domestic Operations (DOMOPS) and crisis response. The evolution of associations has increased the need for dual-status commanders. Eliminating barriers and enabling fully authorized command structures for all components will help create synergies in the execution of associations.

• Re-evaluate Opportunities for Positions Open to Guard Airmen to Deliberately Develop a "Broad Range of Experiences" Equivalent Across Components

Continuum of Service policies should recognize non-traditional positions and experiences unique to the Guard. For example, when granting members joint qualification, assign value to relevant experiences that are unique to the ANG but meet the intent of the rigorous Joint Qualified Officer credential process. An expansion of Guard Airmen opportunities throughout the Air Force will strengthen the "Total" Air Force – and simultaneously render the term "Total" obsolete.

An Agile Force for the Future

General Welsh, in his foreword to "America's Air Force: A Call to the Future," stated that "the Air Force's ability to continue to adapt and respond faster than our potential adversaries is the greatest challenge we face over the next 30 years." The next several decades will continue revealing the evolution of rapidly emerging technologies, geopolitical instability, and increased vulnerabilities within what were once singularly Untied States-dominated domains. Throughout this evolution, the range of potential adversaries will increase and create a wider range of operating environments. In these environments, the Air Force must provide ready and responsive Global Vigilance – Global Reach – Global Power in the context of reduced budgets and a continuing federal debt crisis. The Air National Guard is a significant contributor to the resolution of these challenges for the decades to come. Already a multifaceted force, the ANG will become even more flexible, adaptable, and responsive to meet the rapid pace of change associated with a demanding twenty-first century threat environment.

The ANG will continue to thrive in all five AF core missions as a *unit-equipped community- based* operational force that provides strategic depth to the USAF. The ANG's *cost effectiveness* provides an invaluable return on investment to Americans by preserving air, space and cyber capability and capacity for the Joint Force while the USAF writ large modernizes and recapitalizes our one Air Force's capabilities. The ANG, with its *dual-use* value and capacity, will continue delivering homeland forces to the states, territories, and district whenever needed, and strengthen enduring relationships at home and abroad. An *experienced, agile* force is the heritage that the ANG will provide for the decades to come.

As a result of two plus decades of combat operations, the geopolitical environment, counter terrorism efforts, and other contributors, the USAF has transformed the ANG from a strategic reserve to a fully-integrated, operational force that provides strategic depth to the Air Force. In this role, the value of the Air National Guard cannot be overstated. The ANG will continue to provide effective and responsive Global Vigilance – Global Reach – Global Power at a fraction of the cost of a full-time force. Integral to America's one Air Force, the ANG strives to

eliminate Continuum of Service barriers that block the realization of the most optimized force available to the nation. In a rapidly evolving future environment that will continually challenge the status quo, the ANG will provide policy makers the agile force needed to maximize the nation's return on investment while simultaneously meeting the demands of the nation, states, territories and the district.

"Throughout the history of the all-volunteer force, the barriers between the reserve and active components of the Air Force have become more permeable. We have evolved from a position of strategic reserve called upon for increased capacity to the current reality in which all components are fully engaged and operationally indistinguishable."

~America's Air Force: A Call to the Future

Appendix 1: Key Efforts

A Unit-Equipped Community Based Force:

Key Effort	Measurable Criteria (Not All Inclusive)	РОС
Promote an ANG with 100% Unit- Equipped Wings that Fit with the Militia Construct	One or zero	SPS
Resource the ANG to Organize, Administer, Recruit, Instruct and Train (OARIT) to Combat Mission Readiness (CMR) Levels	SORTS DRRS Vacancies in operational UTCs	NGB/A3
Prioritize Mission and Manpower Investments toward Operational UTCs	% of manpower in operational UTCs	NGB/A1
Preserve <i>Capability and Capacity</i> within our Air Force by Optimizing Force Mix	% of manpower & force structure invested in each core mission (Force Component Support Plan)	NGB/A8X and TFC
Ensure each State has at least one Flying Unit	One or zero	SPS
Champion ANG Strengths	Mission Prioritization Model	SPS and NGB/A8X

A Cost-Effective Dual-Use Force:

Key Effort	Measurable Criteria (Not All Inclusive)	РОС
Preserve the Unique Dual-Use Capability and Capacity within the ANG	Domestic Capabilities Priorities (DCP) Book (to replace Joint Domestic Operations Equipment Requirements (JDOERs) Book)	NGB J3/5 & A5
Optimize Capability and Capacity in all USAF Core Missions	Mission Prioritization Model	SPS and NGB/A8X
Promote Concurrent and Balanced Modernization and Recapitalization Plans	DCP; NGREA Spend Plan; MOD Book	NGB / A8P & A5
Ensure the ANG is Resourced at Appropriate Levels to Meet Operational Requirements	Programmed / Executed Man Days (Non-OARIT) Programmed / Executed Flying Hours (Non-OARIT)	NGB/A3
Expand Efforts in Building Partnership Capacity and Security Cooperation	Expand to all States and Territories Expand to PACOM	NGB J5 and A3
Seek Alternate Funding Sources for the ANG Civil Response Capabilities	Policy change	NGB J3/5 & A3

A Deliberately Developed Force:

Key Effort	Measurable Criteria (Not All Inclusive)	POC
Champion Continuum of Service Opportunities within the Air Force	Policy change	NGB/A1
Shape USAF Corporate Recognition of Civilian Expertise and Equivalency	Policy change	NGB/A1
Create More Opportunities for PME and Recognize Civilian Academic Equivalency	Policy change	NGB/A1
Define USAF Corporate Recognition for AFSC Civilian Equivalency	Policy change	NGB/A1
Promote the Experienced Force	Mission change should allow realization of return on investment	SPS and NGB/A8
Develop Airmen to Meet the Integrated Staff Requirements of the Future	Determine ANG contribution (# billets)	SPS and NGB / A1
Develop More Dual-Status Commanders in the ANG	Two per state Additional allocations dependent on TFI policy changes for TFI bureaucracy	NGB Joint Staff
Re-evaluate Opportunities for Joint Positions for Guard Airmen	Evaluate # available, % filled, # desired	NGB / A1

Note: The Measurable Criteria are not all inclusive and POCs are listed as references for the ANG Strategic Planning System and the NGB A-Staff. These associations do not require any defined deliverables outside of the SPS.

Appendix 2: The Mission Prioritization Model

Overview and Methodology

The Mission Prioritization Model (MPM) provides the ANG an analytical methodology to assist its leaders with resourcing and manpower decisions based on quantitative and statistical data inputs. The analytic hierarchy process forms the basis of the MPM. This statistical process is a structured technique for organizing and analyzing complex decisions by breaking down the issue into smaller, measurable discrete elements, which can be analyzed and aggregated. Using a numerical weighting of each criteria, decision makers can see rational and consistent outputs that provide transparent, repeatable, and defendable results.

The MPM prioritizes the USAF missions for ANG leadership and staff by scoring each mission area against criteria tied to the five ANG strengths: Unit-Equipped Force, Community-Based Force, Cost-Effectiveness, Dual-Use Construct, and Experienced Force.

Unit-Equipped Force

The ANG provides forces in Unit Type Codes (UTC) – tailored, deployable packages of both personnel and equipment that enable the ANG to provide a complete warfighting package, not just augmentation personnel. There are two criteria tied to the ANG strength of Unit-Equipped Force: *Unit-Equipped Missions* and *Surge to War Missions*.

- Unit-Equipped Missions are those missions that enable the ANG to have unit-equipped forces. This allows governors to have the entire unit construct for state support. If units are not unit-equipped, they lack the necessary equipment for their dual-use mission.
- Organizing around unit-equipped missions and UTCs ensures a complete package is available for *surge to war* when the nation calls operationally or in a strategic depth role.

Community-Based Force

The ANG operates 89 Wings across every state, territory, and the District of Columbia, creating a presence in hundreds of communities spanning the nation. This presence provides a connection between the military and the American people, especially if Active Duty installations decrease in size and number. The only visibility a US citizen may have with the military is through their local National Guard unit. These relationships build trust between the military and the nation providing community support to military efforts at home and abroad. These tight community bonds ensure that when the National Guard mobilizes, it mobilizes the Guard Soldiers and Airmen as well as the American public and the national will. Additionally, the community-based force connects the Air Force to elected civilian leadership, as every governor, senator, and many representatives become Air Force advocates once they understand the strengths of the Air National Guard. Two criteria help measure this strength of the ANG: *Civilian Equivalency* and *Recruiting and Retention*.

- *Civilian Equivalency* looks at missions with skill sets that can be found in larger quantities in the civilian sector. The data comes from the Bureau of Labor Statistics.
- *Recruiting and Retention* criteria refer to missions where there is a sufficient recruiting pool that the ANG can draw upon to ensure the mission will be fully supported. This data comes from the Total Human Resource Managers Information System (THRMIS) database and NGB/A1.

Cost-Effectiveness

Approximately two-thirds of Guard Airmen are traditional part-time members. These Guard Airmen hold full-time civilian careers and bring their talents and expertise to the ANG mission. This provides a cost-efficient force that is "paid only when used" with Airmen that maintain a high state of readiness and capability. This also saves long-term personnel costs associated with retirement and benefits, as part-time Guard Airmen receive retirement pay starting at age 60. Additionally, over 90% of ANG flying units are based at civilian airfields, which dramatically reduces infrastructure costs. The model uses two criteria to measure this strength: *Percent Drill Status* and *Cost*.

- *Percent Drill status* pertains to missions accomplished with a higher drill-status to full-time personnel ratio.
- State input to the Future Mission Database for *Cost* looks at missions that enable the ANG to take advantage of Airport Joint Use Agreements or existing mission-specific facilities, community-offered cost offsets, or homeland defense/security capabilities close to areas where the need for them is likely to be particularly great.

Dual-Use Construct

The ANG can use its equipment for both federal and state missions, to include aircraft, civil engineering, security forces, and mission support equipment. Money spent on training for overseas warfighting is transferrable to homeland operations and domestic response actions. Organized, trained, and ready Guard Airmen embrace dual-use missions and responsibilities to protect and defend the nation at home and abroad. The criteria associated with this ANG strength are *Demand* and state input to the Future Missions Database (FMD) for *Joint and Civil Support*.

- *Demand* criteria is based on missions where the ANG can deploy at a 1:5 deploy to dwell ratio or lower as sourced by NGB/A3.
- Joint and Civil Support criteria comes from state input to the FMD and looks at missions which improve joint operational capability, correct shortfalls in Defense Support of Civil Authorities, improve ANG support to a Title 10 HD mission, or support building partnership capabilities

Experienced Force

Regardless of whether a Guard Airman comes directly from the active duty AF already trained, or is recruited directly into the ANG without prior military experience, he/she works in their military career fields and specialties for many years, and in many cases for his/her entire career. The ANG typically does not re-train or move Guard Airmen, allowing them to become highly experienced in their areas of expertise. This allows the part-time Guard Airmen to remain as capable as their active duty counterparts. The model measures this strength through the criteria of *Depth of Experience* and *Symbiotic Relationships*.

- *Depth of Experience* refers to those missions with skill sets having the widest dispersion of years of service balancing time in grade in each AFS to ensure sufficient manpower flow. This data comes from the THRMIS database.
- *Symbiotic Relationships* measures missions that have the largest number of active duty affiliations. The ratio of affiliations from active duty to the number of accessions (by AFS) to the ANG ensures the ANG does not become over or under invested in any particular mission area. This data also comes from the THRMIS database.

Appendix 3: Terms and References

Terms

Note: These definitions are provided in order to establish common vernacular for the purpose of this Strategic Master Plan. Sources are listed in () where available. If sources are not listed, definitions are provided in the context of this paper.

Aerospace Control Alert (ACA): ACA consists of aircraft, aircrew, and launch personnel standing ready for immediate or short notice response. ACA provides commanders an immediately employable capability to intercept, inspect, influence and, if necessary, defeat a potential airborne threat (3.2.2, AFTTP 3-1.ADUSCAN 11 September 2013).

Agile: Flexible, Adaptable, and Responsive (America's Air Force: A Call to the Future).

Air Force Strategy, Planning, and Programming Process (SP3): The Air Force SP3 translates strategy into actionable plans to inform concepts and requirements development and direct the acquisition, programming, and budgeting efforts to meet national strategic and military objectives (AF Strategy, Planning & Programming Process, 22 Oct 14).

ANG 2025: The ANG 2025 Report was a field-driven, executive level perspective on the future of the ANG published in April 2013.

ANG Strategic Planning System (SPS): Provide executive level strategic guidance from the field to the Director of the ANG and The Adjutants General. Develop, review, and revise comprehensive strategic plans to support long-range, intermediate, and near-term priorities, goals, and objectives of the ANG. Conduct studies relevant to the ANG, as directed by the DANG to the SPS and/or Steering Committee (Charter for the ANG SPS, Mar 14).

Broad Range of Experiences: A wide variety of experiences Guard Airmen earn in the civilian sector, as well as a varied background within Guard Airmen careers different from, but similar to, those recognized by the Air Force corporate process.

Capability: The ability to achieve a desired effect in a specific operating environment; the ability to produce an effect; the facility or potential for an indicted use or development

Capacity: Military strength or volume; an amount of something required to produce a desired quality

Capstone Principles: Serve as the compass to guide the strategic choices that shape the ANG of the future. They originated from the SPS, figured prominently in AF deliberations in the FY13 PB, and the development of the FY 14 DOD POM. The ANG 2025 [and the ANG SMP Working Group] endorsed the Capstone Principles, while acknowledging a continuing debate among internal and external ANG stakeholders about the circumstances under which it would be necessary to re-evaluate those principles (ANG 2025, Apr 13). They are listed in the Introduction of this SMP.

Community Based: ANG strength derived from the presence of Guard units in communities throughout the United States. Close association with communities engenders grass root support for the Guard, enhances citizen awareness of and political support for Guard associated issues, and promotes recruitment and retention of men and women who possess critical civilian skills and experience that are transferrable to military positions.

Continuum of Service: The Continuum of Service (CoS) program aims to provide tools to facilitate the smooth transition between Total Force components, while balancing competing public and private sector demands to effectively support the National Military Strategy. In support of Air Force CoS initiatives, the Office of the Deputy

Chief of Staff, Manpower, Personnel and Services (HAF/A1PS) was charged with identification and development of organizational and systemic challenges to improve the efficiency and economy of resource for the Total Force.

Director's Planning and Programming Guidance (DPPG): An annual document issued by the DANG to provide programming guidance for the upcoming Programing Objective Memorandum (POM) cycle. The DPPG articulates the DANG's programming priorities to support his vision for the ANG.

Dual-Role/Dual-Use: Federally validated missions/capabilities and associated manpower and resources used by governors for non-federal purposes under state and/or federal statutory authorization (ANG/A8X BBP, July 2, 2013).

Emergency Support Function (ESF) Annexes: These group federal resources and capabilities into functional areas that are most frequently needed in a national response (e.g., transportation, firefighting) (National Response Framework).

Essential 10: The National Guard provides civil authorities with 10 critical core capabilities, called the "Essential 10," that save lives, protect property and help communities recover from man-made or natural disasters. The Essential 10 are: C2, Logistics, Aviation, Security, Engineering, Maintenance, Communications, CBRN, Medical, and Transportation (NG Posture Statement).

Global Vigilance-Global Reach-Global Power: Airmen plus five AF Core Missions (air and space superiority; intelligence, surveillance, and reconnaissance; rapid global mobility; global strike; and command and control) (CSAF paper "Global Vigilance, Global Reach, Global Power for America").

Guard Airmen: USAF Airmen in the ANG.

Man-days: An MPA manday is defined as a 24 hour calendar day of active duty for which base pay, Basic Allowance for Housing, Basic Allowance for Subsistence and similar compensation elements are drawn from the military personnel appropriation to pay Air Reserve Component (ARC) members for performance of duty. (This does not include travel and per diem related compensation) (AFI 36-2619, *Military Personnel Appropriation Manday Program*, 18 Jul 14).

Man-day Tour: Usually a string of continuous calendar days with a start and stop date during which an ARC member performs a tour of active duty (AFI 36-2619, *Military Personnel Appropriation Manday Program*, 18 Jul 14).

ANG Construct: Framework describing preferred missions/operations for Guardsmen given valid strategic guidance and mission relevance while maintaining appropriate operations tempo and maximizing ANG manpower benefits (NGB/A8X BBP 5 Nov 2012). The ANG maintains a part-time/full-time mix of approximately 65/35—it is this construct that allows the realization of manpower cost benefits.

Modernization: Technical sophistication of forces, units, weapon systems, and equipment (JT Pub 1-02) and/or upgrading legacy equipment (USAF Posture Statement 2014).

National Commission on the Structure of the Air Force (NCSAF): Congress directed a Commission to "...undertake a comprehensive study of the structure of the Air Force to determine whether, and how, the structure should be modified to best fulfill current and anticipated mission requirements for the Air Force in a manner consistent with available resources" (The NCSAF final report, "Report to the President and Congress of the United States," January 30, 2014).

Operational Force that provides Strategic Depth: A force operationally engaged on a routine basis with the ability to increase operations tempo and provide additional force structure for the USAF should it be needed.

Rebalance (to the Pacific): "At the outset of his Administration, the President made a strategic decision to increase focus on the Asia-Pacific region and rebalance U.S. engagements, activities, and resources toward and within this vital region. The President's approach is grounded in a simple proposition: the United States is a historic Pacific power whose economy, strength, and interests are inextricably linked with Asia's economic,

security, and political order. " (Whitehouse fact sheet: The Fiscal Year 2014 Federal Budget and the Asia-Pacific, not dated)

Recapitalization: The funding of new capabilities (USAF Posture Statement 2014).

State Partnership Program: Evolving international affairs mission for the National Guard emphasizing it unique state-federal and civil-military characteristics to interact with both the active and reserve forces of foreign nations, interagency partners, and international non-governmental organizations (NGB/PA, 17 Jul 13).

Strategic Reserve: A force not operationally engaged on a routine basis, but primarily designed to provide additional capacity during periods of major theatre war.

Title 10 and Title 32: Title 10, United States Code, contains the organic law governing the Armed Forces of the United States and providing for the organization of the Department of Defense, including the military departments and the Reserve Components. Title 32, United States Code, contains the law relating to the administration of the National Guard. Titles 10 and 32 were enacted into positive law by the Act of August 10, 1956 (70A Stat. 1), as a codification of all laws then in existence that were permanent and of general applicability to the Armed Forces and the National Guard (TITLE 10, UNITED STATES CODE ARMED FORCES (As Amended Through 7 Jan 11).

Traditional: Traditional Guardsmen are Drill Status Guardsmen (DSG) Airmen. DSG's participate in unit training assemblies—a minimum of one weekend per month and two weeks of annual training per year. Additionally, DSGs have full-time careers outside of the ANG. This category of Guard Airmen composes approximately two-thirds of the ANG workforce. DSGs maintain the same readiness and standards as the full-time Airmen across the Air Force enterprise (IAW ANGI 36-2101, *Assignments within the Air National Guard*).

Unit-Equipped: Describing a unit that has been provided "those aircraft provided (to) an aircraft unit for the performance of a flying mission" (JP 3-17), as well as units provided equipment in non-flying missions.

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