

AU/AWC/2004

AIR WAR COLLEGE

AIR UNIVERSITY

The Evolution of the Expeditionary Aerospace Force
and the Need to
Develop Expeditionary Aerospace Commanders

by

Philip A. Iannuzzi, Jr., Lt Col, USAF

A Research Report Submitted to the Faculty

In Partial Fulfillment of the Graduation Requirements

Advisor: Colonel Kent D. Williams

Maxwell Air Force Base, Alabama
26 February 2004

Distribution A: Approved for Public Release; Distribution is Unlimited

DISCLAIMER

The views expressed in this academic research paper are those of the author and do not reflect the official policy or position of the United States government or the Department of Defense. In accordance with Air Force Instruction 51-303, it is not copyrighted, but is the property of the United States government.

CONTENTS

	<i>Page</i>
DISCLAIMER	ii
ILLUSTRATIONS	v
PREFACE	vi
ABSTRACT	vii
1. INTRODUCTION	1
Formal Transition Into an Expeditionary Aerospace Force	2
Forward-Deployed Posture and Challenges to Expeditionary Command.....	3
Leading Change and Cognitive Flexibility	4
Developing Expeditionary Commanders.....	5
2. HISTORY & EVOLUTION OF THE EXPEDITIONARY AEROSPACE FORCE.....	7
Exeditionary Aerospace Forces: What's Old is New.....	10
Aerospace Expeditionary Forces: A New War-Fighting Construct	13
Organizational Construct for Expeditionary Aerospace Operations	16
The Air Force Lead Turns DoD Call for Transformation	17
3. DEVELOPING EXPEDITIONARY AEROSPACE COMMANDERS	19
A Need to Develop Expeditionary Aerospace Commanders?.....	20
Leading Expeditionary Units and In-Garrison Operational Units.....	22
Mission and Responsibilities of In-Garrison Commanders.....	23
Organization, Mission, and Responsibilities of Expeditionary Commanders.....	25
Enhancing Leadership Capabilities for Commanders	28
Capabilities-Based Leadership Development Approach.....	29
Leading Change.....	30
Cognitive Flexibility.....	31
Methodology for Developing Expeditionary Aerospace Commanders	32
Academic Approach	32
Practical Field Exercises.....	34
4. CONCLUSION	36

BIBLIOGRAPHY.....	39
NOTES.....	42

ILLUSTRATIONS

	<i>Page</i>
Photo 1. Preflight	
Inspection.....	5
Figure 1. Overseas Basing During the Cold	
War.....	8
Figure 2. Today's Permanent Overseas Bases.....	9
Photo 2. Tent City.....	14
Photo 3. Expeditionary Dining Facility.....	15
Photo 4. Power Projection: In-flight Aerial Refueling	
.....	17
Photo 5. Expeditionary Airlift Operations.....	31
Photo 6. Expeditionary Operations.....	33

PREFACE

The focus of this paper is on documenting the history and evolution of the United States expeditionary aerospace force and examining the need to further educate, train, and develop future aerospace commanders, at all levels, to successfully lead Air Force men and women through organizational change on the home front and during combat operations on the expeditionary front.

While there is much to be said about the history and evolution of the expeditionary aerospace force, as well as the need to develop expeditionary aerospace commanders to successfully lead those forces, the ultimate goal of this paper is to stimulate discussion and debate on how to optimize the effectiveness of US aerospace forces.

I would like to personally thank General John A. Shaud, USAF, Retired, Air War College “Hap” Arnold Leadership Chair, and Colonel Kent D. Williams, Air War College Dean of Students, my faculty research advisor, for their support, encouragement, and insightful analysis during the research and writing process.

ABSTRACT

In August 1998, acting Secretary of the Air Force, F. Whitten Peters, and General Michael E. Ryan, then Chief of Staff of the United States Air Force, announced their intent to move the Air Force into the twenty-first century as an expeditionary aerospace force. The vision of transforming the Air Force into a lean yet more capable expeditionary force translates into new challenges and opportunities for commanders at home and abroad.

The Air Force relies on the ingenuity, innovation, and skill of a talented pool of war-fighting leaders—commissioned officers, noncommissioned officers, and airmen—to pioneer the Air Force transformation into an effective and powerful expeditionary force. The key to continued success is effective leadership throughout all ranks. Commanders, however, play a distinct leadership role in the transformation process—they are ultimately responsible and accountable.

The men and women commanding today's operational units face the challenges of steering units through transformational change on the home front, while at the same time supporting and commanding expeditionary war-fighting units abroad. As the men and women commanding in-garrison and expeditionary units continue to accumulate leadership experience during this transformation, the Air Force needs to tap into the growing pool of knowledge and pass it on to future commanders.

Transforming the Air Force into an expeditionary aerospace force requires leaders to serve as change agents and places a premium on cognitive flexibility. Possessing these leadership capabilities, above and beyond traditional leadership skills, is essential for commanders to successfully steer their units through transformational change and lead airmen in the expeditionary operating environment. These capabilities are important because a commander's skill in leading his or her unit through transformational change will ensure the unit is able to successfully adapt to organizational change and ultimately improve the unit's war-fighting capability. Improved cognitive flexibility enables commanders to lead expeditionary units more effectively because they pursue a more proactive, forward-thinking problem-solving leadership approach, ultimately focused on increasing war-fighting capability. These two leadership capabilities are examined in this paper.

The main thesis advanced by this research paper is that now is the time for the Air Force to create a formal leadership development process (academic and field training) to better prepare commanders at all levels—tactical, operational, and strategic—to lead change at home and command expeditionary aerospace units across the full spectrum of expeditionary operations—from mobilization, deployment, bed down, combat employment, sustainment, and redeployment.

The purpose of this research paper is to provide the reader with a better understanding of the Air Force's expeditionary heritage by chronicling the history and evolution of the expeditionary aerospace force and proposing ideas for further developing leadership capabilities of commanders charged with leading aerospace units at home and abroad.

Following chapter one's introduction and a discussion of the major issues addressed in the paper, chapter two focuses on documenting the history and evolution of expeditionary aerospace forces. Chapter three analyzes the need to develop expeditionary aerospace

commanders with a focus on improving cognitive flexibility and the capability to lead change. The chapter concludes with recommendations regarding how this leadership education development should occur.

CHAPTER 1

INTRODUCTION

In the coming years the Air Force is likely to transform itself more than it has since Orville and Wilber began tinkering in their bicycle shop. Developing the very best leaders is a must.¹

Maj Gen Charles D. Link, USAF, Retired

Since the fall of the Berlin Wall in November 1989 and the end of the Cold War struggle between the United States and Soviet Union, the US military has participated in over 50 small-scale and major contingencies; Operation Desert Storm's expulsion of Iraqi occupation forces from Kuwait and the humanitarian relief effort to assist 750,000 Kosovar Albanians displaced by Slobodan Milosevic are just two examples.² Because many of these operations were conducted without an established forward-based infrastructure, aerospace forces responded to these contingencies with changes in concepts of operation, organization, doctrine, and technology. These changes continue to reshape the US Air Force into a more responsive and powerful expeditionary aerospace force prepared to take immediate action, aggressively apply aerospace power, and help win its nation's wars when called to arms by national command authorities.

The Air Force relies on the ingenuity, innovation, and skill of a talented pool of war-fighting leaders—commissioned officers, noncommissioned officers, and airmen—to pioneer the expeditionary aerospace force. The men and women who command expeditionary units continue to accumulate a wealth of leadership knowledge from their combat expeditions. The main thesis

advanced by this research paper is that now is the time for the US Air Force to tap into this growing experience base and create a formal leadership development process for expeditionary aerospace commanders at all levels. This development process should focus on preparing commanders to lead expeditionary forces around the globe and across the full spectrum of expeditionary operations—from mobilization, deployment, bed down, combat employment, sustainment, and redeployment.

The aim of this research paper is twofold: to provide the reader with a better understanding of the Air Force's expeditionary heritage by chronicling the history and evolution of the expeditionary aerospace force and to propose ideas for developing the leadership capabilities of commanders charged with leading expeditionary forces.

Formal Transition Into an Expeditionary Aerospace Force

The Air Force formally began its institutional transformation into an expeditionary aerospace force in August 1998, when acting Secretary of the Air Force, F. Whitten Peters, and General Michael E. Ryan, then Chief of Staff of the United States Air Force, announced their intent to move the Air Force into the twenty-first century as an expeditionary aerospace force (EAF). On August 24, 1998, General Ryan released a statement explaining the history and vision of the expeditionary aerospace force. “The EAF concept was eight years in the making,” Ryan said. “Since the end of the Gulf War, we’ve been wrestling with various ways to respond to the increasing number of contingencies that require us to deploy forces around the world while maintaining high-quality service at the bases from which these forces have deployed.”³

A six-month study concluded the EAF concept, powered by ten air expeditionary forces (AEF), would provide US combatant commanders the right forces at the right place at the right time across the full spectrum of conflict; reduce deployment tempo by building more stability

and predictability into the deployment schedule; and take full advantage of the total force—active duty, Reservists, Air National Guardsmen, and civilians.⁴ General Ryan stated the goal was to develop and launch the concept over a 16-month period with a target date of January 1, 2000, to have the EAF “up and running.”⁵ The Air Force’s transformation into an expeditionary aerospace force is the focus of chapter two in this paper.

Forward-Deployed Expeditionary Posture and Challenges to Expeditionary Command

The Department of Defense (DOD) has made the overseas forward-deployed posture of US military forces a principal component of force design. The 2003 Quadrennial Defense Review analyzed the relationship between forward-stationed and rotational forces. With a focus on supporting forward operations with rotational forces, DOD is developing more effective ways to compute the required rotational base across various types of forces to support a forward posture.⁶

Sustaining forward-deployed expeditionary units places greater demand on all Air Force members. The following is a list of some of the new challenges Air Force members and commanders face in today’s expeditionary aerospace ranks: equitable deployment rates and rotation policies; extended hours supporting home-unit operations in the absence of primary members; managing personnel issues such as promotions, assignments, professional development, and upgrade training with a rotational force; the burdens of extended deployments on the personal lives of members and their immediate families; and the need to maintain optimal levels of proficiency in primary skill specialties in the midst of heavy deployment schedules.

As the Air Force continues along its evolutionary path, significant organizational, training, and technological changes present new challenges and opportunities as well. These changes affect every Air Force member; however, commanders are uniquely affected because

they are ultimately responsible and accountable for leading operational units when supporting war-fighting contingencies. Commanders serve in a unique position of authority not shared by other members. Commanders exercise command authority that stems from the Commander in Chief, which bestows the burden of responsibility for mission success. Ultimately, the successful defense of the United States and protection of its interests is in the hands of commanders throughout the military command chain.

Charged with maintaining war-fighting readiness, commanders maximize unit performance, optimize safety, and shape winning teams by providing the best possible training for unit members. Keeping unit members focused, trained, motivated, and ready to support combat operations is a vital responsibility of command. Providing the best possible training over the long term, in the midst of ongoing expeditionary operations, is an added challenge to command as the Air Force evolves into an expeditionary fighting force.

Leading Change and Cognitive Flexibility

There is much to be said about revolutions in military affairs, advancements in technology, and transformations in war-fighting doctrine, but what about the changing role of leadership? Is the Air Force experiencing a change in leadership capabilities required for its leaders and commanders as a result of its transformation into an expeditionary fighting force?

Respected author and worldwide consultant specializing in leadership and organizational change, Noel M. Tichy, proclaims that twenty-first century leaders need to possess mission-focused, yet flexible and dynamic leadership skills—the ability to lead men and women through rapid, constant, and dynamic change while at the same time focusing on the shorter-term demands and responsibilities of their mission. According to Tichy, “Winning leaders are constantly looking ahead. For the short term, they watch the horizon to spot impending changes

so they can develop ideas and structures that will allow the organization to respond efficiently and effectively. For the longer term, it means they prepare their organizations to thrive beyond the foreseeable future.”⁷ In short, successful leaders are able to direct organizations that respond to change—short term and long term change.

Transforming the Air Force into an expeditionary aerospace force requires leaders to serve as change agents and places a premium on cognitive flexibility. These capabilities are important because a commander’s skill in leading his or her unit through transformational change will ensure the unit is able to successfully adapt to organizational change and ultimately improve the unit’s war-fighting capability. Improved cognitive flexibility enables commanders to lead expeditionary units more effectively because they pursue a more proactive, forward-thinking problem-solving leadership approach, ultimately focused on increasing war-fighting capability.



BAGRAM AIR BASE, Afghanistan -- Capt. Rich Erkkila inspects an AGM-65 G Maverick missile mounted on a wing pylon of his A-10 Thunderbolt II ground attack fighter before a combat patrol mission Jan. 7. Captain Erkkila is a pilot with the 354th Expeditionary Fighter Squadron and deployed from Davis-Monthan Air Force Base, Ariz. (U.S. Army photo by Sgt. 1st Class Joe Belcher)⁸

Developing Expeditionary Commanders

Because the practice of leadership is an art, the education of expeditionary commanders should incorporate many dimensions, including grounding in academic theory, history, and case-study analysis as well as applied experiences, training, and practical field exercises. This development process also should focus on addressing the leadership challenges of operating

home-based in-garrison units while simultaneously sustaining combat capability on the expeditionary front lines. The perspective provided by history and the understanding of one's organizational heritage is essential to leadership development. With this in mind, the next chapter, The History and Evolution of The Expeditionary Aerospace Force, will present a chronology of the Air Force's expeditionary heritage.

CHAPTER 2

HISTORY AND EVOLUTION OF THE EXPEDITIONARY AEROSPACE FORCE

*Power projection, enabled by overseas presence, will
remain the fundamental strategic concept of our future.*

Joint Vision 2010

On September 11, 2001, the US Air Force was reminded of the need to be ready at all times to deliver a powerful, integrated expeditionary aerospace team to any distant, dangerous spot around the globe. Less than one month following the destruction of New York City's World Trade Center buildings, the Air Force mobilized, deployed, and employed a large-scale aerospace expeditionary force to support national military objectives in the first wave of the war on terror. The execution of Operation Enduring Freedom represented the most rapid mobilization, deployment, and application of large-scale aerospace power in the history of modern warfare. Combined with US Special Forces, US aerospace power delivered a devastating blow to land-locked Taliban terrorists hiding in Afghanistan.

Long before September 11, 2001, the Air Force recognized a need to transform its worldwide network of strategically located air bases and its broader network of continental United States (CONUS)-based units into a new war-fighting construct, an expeditionary fighting force. Shifting international geopolitical forces following the end of the Cold War drove the transformation.

The Cold War, marked by conflict and tension between the United States and the Soviet Union, was fought in the name of ideological principle. In defense of its national interests, the US crafted a strategic containment policy supported by over 100 forward-based military posts, bases, and ports around the world. These strategically located military sites were designed to thwart the spread of Soviet communism, perceived as a direct threat to America's way of life and believed by US national leaders to have as its ultimate aim the downfall of America.

Through a series of treaty arrangements and political agreements, the US joined other democratic states to form a strategic network of military posts around the world (see figure 1); poised to conduct rapid military operations in support of US national interests. During the Cold War period, the United States conducted major military operations on the Korean peninsula and Vietnam, while the Soviet Union consolidated territorial buffer states in Europe and conducted a major military operation in Afghanistan to suppress anti-government insurgent forces.

Overseas Basing During the Cold War

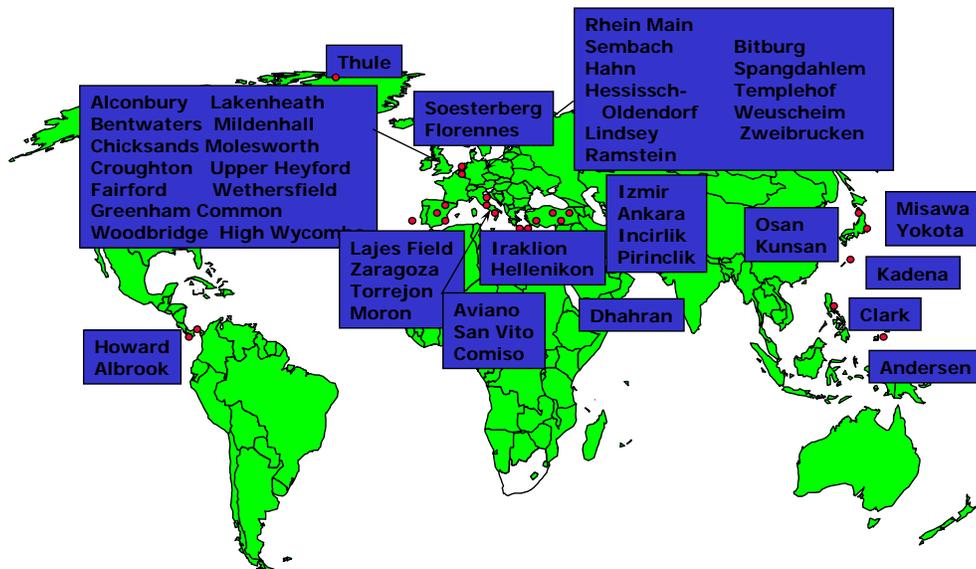


Figure 1.
(Source: *Evolving to an Expeditionary Aerospace Force*⁹)

After the fall of the Soviet Union in 1989 and the end of the Cold War, the United States emerged as the sole superpower in geopolitics and the justification for its worldwide network of forward-based units found little support among domestic political leaders and the international community. At the time, many friends and allies of the US were more interested in sharing the “peace dividend” than extending basing rights without a compelling strategic objective. The US Air Force responded to the post-Cold War geopolitical environment by reducing its overseas air base presence by two-thirds (see figure 2). The reduction of US forces from permanent overseas bases set the stage for developing an expeditionary aerospace force.

Today's Permanent Overseas Bases



Figure 2.
(Source: *Evolving to an Expeditionary Aerospace Force*¹⁰)

The emerging new world order fundamentally changed the US global strategic footprint. This change required a new war-fighting concept of operation for the US Air Force: expeditionary operations. The new construct it turns out, however, may not be so new after all.

Expeditionary Aerospace Forces: What's Old is New

Air Force history is an indispensable leadership tool to create strong leaders and strong units.

James T. Hooper
*Air and Space Power Journal*¹¹

The idea of forming expeditionary air units can be found early in the century of air power. General Billy Mitchell, fresh from his command of composite air forces in France, suggested that air forces in “brigades” composed of bombardment, pursuit, attack, and observation units would form an effective expeditionary force designed to fly quickly to any distant threat to the nation’s borders.¹²

Writing in the *Airpower Research Institute* journal, Dr. James R. W. Titus and Col Allan W. Howey, document the need for expeditionary air forces in the early 1940s. “With the outbreak of war in Europe,” they recount, “General H. H. Arnold organized the numbered air forces, first for protection of the hemisphere, later for global employment. Well into the war, Arnold organized a series of commando groups, equipping them with a variety of aircraft to facilitate independent operations in remote regions.”¹³

After assessing the difficulties experienced in deploying combat airpower in response to the 1950 Korean crisis, General Glenn O. Barcus, Tactical Air Command (TAC) Commander, and future Chief of Staff, Nathan Twining, organized quick reaction tactical forces for employment in global hot spots.¹⁴

The Vietnam War in the 1960s and early 1970s saw air power employed from a collection of Pacific and Southeast Asia bases that would serve as a first-generation model for today's sustained expeditionary operations. Employing and sustaining combat operations from distant and sometimes austere airfields, these locations were a test of air power's logistics and combat support capability to and from these expeditionary locations.

In 1991, General Merrill McPeak, former Chief of Staff of the US Air Force, saw a need to revive expeditionary aerospace forces following the end of the Cold War. He experimented with composite forces organizing several types of aircraft operating at one stateside location. Although his prototype composite wing was designed to serve an expeditionary role, his formal organizational construct was not adopted over the long term. The Air Force opted, instead, to organize composite forces at forward operating locations during times of conflict rather than maintain standing composite wings at home.

The aerospace expeditionary force (AEF) concept, as foreshadowed by General Merrill McPeak's Composite 366th Wing, was initially enunciated by General John Jumper (current Chief of Staff of the US Air Force) when he was Commander, Ninth Air Force and US Central Command Air Forces (CENTAF), Shaw Air Force Base, South Carolina, and subsequently established by General Ryan as the new organizing concept for the USAF.¹⁵

The AEF concept was first "field tested" in a series of three deployments to the Middle East in 1995-1996. AEF I deployed to Bahrain from 28 October – 18 December 1995; AEF II to Jordan from 12 April – 28 June 1996; and AEF III to Qatar from 24 June – 20 August 1996. Each left behind equipment to support a future AEF.

AEF I, as the first test of the concept, was more modestly sized and tasked, deploying 18 F-16s, bringing in 576 personnel, and generating 637 sorties. In contrast, AEFs II and III had 30 and 34 fighters, 1,150 and 1,200 personnel, and flew 918 and 1,323 sorties, respectively.

AEF II demonstrated the flexibility of the concept by adjusting to the unanticipated diversion of airlift and the rescheduling/rerouting of air transport to support operations consequent to the fatal crash of Secretary of Commerce Ron Brown's CT-43, as well as humanitarian operations in Liberia. AEF II, by covering the "carrier gap" scheduled between 14 May and 24 June 1996, also demonstrated interchangeability with another service's expeditionary force—at least for certain missions.¹⁶

AEF III included four noteworthy initiatives: (1) It further enhanced combined operational capabilities by exercising with other Gulf partners and it also conducted joint operations with US Navy elements in the Gulf; (2) It combined in-area assets (12 F-15s already in the Gulf) with another 22 fighters deploying from CONUS; (3) In addition to the aircraft in theater, three B-52s and three B-1s were on permanent call in CONUS; (4) Finally, AEF III became the first to stage a Global Power mission when two of its on-call B-52s flew a round-trip mission from Barksdale AFB, Louisiana, dropping 27 Mk-117 bombs on the Udari Weapons Range in Kuwait.¹⁷

These first three modern AEF deployments were instructive both in their similarities and in their differences, though the similarities predominated. All three generated a significant proportion of CENTCOM's required sorties during the periods of their deployments. All three launched their first sorties within 24 hours after initial landings, and all three had access to a well-developed infrastructure maintained by host allies.¹⁸

While these first three tests of the contemporary concept of an AEF were modest in scope, they were successful in accomplishing the peace enforcement and deterrence missions assigned. Moreover, they were the first cases in a growing AEF experience base that lended confidence and direction to the initiative to implement the CSAF's vision of an expeditionary aerospace force.

Aerospace Expeditionary Forces: A New War-Fighting Construct

While expeditionary air operations may not be a new phenomenon, the organization of aerospace forces into ten aerospace expeditionary forces and the rotation concept of operations (CONOPS) associated with their employment is new. The term aerospace expeditionary force first surfaced in 1995 as a presentation of aerospace forces to theater commanders. Over time, Ninth Air Force, Shaw Air Force Base, South Carolina, presented four different AEFs to Headquarters Central Command, MacDill Air Force Base, Florida, to cover gaps between Naval aircraft carrier deployments. These AEFs were ad hoc units specifically designed to replace the capabilities of an aircraft carrier.¹⁹

According to a study conducted in 1997, AEFs are designed to offer a wide range of capabilities to combatant commanders. The following list summarizes these options:

- First sorties can be launched within 24 hours of initial landings
- An AEF deployment can be flexible in the face of unexpected demands on joint-use assets
- AEF assets can be interchangeable with other services' expeditionary forces
- AEF deployments facilitate both joint and combined exercises
- Reach-back was proven to be a valid concept in augmenting deployed forces
- An AEF deployment can enhance host-country/coalition relations²⁰



KIRKUK AIR BASE, Iraq -- An airman removes items from a flooded tent here Jan. 13. The base was hit by nearly 2 inches of rain leaving many areas of the base, including tents for airmen and soldiers, deluged by water. (U.S. Air Force photo by Senior Master Sgt. Gene LaDoucer)²¹

On October 1, 1999, General Ryan and Secretary Peters unveiled the first formal structure of today's modern expeditionary aerospace force. "The new concept is designed to respond to the increasing number of contingencies that call for worldwide deployments," according to Secretary Peters.²² The stated goal of the new construct, as defined by a Scientific Advisory Board study, is to enable the Air Force to fulfill the training, deployment, sustainment, and employment performance it requires to conduct air expeditionary operations while reducing the response time of US-based tactical wings from 70-hours or greater to 24-hour global application of air power.²³ Secretary Peters stated, furthermore, the Air Force is moving towards the EAF for two reasons, "First, to make sure that the nation has the trained aerospace forces it needs. Second, to make sure that our people have relief from operations tempo in a turbulent world. This is really what EAF is about."²⁴ The EAF attempts to answer a need for predictability by reducing operational tempo and enhancing readiness.

Under the concept, almost all of the Air Force—active duty, guard and reserve—is divided into 10 force packages, or aerospace expeditionary forces (AEF), each with a cross-section of weapon systems drawn from geographically separated units. Each AEF has about 175 aircraft, and each is more formidable than the air forces of most nations. AEF packages are able to respond within hours of an unexpected contingency and are trained and tailored to meet

commanders' needs in a wide range of contingency operations. Each AEF is on call to handle contingency operations for 90 days every 15 months. At least two are on call at all times.²⁵



KIRKUK AIR BASE, Iraq -- Master Sgt. Jim Solomon serves up a plate of steak and lobster during the December birthday meal here. Sergeant Solomon is assigned to the 506th Expeditionary Services Squadron. (U.S. Air Force photo by Tech. Sgt. Jeffrey Williams)²⁶

AEFs are designed to build predictability and stability into the way the Air Force schedules its people to respond to contingencies, both large and small. They are designed as a direct response to increasing concerns about the high operations tempo under which today's Air Force operates. The AEFs take full advantage of the contributions made by the Total Air Force by integrating all aerospace components into cohesive deployable force packages. Under peacetime conditions, Air National Guard and Air Force Reserve personnel work full-time jobs in civilian life and part-time jobs with the Air Force. By design, the AEF provides a rotation schedule for one to two years in advance, so employers have early notice of when their citizen airmen will deploy for extended periods.²⁷

Each AEF is expected to train and prepare for predictable 90-day deployments or rotations to support emerging or ongoing operations. Fifteen-month AEF cycles include a 10-month training period focusing on individual skills, exercises, inspections, and professional development to ensure combat readiness. The next two months focus on forward location deployment preparation followed by a three-month AEF deployment eligibility period.²⁸

The Air Force codified the AEF concept in September 1998 when the chief of staff of the Air Force published doctrine for the new expeditionary aerospace force. "Just as technology, world threats and opportunities change, so must our doctrine," wrote General Ryan in the foreword to Air Force Doctrine Document (AFDD) 2.²⁹ Titled, *Organization and Employment of Aerospace Power*, the document follows up on AFDD 1, *Basic Air Force Doctrine*. "AFDD 2 takes aerospace power discussions to the next level of detail, describing how the Air Force organizes and employs expeditionary aerospace power at the operational level," says Lieutenant Colonel Bob Poyner, Chief of the Aerospace Power Division at the Air Force Doctrine Center and the lead writer for AFDD 2. "This publication outlines how to set up, plan, and execute air expeditionary forces. The ideas in AFDD 2 represent the recommended best way to organize for expeditionary operations."³⁰

Organizational Construct for Expeditionary Aerospace Operations

In any operation, a Commander of Air Force Forces (COMAFFOR) is designated from the US Air Force and serves as the commander of US aerospace forces assigned and attached to the US Air Force component. Aerospace forces deployed in an expeditionary role are designated as an Air and Space Expeditionary Task Force (ASETf). Tailored AEF packages—the number and scope—are dependent on the theater commander's requirement and are presented to fill or sustain ASETf missions. An ASETf encompasses all aerospace forces assigned or attached to the Joint Task Force (JTF) and includes other forces dedicated to the JTF mission provided via reachback. The COMAFFOR, with the ASETf, presents the JFC a task-organized, integrated package with the proper balance of force, sustainment, and force protection elements.³¹ The ASETf is the designated organization to fulfill the Joint Forces Air Component Commander (JFACC) campaign objectives. It provides the JFACC with a single point of contact for air and

space force capabilities in a task-organized, tailored package. Where appropriate, the functions of an ASETF can be accomplished by an in-place Numbered Air Force. The ASETF can be sized depending on the level of conflict and the desired political and military objectives. The command element includes the COMAFFOR, a staff, and a command and control function. The ASETF concept is further described in AFDD 2, *Organization and Employment of Aerospace Power*.³²



The KC-10A Extender is an Air Mobility Command advanced tanker and cargo aircraft designed to provide increased global mobility for U.S. armed forces. (U.S. Air Force photo by Senior Amn Greg Davis)³³

The Air Force Lead Turns DOD Call for Transformation

Over the last decade, we've seen a dramatic change in our security environment. To accommodate the changing world, we have completely transformed our Air Force ... into an agile Air Expeditionary Force, capable of rapidly responding anywhere, with tailored forces ready to deal with any contingency.

General John P. Jumper
"Chief's Sight Picture," 29 Jan 04³⁴

Speaking before the House Armed Services Committee in June, Paul D. Wolfowitz, Deputy Secretary of Defense, said, "We have been focusing significant attention on realigning our global military footprint; tailoring the mix of our military capabilities stationed or deployed in key regions to the particular condition of each region and strengthening our capabilities for prompt global military action anywhere in the world."³⁵ The Air Force took the initiative to transform its organizational construct and war-fighting concept of operation into an expeditionary aerospace force before the Department of Defense prompted similar

transformation reforms across the Department. The Air Force's visionary leaders foresaw and understood the need to reengineer aerospace fighting doctrine in the post-Cold War strategic environment. Expeditionary aerospace forces have been put to the test in Bosnia, Kosovo, Afghanistan, and Iraq. Aerospace power's inherent flexibility, speed, and range have proven to make this combat arm well suited for rapid, global expeditionary operations. US aerospace forces now are formally organized to conduct rapid and effective expeditionary operations around the world.

With the transformation nearly complete, the Air Force should turn its attention to the leadership role of commanders responsible and accountable for successfully accomplishing the mission and in charge of the men and women operating under their command. The next chapter will address important issues regarding the Air Force's leadership development process for expeditionary aerospace commanders. Does the Air Force need to create a formal education program (or modify existing leadership programs) to develop expeditionary aerospace commanders? If so, what are the unique leadership capabilities required to command today's expeditionary forces and how should those skills be developed?

CHAPTER 3

DEVELOPING EXPEDITIONARY AEROSPACE COMMANDERS

New technologies were adopted, and they did make a difference. But we never lost sight of the reality that people, particularly gifted commanders, are what make units succeed.

General Colin L. Powell, USA, Retired³⁶

The Air Force relies on the ingenuity, innovation, and skill of a talented pool of war-fighting leaders—commissioned officers, noncommissioned officers, and airmen—to pioneer the Air Force transformation into an effective and powerful expeditionary force. The key to continued success is effective leadership throughout all ranks. Commanders, however, play a distinct leadership role in the transformation process—they are ultimately responsible and accountable.

The men and women commanding today's operational units are faced with the challenge of steering units through transformational change on the home front, while at the same time supporting and commanding expeditionary war-fighting units abroad. As the men and women commanding home-based and expeditionary units continue to accumulate leadership experience during this transformation, the Air Force needs to tap into the growing pool of knowledge and pass it on to future commanders.

Transforming the Air Force into an expeditionary aerospace force requires leaders to serve as change agents and places a premium on cognitive flexibility. Possessing these

leadership capabilities, above and beyond traditional leadership skills, are essential for commanders to successfully steer units through transformational change and lead airmen in the expeditionary operating environment. These capabilities are important because a commander's skill in leading his or her unit through transformational change ensures the unit is able to successfully adapt to organizational change, accomplish its mission, and in the long term, improve the unit's war-fighting capability.

Cognitive flexibility (including one's capability to identify paradigms; shift perspectives and mental maps; critically analyze and assess situations for opportunities; and apply deductive reasoning) enables commanders to lead expeditionary units more effectively because they apply flexible, proactive, forward-thinking problem-solving leadership approaches, ultimately focusing the unit on improving its war-fighting capability. *Joint Vision 2020* describes the model fighting force as one that takes advantage of superior information and converts this information into superior knowledge to achieve "decision superiority"—better decisions arrived at and implemented faster than an opponent can react, at a tempo that allows US forces to shape the situation. To attain decision superiority, commanders must excel at cognitive disciplines such as situation awareness, decision making, and synchronization, according to research published in *Air and Space Power Chronicles*.³⁷ This chapter will further examine this set of issues, as well as how these skill sets should be developed.

A Need to Develop Expeditionary Aerospace Commanders?

Is there a need to provide formal leadership development education for expeditionary commanders? Yes, according to Major General Roger A. Brady, USAF, writing in the *Aerospace Power Journal*. In his article, "Building and Commanding Expeditionary Units," General Brady asserts, "We need to educate our present and future commanders regarding the

unique nature and responsibilities of expeditionary command. Some commanders will find themselves in an unfamiliar command environment. In addition to the peculiarities of the deployed location, some commanders will find themselves responsible for oversight in areas, principally support, with which they have little or no experience. Commanders of operations groups or squadrons may find themselves serving at the next higher echelon of command, or they may become deployed-location commanders geographically separated from their wing commander. We need to approach this education process in two ways. First, we need to ensure that our doctrine is as clear on these responsibilities as it should be. Second, we need to take every opportunity to present the information when and where it is needed.”³⁸

Former Chief of Staff, Supreme Headquarters Allied Powers Europe, and former Commander of Air Training Command, General John A. Shaud, was one of the Air Force’s first division commanders (57th Air Division) to pioneer air power expeditionary projection operations. In 1980, General Shaud led a B-52 strategic projection force during a Bright Star exercise to the Middle East. Reflecting on his expeditionary experience and the importance of educating expeditionary commanders, General Shaud says, “It is vital for expeditionary commanders to understand the sometimes complex working relationships they need to operate under. For example, expeditionary commanders need to know who directs their mission orders, who supports their resources, who is in their Uniform Code of Military Justice chain of command, and who their reporting official is. These may be four different people.”³⁹

Developing an understanding of these often unclear working relationships is another reason to educate expeditionary commanders regarding the nature and responsibilities of expeditionary command.

The Air Force Personnel Center (AFPC), in recent literature on force development, offers additional recommendations for educating commanders. Addressing the importance of improving the way the Air Force develops the leadership capabilities of its officers, the overall goal of force development, according to an AFPC force development brochure, is to “successfully accomplish the full spectrum of changing Air Force missions by developing officers with the required skills, knowledge, and experience to lead and execute current and future mission capabilities.”⁴⁰

Major General Charles D. Link, USAF, Retired, writing in the *Aerospace Power Journal*, points out that “Airmen face new leadership challenges in the expeditionary arena. The wide range of expectations regarding Air Force leadership complicates achieving the best results. Our Air Force is facing fundamental challenges in meeting expectations built on superior performance. Over the next few years the Air Force is likely to transform itself more than it has since Orville and Wilber began tinkering in their bicycle shop. Developing the very best leaders is a must.”⁴¹

Leading change and enhancing cognitive capabilities through academic education and practical field exercises are two areas of leadership development further explored in this chapter. Before addressing these leadership capabilities, an understanding of the differences between leading in-garrison units at home and expeditionary units abroad will establish a foundation for discussing these capabilities.

Leading Expeditionary Units and In-Garrison Operational Units

Commanding aerospace units under the expeditionary operating construct raises two important questions. First, what is different about commanding an expeditionary unit than an in-garrison unit? Second, what new challenges do in-garrison commanders face while serving

abroad as expeditionary commanders? The main thesis of this paper (i.e., there is a need to develop expeditionary aerospace commanders) explicitly rests on these two questions, because if no difference exists between these command environments than one might conclude there is no need to further develop expeditionary commanders. This area of analysis is most relevant to educating expeditionary commanders because it relates to identifying the leadership areas that should be developed.

The evolution of aerospace forces into a formal expeditionary war-fighting construct has put a premium on a commander's ability to lead change and command organizations using improved cognitive flexibility. The starting point to support this view is the mission. By defining the mission and responsibilities of a particular command, leadership development professionals can focus education programs on improving relevant leadership capabilities.

Mission and Responsibilities of In-Garrison Commanders

In most instances, the primary responsibility of commanders leading home-based, in-garrison numbered air forces, wings, groups, and squadrons (stateside or abroad), herein referred to as "in-garrison" commands, is to maintain a high state of readiness by organizing, training, evaluating, and equipping unit members to execute their war-fighting mission when called to action by national command authorities. Not all units called to respond will deploy abroad as part of an expeditionary command; however, those units that are eligible for expeditionary operations must be trained accordingly. In-garrison commanders are responsible for maintaining readiness by providing unit members the best possible equipment and training. They also are responsible for the safety and welfare of the men and women in their unit and they exercise command authority under the Uniform Code of Military Justice to maintain good order and discipline.

Furthermore, in-garrison commanders often serve as force providers to expeditionary theaters, and as such are responsible for organizing effective personnel and equipment rotation plans to support the sustainment phase of expeditionary operations in line with the theater commander's rotation policy. Deployed expeditionary unit rotation policies often vary between headquarters staffs, wings, groups, and squadrons. Consequently, personnel rotations drive an entire set of issues that can make the difference between an effective or ineffective expeditionary unit. Moreover, personnel and aircraft rotations for members attached to designated aviation unit type codes (UTC) generate additional challenges for commanders of in-garrison and expeditionary units, because the operational capability of both organizations is temporarily degraded during the rotation period. In-garrison commanders supporting expeditionary units, therefore, need to construct a rotation schedule that is administered fairly, while at the same time minimizes the destabilizing impact on home station and deployed operations during the rotation period.

With unit members rotating in and out of theaters of operation who's in charge of whom? Are in-garrison commanders responsible for the men and women from their home unit while their members are deployed to an expeditionary unit under the authority of another commander?

While operational control (OPCON) of forces transfers to theater commanders during deployments, senior rater authority and much of the administrative control (ADCON) falls under the responsibility of home-station commanders. Under the Uniform Code of Military Justice (UCMJ), military members fall under the command of a deployed commander on G-series orders; however, in-garrison commanders often retain responsibility and accountability for many aspects of their members' professional development. For example, in-garrison commanders retain responsibility for their members' assignments, promotions, performance reports, upgrade

training, and in-residence military education opportunities, as well as the safety and welfare of the members' families (as applicable) while unit members are deployed. These responsibilities represent unique challenges for home-station commanders. Other areas that deserve examination are logistics and financial support, as well as chains of command and reporting lines of authority. How does the mission and responsibility of in-garrison command differ from expeditionary command?

Organization, Mission, and Responsibilities of Expeditionary Commanders

“Everyone in the Air Force must understand that the day-to-day operation of the Air Force is absolutely set to the rhythm of the deploying aerospace expeditionary force packages. The natural state of our Air Force when we are ‘doing business’ is not home station operations but deployed operations,” stated General John P. Jumper, Chief of Staff of the US Air Force, in his *Chief's Sight Picture* message.”⁴²

Command of expeditionary aerospace forces (at home and abroad) requires an adjustment in thinking for both the deployed expeditionary commander and the in-garrison commander who provides forces, supplies, and equipment to forward-deployed locations. One key area that commanders on both ends must understand is the nature of expeditionary organizational structures (i.e., command and reporting relationships) and the composition of expeditionary units.

Deployed aerospace units will always fall under the operational control of a theater commander, and there will always be a theater air component commander. In accordance with Air Force Doctrine Document 2, there will be an aerospace expeditionary task force commander (who will usually be the commander of Air Force forces), and expeditionary wings, groups, and squadrons will stand up under the expeditionary structure. Some wings will deploy complete

with commander and staff and be designated as expeditionary wings under the Air and Space Expeditionary Task Force. Other units may come as squadrons or groups and be attached to aerospace expeditionary wings commanded by wing commanders already in theater. And still others will be a “rainbow” of wing staffs and squadrons from multiple in-theater and CONUS-based units.⁴³

The primary mission of expeditionary commanders, at all levels, is to effectively execute the unit’s forward-deployed operational war-fighting mission. To this end, an expeditionary commander’s leadership is focused on mobilizing, deploying, employing, sustaining, and redeploying unit forces, as applicable. In some cases, home-station commanders will deploy as expeditionary commanders with their unit and in other cases they will not, instead serving as a force provider for a deployed expeditionary commander. Some of the officers selected to command expeditionary units will have experience in expeditionary operations and others will not.

The amount of time an expeditionary commander serves abroad varies on the level of command—tactical, operational, and strategic—as well as the real-world situation. For example, most senior-level expeditionary commanders serve at least one-year tours. In many cases, however, tactical and operational-level expeditionary commanders serve temporary short tours (two – four months). The number of tours varies as well. Expeditionary commanders, for example, may serve three or four separate tours over a two-year period. In general, as the level of command rises from tactical to strategic, the more likely the expeditionary command tour will be managed as a controlled tour over a period of at least one year.

Expeditionary units are established by the publication of a set of G-series orders, and those units exist until such orders are officially rescinded. From deployment through

redeployment of aircraft, people, and equipment, expeditionary units are functioning, accountable organizations with a commander responsible and accountable for all unit activities. Expeditionary commanders focus on executing their unit's mission at a deployed location, the safety and welfare of deployed members under their command, and the exercise of UCMJ authority to maintain good order and discipline.

For administrative issues that fall outside mission execution areas the role of the deployed expeditionary commander varies. For example, home-station commanders deployed as expeditionary commanders do not work assignments, promotions, performance reports, upgrade training, and other administrative issues for deployed personnel that do not fall under their home unit command. A deployed member's respective home unit commander manages these actions in coordination with the deployed expeditionary commander. With this in mind, however, it's important to note that many home-based commanders who deploy as expeditionary commanders manage these issues for their home unit personnel from their deployed location regardless of whether the unit member is deployed or not deployed. For example, assignment actions are often managed by e-mail, phone, and internet-based personnel systems from deployed locations, allowing deployed expeditionary commanders to work these actions while commanding an expeditionary unit. Another example is performance reports. Deployed commanders retain responsibility for performance reports for the personnel under their home-based command. In essence, deployed commanders maintain responsibility and accountability for their expeditionary unit and many aspects of their home unit command at the same time. These actions occur at all levels of command, from tactical to strategic.

Enhancing Leadership Capabilities for Commanders

In addition to traditional leadership capabilities developed and instilled in military commanders through traditional professional military education programs—i.e., leadership development that emphasizes integrity, character, service, excellence, teamwork, professionalism, functional expertise, concern, courage, and an understanding of airpower history, strategy, and doctrine—today’s commanders must possess the capability to lead change and the cognitive flexibility to shift their vision from daily routines to long-term organizational requirements. The goal for today’s aerospace commander is to lead and adapt subordinates to these organizational changes at home while at the same time ensuring maximum readiness, capability, and effectiveness abroad.

In a briefing to Air War College students, Brigadier General Richard Hassan, Director of the US Air Force Senior Leader Management Office, highlights that today’s demands on Air Force leaders do not heavily overlap with traditional demands. The leadership skills and styles that got them here are not enough. The Air Force, consequently, discovered a need to develop leadership competencies through a new force development concept, he says.⁴⁴

In many cases, expeditionary commanders must lead diverse, unfamiliar, ad hoc teams organized at forward-deployed locations ranging from bare-base to mature airfield infrastructures. The level of diversity increases relative to the level of command. At the tactical level, commanders focus on expeditionary operations in one’s primary functional expertise. The most diverse and disparate teams are commanded at the operational and strategic levels. At the operational level, commanders concentrate on leading a broad set of aerospace capabilities. At the strategic level, commanders focus on leading across functional boundaries and driving execution among joint and coalition teams. This diversity generates a requirement for senior

expeditionary leaders to possess effective team-building skill to mold a powerful war-fighting expeditionary unit that cuts across inter-service, inter-agency, international, and occasionally corporate structures. “Successful leadership is the ability to make an organization work as a team, even though they come from many different bases and commands,” says Colonel Kent D. Williams, Dean of Students at the Air Force's Air War College, and former commander of an expeditionary aerospace wing. “The ability to remain flexible and to be able to operate outside your area of expertise is critical” (...to successful expeditionary command), adds Colonel Williams.⁴⁵

The following section presents a capabilities-based leadership approach to assess leadership development areas for expeditionary commanders.

Capabilities-Based Leadership Development Approach

In his January 2003 inaugural issue of the *Secretary's Vector*, Dr. James G. Roche, Secretary of the Air Force, identified the Air Force's enduring air and space core competencies—*Developing Airmen, Technology-to-Warfighting, and Integrating Operations*. “These core competencies lay at the heart of what truly makes our air and space force the powerful and unique team it is today,” says Secretary Roche. General John P. Jumper, Chief of Staff of the Air Force, describes *Developing Airmen* as “the heart of combat capability.”⁴⁶

If developing airmen is the heart of combat capability then developing expeditionary aerospace commanders to lead those airmen is central to successfully applying aerospace power. A valuable leadership development approach is to identify the desired capabilities for expeditionary leaders. General Hassan refers to this educational approach as a competency-based, requirements-driven development approach—the basis for a transformational force

development doctrine.⁴⁷ Concentrating on desired leadership capabilities, Air Force educators can develop education programs focused on improving an expeditionary commander's skill set.

A combination of academic education and practical field training exercises is the best way to develop leadership capabilities to command in the dynamic expeditionary aerospace force. The next two sections of this paper will focus on two of these capabilities and a proposal for how this education development should occur.

Leading Change

Organization doesn't really accomplish anything. Plans don't accomplish anything, either. Theories of management don't much matter. Endeavors succeed or fail because of people.

General Colin Powell

Leaders at all levels are vital to an organization's success because they are the change agents in their organizations. At the top, they shape and sustain the culture, and they envision and lead change. To the extent leaders envision and successfully initiate necessary change they help transform the organization. If they do it well, their organizations prosper. The development of such leadership capability, therefore, becomes a top priority of any organization.

What's a change agent? According to noted author and leadership expert Warren G. Bennis, a change agent is a results-oriented individual able to accurately and quickly resolve complex tangible and intangible problems.⁴⁸ Change agents are not a very homogeneous group, but they have some similarities. According to Bennis: 1) they are concerned with organizational effectiveness; 2) they play a variety of roles including researchers, trainers, consultants, mentors, teachers, and counselors; 3) they intervene at different points in the organization and at different times; and 4) their normative goals are aroused by dissatisfactions with the effectiveness of bureaucratic organizations.⁴⁹

While leading change is an important leadership capability for commanders, an equally important capability is cognitive flexibility.



TALLIL AIR BASE, Iraq -- Air transportation workers load cargo into a Georgia Air National Guard C-130 Hercules temporarily assigned to the 332nd Air Expeditionary Wing here. U.S. Air Force and Estonian cargo movement specialists work together to move cargo and passengers through here. (U.S. Air Force photo by Tech. Sgt. Bob Oldham)⁵⁰

Cognitive Flexibility

In a leadership research paper written by Army Command and General Staff College student Lieutenant Colonel Kenneth H. Pritchard, he concludes that twenty-first century leaders need greater awareness of diverse factors and new sets of competencies—characteristics that lead to success on the job—to help them make relevant, correct, and timely decisions. Among these, Pritchard identifies the need to improve cognitive flexibility, including the skill in drawing inferences, forming hypotheses, and developing logical arguments.⁵¹

Cognitive flexibility enables expeditionary commanders to rapidly adjust and tolerate ambiguous situations, shift from one type of operation to another (from home-based command to expeditionary command, for example). Cognitive flexibility gives commanders the agility to alter directions when change is needed. It also ensures commanders anticipate change and prepare for uncertainty by developing reasonable alternatives. Perhaps a greater challenge for

commanders is to impart this capability in unit members to produce an organization that is responsive to unexpected changes in the operating environment.

Cognitive flexibility allows commanders to maintain focus amid dynamic pressure situations, enhances one's ability to smoothly transition from one expeditionary environment to another, and requires physical and mental stamina to consume the volume and complexity of changing circumstances. The more cognitive capability exercised by commanders, the more likely they are to produce high-performance, effective war-fighting expeditionary teams. Cognitive flexibility in leadership serves at least three purposes: it enables leaders to withstand adversity; keeps them focused during chaotic crisis situations; and provides the flexibility needed to handle change.⁵²

Methodology for Developing Expeditionary Aerospace Commanders

Because the practice of leadership is an art, the education of expeditionary commanders should incorporate several dimensions, including grounding in academic theory, history, and case-study analysis as well as applied experiences, training, and practical field exercises. This section presents two educational approaches to developing leadership capabilities for expeditionary aerospace commanders: academic and field exercises.

Academic Approach

The primary academic approach should focus on integrating expeditionary command leadership development into existing professional development programs at all levels—tactical (basic developmental education), operational (intermediate developmental education), and strategic (senior development education). This approach offers an opportunity to develop the leadership capabilities at appropriate levels and at appropriate times within an academic setting. This requires education professionals to develop curriculums to augment or replace current

leadership education with a focus on increasing leadership capabilities to meet the challenges of the expeditionary aerospace force, including leading change and cognitive flexibility. These capabilities should be developed through a program designed by experienced expeditionary commanders, drawing on literature from experts in the field of leadership. The curriculum should be grounded in academic theory, history, lessons learned, case-study analysis, and applied experiences through war-gaming exercises.

In addition to presenting leadership training for expeditionary aerospace commanders in professional development education, Major General Brady recommends that it be emphasized in the curricula of major commands as they conduct their required pre-command courses. He further recommends that commanders destined to lead an expeditionary unit be provided and actively seek opportunities to familiarize themselves with all the functions required to operate and sustain expeditionary units.⁵³ For example, wing-level expeditionary exercises are a great opportunity to provide practical field training for expeditionary command development, the topic of my next section.



SOUTHWEST ASIA -- Senior Master Sgt. Barry Luttrell (foreground) salutes as Chief Master Sgt. Vance Clarke lowers the American flag at an undisclosed location. Sergeant Luttrell and Chief Clarke are assigned to the 386th Air Expeditionary Wing. (U.S. Air Force photo by Senior Airman James C. Dillard)⁵⁴

Practical Field Exercises

Perhaps the best opportunity to educate expeditionary aerospace commanders is with practical field exercises. While the AEF changed the way the Air Force organizes for war, it still trains and exercises much the way it always has—piecemeal and often by Air Force function. Much of the gain in team cohesion that could be provided by the AEF construct is lost to airmen who don't train together and who first see each other when they arrive in the deployed area of responsibility. One recommendation is to create an Air and Space Expeditionary Force Training Center where a particular AEF's forces can train and exercise together as an air and space expeditionary wing.⁵⁵

In addition, a proposed Joint National Training Capability (JNTC), called for by Secretary of Defense, Donald H. Rumsfeld, in his *2003 Annual Report to the President and the Congress* is another opportunity to exercise and jointly train expeditionary commanders at all levels. The JNTC will provide an environment for realistic joint exercises against aggressive, free-playing opposing forces, with credible feedback. The integrating environment will provide: improved horizontal training to build existing service interoperability; improved vertical training to link component and joint command planning and execution; integrated exercises to enhance joint interoperability training; and functional training to provide joint training for functional war fighting and joint tasks.⁵⁶ This training environment will allow commanders to experience joint and perhaps international operations, an invaluable education opportunity.

A step in this direction was the creation of the Air Force's first expeditionary field training exercise, "Eagle Flag," designed to provide practical hands-on training for combat support operations at a bare-base location. Eagle Flag is a nine-day Air Force-level expeditionary combat support exercise conducted by the Air Mobility Warfare Center's Expeditionary Operations School at Fort Dix, New Jersey. The goal of Eagle Flag is for

participants to open and establish an airbase to initial operating capability for any type of forward operation. It is a field exercise with emphasis on integration of functionally trained forces as well as command and control functions. The exercise provides a dynamic environment with scenarios tailored to the needs of combatant commanders and operations in a deployed environment. The exercise uses lessons learned from ongoing Operations Iraqi and Enduring Freedom and major efforts in the Global War on Terrorism.⁵⁷

Another approach to practical field training exercises is to modify existing flying training exercises to replicate expeditionary operations as realistically as possible, to include mobilization, deployment, bed down, employment, sustainment, and redeployment. For example, Air Combat Command's Red Flag exercise, Blue Flag, and Pacific Air Command's Cobra Gold exercise, as well as other combat flying training exercises can be modified to incorporate deployed expeditionary operations. These field exercises will provide an expeditionary environment for commanders to learn, exercise, and discover the challenges of expeditionary command, ultimately improving one's leadership experience for future operations.

In summary, this chapter focused on designing education programs centered on developing leadership skills for in-garrison commanders and expeditionary commanders operating in today's expeditionary aerospace force. Now is the time to build upon the increasing body of knowledge related to expeditionary operations and design the best possible education system for future commanders.

CHAPTER 4

CONCLUSION

Since the fall of the Berlin Wall in November 1989 and the end of the Cold War struggle between the United States and Soviet Union, the US Air Force has transformed into a more responsive and powerful expeditionary aerospace force that is prepared to take immediate action, aggressively apply aerospace power, and help win its nation's wars.

In August 1998, Secretary Peters and General Ryan announced their intent to move the Air Force into the twenty-first century as an expeditionary aerospace force. The vision of transforming the Air Force into a lean yet more capable expeditionary force translates into new challenges and opportunities for commanders at home and abroad.

The Air Force relies on the ingenuity, innovation, and skill of a talented pool of war-fighting leaders—commissioned officers, noncommissioned officers, and airmen—to pioneer the Air Force transformation into an effective and powerful expeditionary force. The key to continued success is effective leadership throughout all ranks. Commanders, however, play a distinct leadership role in the transformation process—they are ultimately responsible and accountable.

The men and women commanding today's operational units face the challenge of leading units through transformational organization change on the home front, while at the same time supporting and commanding expeditionary war-fighting units abroad. As the men and women commanding home-station and expeditionary units continue to accumulate leadership experience

during the transformation, the Air Force needs to tap into this growing pool of knowledge and pass it on to future commanders.

Transforming the Air Force into an expeditionary aerospace force requires leaders to serve as change agents and places a premium on cognitive flexibility. Possessing these leadership capabilities, above and beyond traditional leadership skills, is essential for commanders to successfully steer their units through transformational change and lead airmen in the expeditionary operating environment. These capabilities are important because a commander's skill in leading his or her unit through transformational change will ensure the unit is able to successfully adapt to organizational change and ultimately improve the unit's war-fighting capability. Improved cognitive flexibility will enable commanders to lead expeditionary units more effectively because they will adopt a more proactive, forward-thinking, problem-solving leadership approach, ultimately focusing the unit on improving its war-fighting capability.

The main thesis advanced by this research paper is that now is the time for the Air Force to create a formal leadership development process (academic and field exercises) to better prepare commanders at all levels to command expeditionary aerospace units.

The aim of this paper was twofold: to provide the reader with a better understanding of the Air Force's expeditionary heritage by chronicling the history and evolution of the expeditionary aerospace force and to propose ideas for developing leadership capabilities of the commanders charged with leading forces at home and abroad.

The US Air Force continues to evolve into a powerful expeditionary aerospace force in the midst of organizational and operational change. These changes cut across the entire spectrum of Air Force operations, from Department of Defense transformation initiatives to

redesigned military education and force development systems. Ensuring future expeditionary commanders are properly educated and prepared to lead aerospace forces is vital to successful mission accomplishment.

BIBLIOGRAPHY

- “AEF, AETF, JFACC, COMAFFOR: New Terms in Today’s Expeditionary Air Force.” *US Air Forces in Europe News Service*, 15 August 2002, n.p. On-line. Internet, 5 December 2003. Available from <http://www.usafe.af.mil/news/news02/uns02323.htm>.
- “Air Expeditionary Force, Air and Space Expeditionary Task Force (ASETf).” *Federation of American Scientists, Military Analysis Network*, 28 November 1999, n.p. On-line. Internet. Available from <http://www.fas.org/man/dod-101/usaf/unit/aef.htm>.
- Air Force Doctrine Document 2, Organization and Employment of Aerospace Power*, 28 September 1998.
- “Air Force Releases Operational Doctrine.” *Air Force News Service*, 6 October 1998, n.p., on-line, Internet, 19 November 2003. Available from <http://www.fas.org/man/dod-101/usaf/unit/docs/>.
- Arnold, Major General Larry K., Commander, First Air Force. “Evolving to an Expeditionary Aerospace Force—Concepts and Implementation,” Briefing Slides. December 1998.
- Bennis, Warren G. *Changing Organizations: Essays on the Development and Evolution of Human Organization*. New York, N.Y.: McGraw-Hill, 1966.
- Brady, Major General Roger A., USAF. “Building and Commanding Expeditionary Units.” *Aerospace Power Journal*, Spring 2000.
- Cavar, Maj Keith A. and Air Command and Staff College research team. “Ten Propositions Regarding Leadership,” *Air Command and Staff College Research Paper*, April 1996.
- Ciaccio, Frederick S. “Leadership for the 21st Century,” *AU-24, Concepts for Air Force Leadership*, Air University Press, Maxwell AFB, AL, 2001.
- “Eagle Flag Fact Sheet.” Headquarters Air Mobility Command, Office of Public Affairs. October 2003. n.p. On-line. Internet, 22 January 2004. Available from <http://public.amc.af.mil/library/facts/eagleflag.htm>
- Fuchs, Dr. Ronald P., Study Director, United States Air Force Scientific Advisory Board. “Report on United States Air Force Expeditionary Forces,” Volume 1: Summary, SAB-TR-97-01, November 1997.
- Hassan, Brig Gen Richard, Director, USAF Senior Leader Management Office. “Thinking About Air Force Leadership: Force Development.” Air War College presentation, 12 November 2003.

Hooper, James T. "Creating Strong Leaders and Strong Units, Using Air Force History as a Leadership Tool." *Air & Space Power Journal*, Winter 2002. n.p. On-Line. Internet, 6 November 2003. Available from <http://www.airpower.maxwell.af.mil/airchronicles/apj/apj02/win02/hooper.html>.

Jumper, Gen John P., USAF. "Rapidly Deploying Aerospace Power, Lessons from Allied Force" *Aerospace Power Journal*, Winter 1999, 4-10.

Jumper, General John P., Chief of Staff, US Air Force. "Shaping The Force." *Chief's Sight Picture*, 29 January 2004. Air Force Link, n.p. On-line. Internet, 14 February 2004. Available at Air Force Link, http://www.af.mil/media/viewpoints/shaping_force.html.

Jumper, General John P., Chief of Staff, US Air Force. "The Culture of our Air and Space Expeditionary Force and the Value of Air Force Doctrine." *Chief's Sight Picture*. n.p. On-line. Internet, 14 October 2003. Available at Air Force Link, <http://www.af.mil/media/viewpoints/AEFfinal.pdf>.

"Keeping the Air Force Flying, AEFs Rotate." Secretary of the Air Force News Release, 4 June 2002, Secretary of the Air Force Public Affairs, release # 0604026.

Link, Maj Gen Charles D., US Air Force, Retired. "Leading Airmen." *Aerospace Power Journal*, Summer 2001: 7-12.

Peters, F. Whitten, Secretary of the Air Force. "EAF is a Journey, not an End State." Air Force Link, 5 November 1999, n.p. On-line. Internet. Available from http://www.fas.org/man/dod-101/usaf/unit/docs/n19991105_992046.htm.

Powell, General Colin L., US Army, Retired, with Joseph E. Persico. *My American Journey*. New York, N.Y.: Random House, 1995.

Pritchard, Lt Col Kenneth H. US Army Reserve. "Competency-Based Leadership for the 21st Century." June 1999. n.p. On-line. Internet, 22 January 2004. available from <http://www-cgsc.army.mil/milrev/English/MayJun99/Pritchard.htm>

Roche, Dr. James G., US Secretary of the Air Force. "Air and Space Core Competencies." *The Secretary's Vector*, 14 January 2003. On-line. Internet, 18 December 2003. Available from Air Force Link at http://www.af.mil/media/viewpoints/vector_core_comps.pdf.

Rumsfeld, Secretary Donald H., US Secretary of Defense. "Managing Risks," *Quadrennial Defense Review Report*, Chapter 7. Washington D.C.: Published by the Office of the Secretary of Defense, 30 September 2003.

Rumsfeld, Secretary Donald H., US Secretary of Defense. *Annual Report to the President and the Congress*, 2003. On-line, Internet, 5 December 2003. Available from <http://www.defenselink.mil/execsec/adr2003>.

Ryan, Gen Michael E., USAF. "History Behind Expeditionary Aerospace Force Concept." *Air Force News Service*, 24 August 1998, n.p. On-line. Internet, October 2003. Available from http://www.fas.org/man/dod-010/usaf/unit/docs/n19980824_981264.html.

Spacy, Lt Col Bradley D., USAF, and Lt Col Michael I. Trapp, USAF. "Train Like We Fight, Fight Like We Train." *Air and Space Power Journal*, Winter 2002. 15 November 2002.

Thomas, Capt Troy, USAF, Capt Sam Grable, USAF, and Capt Jim Stratton, USAF. "Expeditionary Air Force Leaders: Cognitive Skills for the Naturalistic Battlespace," *Air and Space Power Chronicles*, 26 February 2001. On-line. Internet, 3 November 2003. Available from <http://www.airpower.maxwell.af.mil/airchronicles/cc/Stratton.html>.

Tichy, Noel M. *The Leadership Engine*. New York, N.Y.: HarperCollins Publishers, 1997.

Titus, Dr. James R. W., and Col Allan W. Howey. *The Air Expeditionary Force in Perspective*, ARR Occasional Paper No. 1. Airpower Research Institute, 15 January 1999.

NOTES

¹ Maj Gen Charles D. Link, "Leading Airmen," *Aerospace Power Journal*, Summer 2001, 11.

² Gen John P. Jumper, USAF, "Rapidly Deploying Aerospace Power," *Aerospace Power Journal*, Winter 1999, 1.

³ Gen Michael E. Ryan, USAF, "History Behind Expeditionary Aerospace Force Concept," *Air Force News Service*, 24 August 1998, n.p., on-line, Internet, 12 November 2003, available from http://www.fas.org/man/dod-1010/usaf/unit/docs/n19980824_981264.html.

⁴ Ibid.

⁵ Ibid.

⁶ Donald H. Rumsfeld, US Secretary of Defense, "Managing Risks," *Quadrennial Defense Review Report*, Published by the Office of the Secretary of Defense, Chapter 7, 30 September 2003, 59.

⁷ Noel M. Tichy, *The Leadership Engine*, (New York, N.Y.: HarperCollins Publishers, 1997), p 189.

⁸ Air Force Link photo, no date, n.p., on-line, Internet, 18 February 2004, available from <http://www.af.mil/search/gallery.asp?mediaType=1&galleryID=32>.

⁹ Maj Gen Larry K. Arnold, Commander, First Air Force, "Evolving to an Expeditionary Aerospace Force—Concepts and Implementation," briefing slides, December 1998, 6.

¹⁰ Ibid, 7.

¹¹ James T. Hooper, "Creating Strong Leaders and Strong Units, Using Air Force History as a Leadership Tool," *Air & Space Power Journal*, Winter 2002, n.p., on-line, Internet, 6 November 2003, available from <http://www.airpower.maxwell.af.mil/airchronicles/apj/apj02/win02/hooper.html>, 1.

¹² Dr. James R. W. Titus and Col Allan W. Howey, *The Air Expeditionary Force in Perspective*, ARR Occasional Paper No. 1 (Airpower Research Institute, 15 January 1999), 3.

¹³ Ibid.

¹⁴ Ibid.

¹⁵ Ibid, 11.

¹⁶ Ibid.

¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ "AEF, AETF, JFACC, COMAFFOR: New Terms in Today's Expeditionary Air Force," *US Air Forces in Europe News Service*, 15 August 2002, n.p., on-line, Internet, 5 December 2003, available from <http://www.usafe.af.mil/news/news02/uns02323.htm>.

²⁰ Titus and Howey, 11.

²¹ Air Force Link photo, no date, n.p., on-line, Internet, 18 February 2004, available from <http://www.af.mil/search/media.asp?mediaID=823&mediaType=1>.

²² “Keeping the Air Force Flying, AEFs Rotate,” Secretary of the Air Force News Release, 4 June 2002, Secretary of the Air Force Public Affairs, release # 0604026.

²³ Dr. Ronald P. Fuchs, Study Director, United States Air Force Scientific Advisory Board, “Report on United States Air Force Expeditionary Forces,” Volume 1: Summary, SAB-TR-97-01, November 1997.

²⁴ F. Whitten Peters, Secretary of the Air Force, “EAF is a Journey, Not an End State,” 5 November 1999, n.p., on-line, Internet, 8 November 2003, available from http://www.fas.org/man/dod-101/usaf/unit/docs/n19991105_992046.htm.

²⁵ “Air Expeditionary Force, Air and Space Expeditionary Task Force (ASETf),” Federation of American Scientists, *Military Analysis Network*, 28 November 1999, n.p., on-line, Internet, 5 December 2003, available from <http://www.fas.org/man/dod-101/usaf/unit/aef.htm>.

²⁶ Air Force Link photo, no date, n.p., on-line, Internet, 18 February 2004, available from <http://www.af.mil/search/media.asp?mediaID=8180&mediaType=1>.

²⁷ “Air Expeditionary Force, Air and Space Expeditionary Task Force (ASETf),” Federation of American Scientists, *Military Analysis Network*, 28 November 1999, n.p., on-line, Internet, 5 December 2003, available from <http://www.fas.org/man/dod-101/usaf/unit/aef.htm>.

²⁸ F. Whitten Peters, Secretary of the Air Force, “EAF is a Journey, not an End State,” 5 November 1999, n.p., on-line, Internet, 8 November 2003, available from http://www.fas.org/man/dod-101/usaf/unit/docs/n19991105_992046.htm.

²⁹ *Air Force Doctrine Document 2, Organization and Employment of Aerospace Power*, 28 September 1998, ii.

³⁰ “Air Force Releases Operational Doctrine,” *Air Force News Service*, 6 October 1998, n.p., on-line, Internet, 19 November 2003, available from http://www.fas.org/man/dod-101/usaf/unit/docs/n19981006_981522.html.

³¹ “Air Expeditionary Force, Air and Space Expeditionary Task Force (ASETf),” Federation of American Scientists, *Military Analysis Network*, 28 November 1999, n.p., on-line, Internet, 5 December 2003, available from <http://www.fas.org/man/dod-101/usaf/unit/aef.htm>.

³² “AEF, AETF, JFACC, COMAFFOR: New Terms in Today’s Expeditionary Air Force,” *US Air Forces in Europe News Service*, 15 August 2002, n.p., on-line, Internet, 5 December 2003, available from <http://www.usafe.af.mil/news/news02/uns02323.htm>.

³³ Air Force Link photo, no date, n.p., on-line, Internet, 18 February 2004, available from <http://www.af.mil/search/gallery.asp?page=2>.

³⁴ Gen John P. Jumper, Chief of Staff of the Air Force, “Shaping the Force,” *Chief’s Sight Picture*, 29 January 2004, on-line, Internet, 14 February 2004, available at Air Force Link, http://www.af.mil/media/viewpoints/shaping_force.html.

³⁵ Peter Grier, “Lighter Footprint, Longer Reach,” *Air Force Magazine*, October 2003, 48.

³⁶ Gen Colin L. Powell with Joseph E. Persico, *My American Journey*, (New York, N.Y.: Random House, 1995), 264.

³⁷ Capt Troy Thomas, USAF, Capt Sam Grable, USAF, and Capt Jim Stratton, USAF, “Expeditionary Air Force Leaders: Cognitive Skills for the Naturalistic Battlespace,” *Air and Space Power Chronicles*, 26 February 2001, 1-12, on-line, Internet, 3 November 2003, available from <http://www.airpower.maxwell.af.mil/airchronicles/cc/Stratton.html>, 2.

³⁸ Maj Gen Roger A. Brady, USAF, “Building and Commanding Expeditionary Units,” *Aerospace Power Journal*, Spring 2000, 9.

³⁹ Gen John A. Shaud, Air War College Chair to Leadership Department, interviewed by author, 28 November 2003.

⁴⁰ "Right Person, Right Place, Right Time," Air Force Personnel Force Development Brochure, December 2003, www.dp.hq.af.mil/afslomo/fd.

⁴¹ Maj Gen Charles D. Link, "Leading Airmen," *Aerospace Power Journal*, Summer 2001, 11.

⁴² Gen John P. Jumper, Chief of Staff of the Air Force, "The Culture of our Air and Space Expeditionary Force and the Value of Air Force Doctrine," *Chief's Sight Picture*. n.p. On-line. Internet, 22 December 2003. Available at Air Force Link, <http://www.af.mil/media/viewpoints/AEFFinal.pdf>.

⁴³ Gen Roger A. Brady, 6.

⁴⁴ Brig Gen Richard Hassan, Director, USAF Senior Leader Management Office, "Thinking About Air Force Leadership: Force Development," Air War College presentation, 12 November 2003.

⁴⁵ Col Kent D. Williams, USAF, Dean of Students, Air War College, statement taken at Maxwell AFB, Alabama, 11 December 2003.

⁴⁶ Dr. James G. Roche, Secretary of the Air Force, "Air and Space Core Competencies," *The Secretary's Vector*, 14 January 2003, n.p., on-line, Internet, 18 December 2003, available from http://www.af.mil/media/viewpoints/vector_core_comps.pdf.

⁴⁷ Brig Gen Richard Hassan.

⁴⁸ Warren G. Bennis, *Changing Organizations: Essays on the Development and Evolution of Human Organization*, (New York, N.Y.: McGraw-Hill, 1966), p 113.

⁴⁹ *Ibid*, 114-116.

⁵⁰ Air Force Link photo, no date, n.p., on-line, Internet, 18 February 2004, available from <http://www.af.mil/search/media.asp?mediaID=8257&mediaType=1>.

⁵¹ Lt Col Kenneth H. Pritchard, US Army Reserve, "Competency-Based Leadership for the 21st Century," June 1999, n.p., on-line, Internet, 22 January 2004, available from <http://www-cgsc.army.mil/milrev/English/MayJun99/Pritchard.htm>.

⁵² Maj Keith A. Cavar and Air Command and Staff College research team, "Ten Propositions Regarding Leadership," *Air Command and Staff College Research Paper*, April 1996, 22.

⁵³ Maj Gen Roger A. Brady, 8.

⁵⁴ Air Force Link photo, no date, n.p., on-line, Internet, 18 February 2004, available from <http://www.af.mil/search/media.asp?mediaID=8173&mediaType=1>.

⁵⁵ Lt Col Bradley D. Spacy, USAF, and Lt Col Michael I. Trapp, USAF, "Train Like We Fight, Fight Like We Train," *Air and Space Power Journal*, Winter 2002, 15 Nov 02.

⁵⁶ Donald H. Rumsfeld, US Secretary of Defense, *Annual Report to the President and the Congress*, 2003, p 73, on-line, Internet, 5 December 2003, available from <http://www.defenselink.mil/execsec/adr2003/>.

⁵⁷ "Eagle Flag Fact Sheet," Headquarters Air Mobility Command, Office of Public Affairs, October 2003, n.p., on-line, Internet, 22 January 2004, available from <http://public.amc.af.mil/library/facts/eagleflag.htm>.