Department of the Air Force

Report to Congressional Committees

Comprehensive Plan for the Organizational Structure of the U.S. Space Force

February 2020

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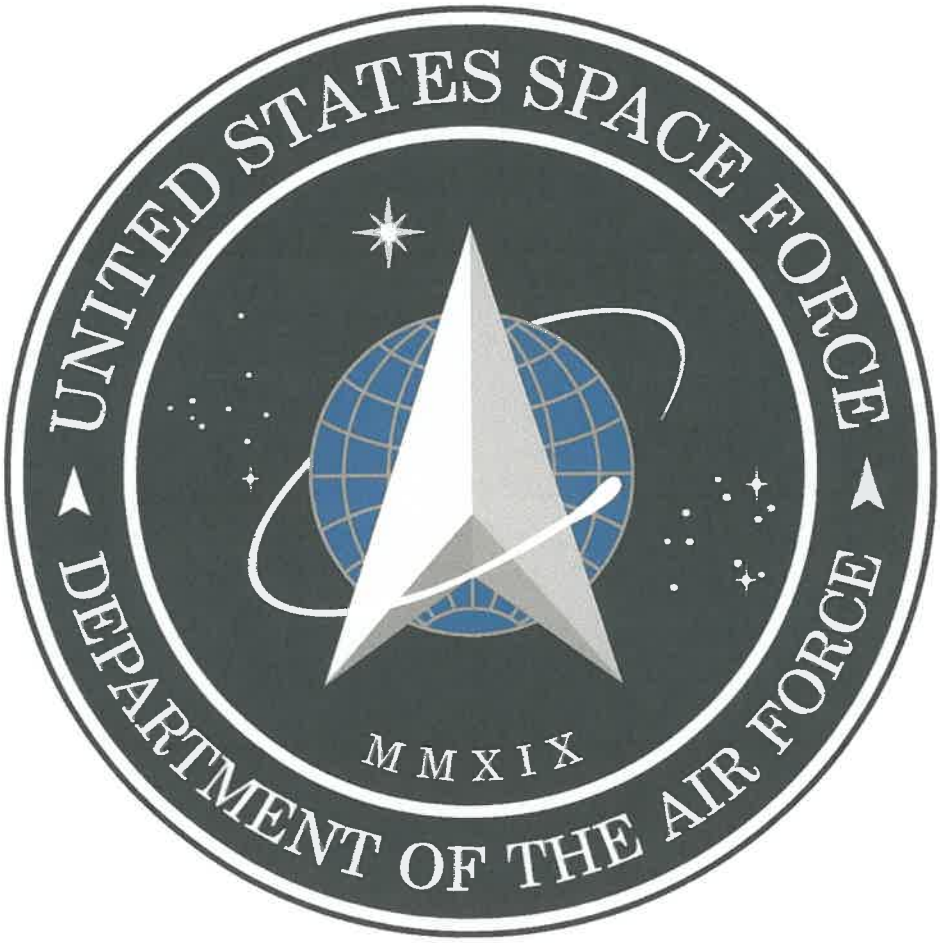
Joint explanatory statement accompanying the National Defense Authorization Act for Fiscal Year 2020


UNITED STATES SPACE FORCE
DEPARTMENT OF THE AIR FORCE
MMXIX

DEPARTMENT OF THE AIR FORCE

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Comprehensive Plan on the Organizational Structure of the U.S. Space Force

This report details the structure and organizational elements required for the newly authorized U.S. Space Force, including the organization and staff required to support the Secretary of the Air Force via the Chief of Space Operations.

This report describes how the Space Force will be organized, trained, and equipped to carry out its responsibilities as an Armed Force under title 10, United States Code, and details how it will coordinate with U.S. Space Command and other space elements within the Armed Forces. It also details how the Space Force is expected to affect the composition and function of the space elements within the Armed Forces as they are organized today. The information contained herein details how current planning efforts and associated plans will continue to be updated and refined throughout the implementation process.

My primary point of contact for Space Force planning efforts, including questions related to this report, is Maj Gen Clint Crosier, Office of the Chief of Space Operations.

Sincerely,

Barbara Barrett

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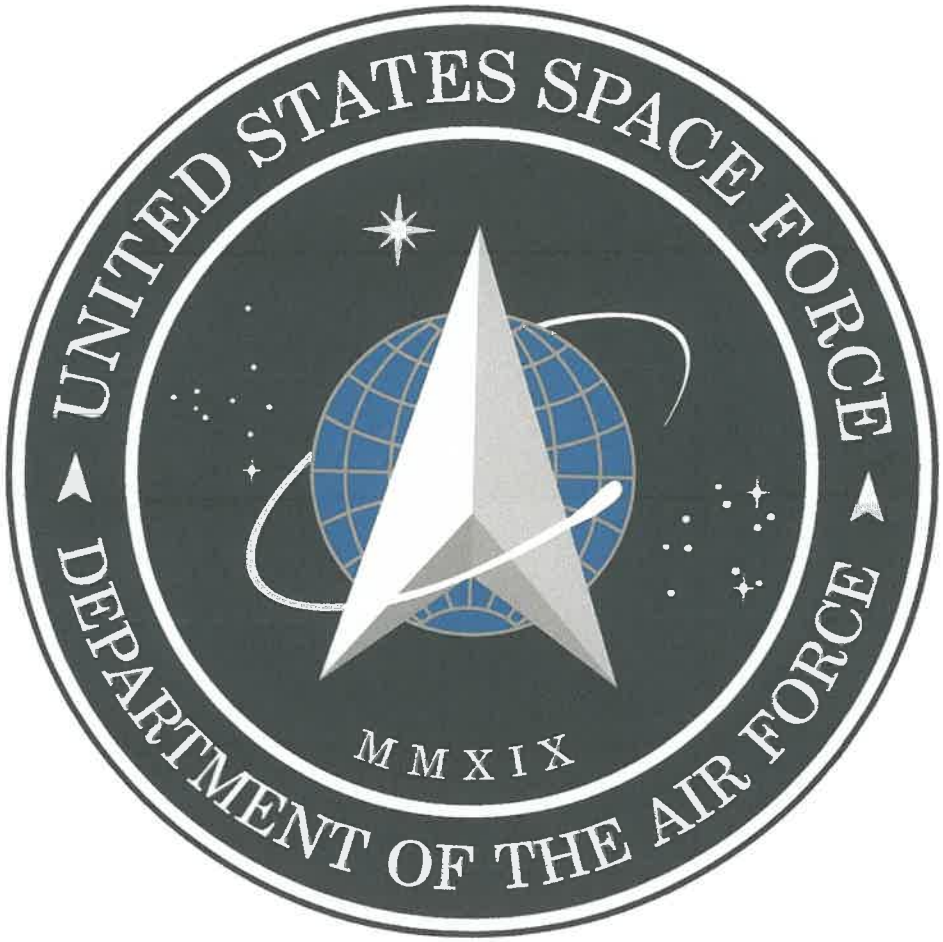
UNITED STATES SPACE FORCE
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Introduction

This report is provided to the congressional defense committees as requested on page 1338 of the joint explanatory statement accompanying the National Defense Authorization Act for Fiscal Year 2020 (Public Law 116–92).

"The conferees direct the Secretary of the Air Force and the Secretary of Defense to submit the following reports and briefings to the congressional defense committees on the establishment of the United States Space Force:

(1) A report and accompanying briefing on a comprehensive plan for the organizational structure of the Space Force, to be submitted by the Secretary of the Air Force not later than February 1, 2020. The report should include the following elements:

(a) A detailed description of the structure and organizational elements required for the Space Force to perform its mission;

(b) A detailed description of the organization and staff required to support the CSO;

(c) A detailed explanation of the manner in which the Space Force is expected to affect the composition and function of current space elements of the Armed Forces;

(d) A description of the manner in which the Space Force will be organized, trained, and equipped; and

(e) A description of the manner in which the Space Force will coordinate with SPACECOM and other space elements of the Armed Forces."

Executive Summary

The National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2020 established the United States Space Force (Space Force) as a new branch of the Armed Forces within the Department of the Air Force (DAF). Establishing the U.S. Space Force is a strategic imperative for our Nation. The United States relies on space for its military power projection and economic vitality, and the Department of Defense (DoD) must be prepared to address growing threats from potential adversaries. Establishing the Space Force will elevate the role of space in national defense and transform how DoD organizes, trains, and equips (OT&E) space forces in order to prepare for new security challenges in an era of great power competition.

This report details how DoD is reorganizing its space enterprise to institutionally elevate, unify, and focus on space as a distinct warfighting domain by integrating space forces and functions from across the Department under a single authority, while maintaining focus on support to joint warfighting. The creation of the Space Force is the most significant reorganization within DoD since the Air Force was established by the National Security Act of 1947. DoD has been forward-leaning in the establishment of the Space Force; much of the work described in this report was a direct result of advance planning over the past 10 months.

Now that the establishment of the Space Force has been enacted in law and a Chief of Space Operations (CSO) has been appointed by the President, DoD is refining various aspects of its initial planning to conform with specific language in the NDAA and Defense Appropriations for Fiscal year (FY) 2020 and vectors from the Secretary of Defense (SECDEF), Secretary of the Air Force (SECAF), and CSO. The strong partnership already formed between the SECAF, CSO, and Chief of Staff of the Air Force (CSAF) will be one of the most important enablers for the successful establishment of the Space Force within the DAF. As directed by the NDAA, the SECAF and CSO will deliver a briefing on the status of implementation of the Space Force no later than 60 days after the date the NDAA was signed by the President and on a continuous basis thereafter through March 31, 2023. While this report contains the most up-to-date information on Space Force organizational design efforts, DoD and the DAF continue to refine planning efforts and will update Congress consistent with reporting requirements. The SECAF and CSO are projected to make a final decision on the Space Force organizational design by May 1, 2020.

Building the Space Force from the ground up is an historic opportunity to take a clean sheet approach to designing a twenty-first century military service with a streamlined organizational structure. DoD is focused on creating a structure that removes traditional layers of bureaucracy while maintaining clear lines of authority, responsibility, and accountability. The successful establishment of the Space Force is vital to the continued ability of the United States to compete, deter, and win in an era of great power competition.

Report

Overview

Background

DoD's 2018 National Defense Strategy identifies space as a key domain for advancing national interests and securing global leadership. Space is an increasingly complex global security environment marked by the reemergence of long-term strategic competition, rapid technological change, and new concepts of warfare. At the same time, the United States is at risk of losing its advantage in space. A loss of freedom to operate in space would undermine the Nation's prosperity and erode the ability of the Joint Force to deter aggression, defend the homeland, and project power abroad. As a vital national interest, space is recognized as a distinct warfighting domain that is essential to the safety and prosperity of the United States.

On February 19, 2019, the President signed Space Policy Directive-4 (SPD-4) and charged DoD with developing a legislative proposal for *"a United States Space Force as a sixth branch of the United States Armed Forces."* The policy directive further stated that the Space Force will OT&E forces for three distinct missions:

1) Enhance the lethality and effectiveness of the Joint Force;
2) Provide for freedom of operation in, from, and to the space domain; and
3) Provide independent military operations for national leadership.

DoD began the detailed planning necessary to establish the Space Force by forming the Space Force Planning Task Force on February 22, 2019. The Department submitted a legislative proposal to Congress on March 1, 2019 that would authorize the Space Force as a new Armed Force. In addition, functional experts from the Air Force, Army, Navy, Marine Corps, Joint Staff, Office of the Secretary of Defense (OSD), and Intelligence Community developed an Initial Work Plan (IWP) for the establishment of the Space Force. That plan was approved on March 22, 2019 by the SECAF and then-Acting SECDEF. The IWP outlined a multi-phase, multi-year roadmap for standing up the Space Force from pre-establishment through full operational capability.

On December 17, 2019, Congress passed the NDAA for FY 2020, which gave DoD the authority to stand up the Space Force. Two days later, on December 19, 2019, Congress passed the 2020 Department of Defense Appropriations Act which provided DoD with funds to execute the authorities laid out in the NDAA. The NDAA for FY 2020 stated that it shall be the duty of the Space Force to:

1) Protect the interests of the United States in space;
2) Deter aggression in, from, and to space; and
3) Conduct space operations.

On December 20, 2019 the President signed the NDAA for FY 2020, establishing the Space Force as a new Armed Force within the DAF. Figure 1 illustrates the Space Force within the DAF and DoD:

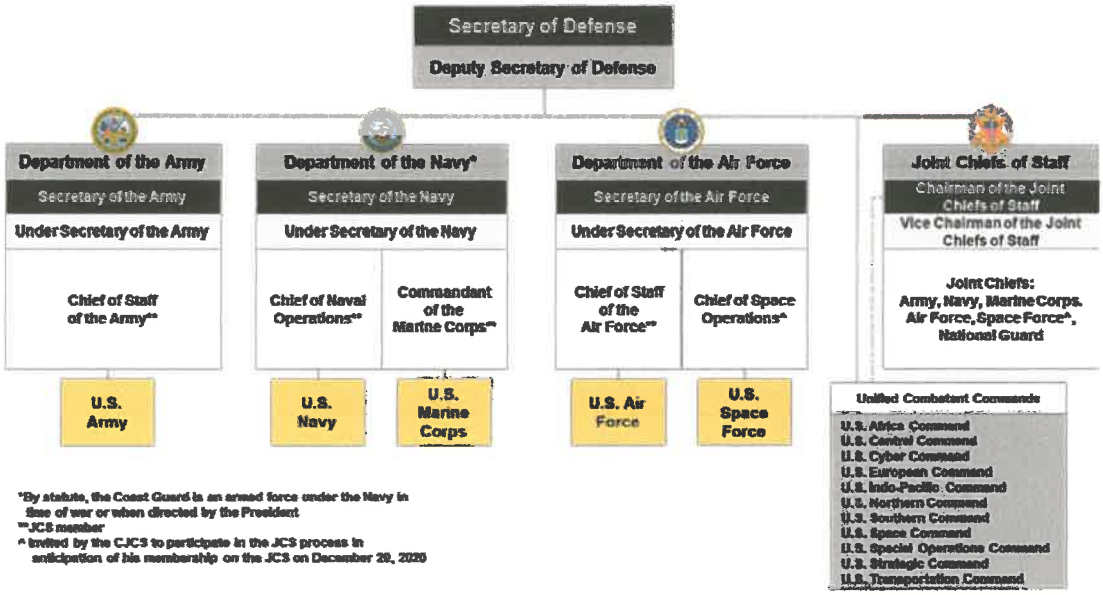

Figure 1: Space Force within the DAF and DoD

DoD was positioned to respond to the establishment in law of the Space Force immediately. On the same day that the NDAA was signed:

- The President appointed General John "Jay" Raymond as the first CSO.
- The SECDEF issued guidance directing the SECAF to lead the establishment of the Space Force, and directing the Deputy SECDEF to lead regular Space Governance Committee meetings to resolve any issues outside the control of the SECAF.
- The Chairman of the Joint Chiefs of Staff (JCS) invited the CSO to participate in the JCS in anticipation of his membership on the JCS a year after the enactment of the NDAA for FY 2020.
- The SECAF:
  - Re-designated Air Force Space Command (AFSPC) as the U.S. Space Force.
  - Reassigned all personnel previously assigned to AFSPC to the Space Force by virtue of the re-designation action. Permanent transfer of members into the Space Force is pending finalization of personnel transfer policies.
  - Established the Office of the Chief of Space Operations (OCSO).
  - Re-designated the Office of the Principal Assistant to the Secretary of the Air Force for Space as the Office of the Assistant Secretary of the Air Force for Space Acquisition and Integration.

Guiding Principles for Organizational Design

The SECAF and CSO approved the following principles to guide Space Force organizational design efforts:

- The Space Force will be lean, agile, and mission-focused.
- Planners will build a new Armed Force for the twenty-first century, adopting a "clean sheet" approach to infuse innovation and improvements.

- Design will be undertaken to minimize cost and bureaucracy, maximize focus on space doctrine, training, and warfighting capability, and establish clear lines of authority and accountability.
- Organizational design must effectively integrate the Space Force into the Joint Force to support our warfighters and Combatant Commands (CCMDs).
- The Space Force will develop organic capabilities only for those functions that are unique to the space domain or central to the independence of the new Armed Force.
- The Armed Force must be designed so that it can conduct day-to-day space operations in support of civil, commercial, and DoD users, but simultaneously protect U.S. space assets, deter aggression, and dominate in space should deterrence fail.
- Field echelons will minimize hierarchical layers, meet warfighter needs, and prepare for the transfer of appropriate Army, Navy, and other DoD elements, consistent with existing law.
- The long-term vision of DoD remains to consolidate the space forces of all Armed Forces into the Space Force, as appropriate and authorized.
- The Space Force will leverage existing physical locations of installations and units in accordance with mission requirements and affordability.

Organizational design will continue to be refined and updated over the coming months in accordance with the guiding principles outlined above. Updates will be given to Congress consistent with the reporting requests in the joint explanatory statement.

Section A: Structure and Organizational Elements Required for the Space Force to Perform its Mission

Congressional action to establish the Space Force presents an historic opportunity to build the newest branch of Armed Forces. Guided by the directive to create a lean, agile, and mission-focused force, the organizational design is a key component to the development of the Space Force.

Missions and Functions of the Space Force

The NDAA for FY 2020 assigned the Space Force the following overarching duties: *"(1) protect the interests of the United States in space; (2) deter aggression in, from, and to space; and (3) conduct space operations."* For additional clarity on which functions would need to transfer to the Space Force, planners analyzed the "space operations" mission defined in Joint Publication (JP) 3-14, *Space Operations*. Following review of SPD-4, the FY 2020 NDAA, and JP 3-14, DoD determined the Space Force will be responsible for OT&E for the following missions:

- Space Superiority.
- Space Domain Awareness (military, civil, and commercial).
- Offensive and Defensive Space Control.
- Command and Control of Space Forces/Satellite Operations.
- Space Support to Operations (e.g., satellite communications).
- Space Service Support (e.g., spacelift and space range operations for military, civil, and commercial operators).
- Space Support to Nuclear Command, Control, Communications and Nuclear Detonation Detection.
- Missile Warning and Space Support to Missile Defense Operations.

Mission-Focused Force

Consistent with the President's direction in SPD-4, DoD is committed to establishing the Space Force in a manner that minimizes cost and bureaucracy and maximizes focus on doctrine and training, space protection and deterrence, and development of cutting-edge warfighting capabilities. Moreover, DoD issued critical guidance that puts the Space Force on a fundamentally different path than others in DoD. The Strategic Overview on the Space Force submitted to Congress as part of the DoD legislative proposal states "*Where appropriate, the [Space Force] will leverage existing [U.S. Air Force] infrastructure, except in performing those functions that are unique to the space domain or that are central to the independence of the new Military Service.*"

Initially, the Space Force will be a mission-focused force comprised of uniformed military personnel and DAF civilians conducting or directly supporting space operations. The new Armed Force will create appropriate career tracks across relevant specialties, including space-specific operations, intelligence, engineering, acquisition, science, and cyber/communications. These career specialties are collectively referred to as the "Space Force Core Organic" (SFCO) framework.

By tailoring the career fields that will be organic to the Space Force, the new Armed Force will focus resources directly on space warfighting capabilities and developing a robust

cadre of space experts. Based on this model, DoD estimates the Space Force will eventually be comprised of approximately 15,000-16,000 personnel.

DoD cannot execute its military space missions today without the Guard and Reserve. They are a vital part of the Total Force space team. At the same time, the Space Force has the unique opportunity to consider a clean sheet, twenty-first century approach to human capital management specially designed for the space mission set and the needs and preferences of the current generation. More detail on Guard and Reserve Components will be contained in the Space Force Total Force Management Plan report due to Congress on March 19, 2020.

The Space Force will leverage common support functions and infrastructure from the Air Force – just as space units and missions have done for decades. Air Force lawyers, doctors, civil engineers, logisticians, financial managers, and other similar support functions will continue to directly support space units and missions, leveraging key Air Staff functions such as civil engineering, information technology infrastructure management, and financial management. This approach is estimated to reduce the overall size of the Space Force by as many as 7,500 members with a corresponding cost avoidance to the Space Force.

Assignment and Transfer

The NDAA for FY 2020 re-designated AFSPC as the U.S. Space Force, and all personnel assigned to the Command were re-assigned to the Space Force by virtue of the re-designation action. Assignment is a temporary status that reflects duty location or alignment of duty and is independent from Service affiliation. For example, Air Force members today can be assigned to a CCMD or the State Department while remaining part of the Air Force. Air Force members in non-SFCO career fields, such as Public Affairs and Nursing, will be assigned to the Space Force to provide support functions while remaining in the Air Force.

Personnel in the relatively narrow group of career specialties that will initially comprise the Space Force – the SFCO – will be offered the opportunity to formally transfer into the Space Force. To do so, those members will formally resign their commission or terminate their enlistment with the Air Force, Army, or Navy, and re-commission or re-enlist into the Space Force. Planners are actively developing specific processes and conditions that must be met before beginning transfer processes, such as the institutional ability to pay, promote, and manage records. Air Force member transfers are anticipated to begin in FY 2020 and conclude in FY 2021, while Army and Navy member transfers are anticipated to begin in FY 2022.

Bureaucracy Reduction Efforts

This mission-focused approach extends across the full range of critical support functions found in over 41 Field Operating Agencies (FOAs), Direct Reporting Units (DRUs), and Other Centralized Activities (OCAs), such as the Air Force Cost Analysis Agency, the Air Force Mortuary Affairs Operations, and Air Force Manpower Analysis Agency. By applying the guidance on limiting bureaucracy laid out in SPD-4 and DoD's Strategic Overview, planners concluded the Space Force will receive more than 80 percent of its FOA, DRU, and OCA support from the Air Force without incurring mission risk.

When the OCSO analyzed all of the functions the Space Force will leverage from the Air Force, overall reductions in the predicted end-state size of Space Force Headquarters

were reduced from initial estimates of approximately 1,000 billets to fewer than 800 billets, representing a 20 percent manpower savings. Planners are committed to finding additional opportunities to streamline and reduce the overall footprint as design efforts continue.

Organic Functions of the Space Force

The Space Force will develop organic capabilities only for those functions that are unique to the space domain or central to the independence of the new Armed Force. To determine the functions that are central to the Space Force's independence, the DoD planning team reviewed 35 U.S., allied, and competitor nation services, and concluded they all have baseline authority and responsibility to manage doctrine, resources/materiel, and personnel functions. Follow-on analysis concluded functions that are unique to the space domain include wargaming, warfighting concept development, test and evaluation, operational intelligence, and training.

Many of these functions are executed in the Air Force and other Services via functional centers, such as the Air Force Doctrine Center, the National Maritime Intelligence Center, and the Naval Surface Warfare Center. Over the next several years, DoD intends to establish several Space Force Centers, or Center equivalents, to execute space-unique functions. They will be co-located with Air Force counterpart Centers to the maximum extent practicable in order to leverage existing infrastructure and resources. Space Force Centers will be established within existing DoD resources, with modest initial manpower included in the President's Budget (PB) request for FY 2021.

Field Command Realignment

The establishment of the Space Force offers an historic opportunity to take a fresh look at how DoD is organized for, and conducts, space operations in a distinct warfighting domain. As the Department begins to develop space warfighting doctrine and space tactics, techniques, and procedures, the Space Force must organize its forces accordingly. Fielded space forces will be realigned around a new set of mission competencies and mission areas such as space electronic warfare, orbital warfare, space battle management, and space access and sustainment. This will allow DoD to posture for space superiority across the full spectrum of conflict and provide critical support to joint warfighting operations.

Field-level organizational design will also take into account DoD's vision to consolidate the preponderance of existing military space missions, forces, and authorities in the Space Force. This means that, if transferred to the Space Force, units from across the Air Force, Army, Navy, and other DoD elements conducting global, joint space missions will be fused together under a new organizational construct to more effectively meet warfighter needs. Additionally, planners will flatten the command hierarchy to increase agility and reduce layers of command. The Space Force will also leverage ongoing DoD initiatives that use artificial intelligence to increase speed and optimize decision-making.

Together, these design imperatives required a comprehensive review of how space units are organized. During the week of January 6-10, 2020, the Space Force gathered a cadre of more than 100 experts for a workshop to study new organizational structures for the future. The workshop evaluated topics ranging from the redesign of existing space units to an examination of Air Force support to the Space Force at the installation level. Another review area focused on the opportunity to develop integrated architectures and streamlined

acquisition functions as the Space and Missile Systems Center (SMC), Space Development Agency (SDA), Space Rapid Capabilities Office (RCO), and space elements of the Air Force RCO merge into the Space Force under a single authority. The Space Alternative Acquisition Report due to Congress on March 31, 2020 will offer more detail on opportunities to streamline acquisition functions.

One of the most significant outcomes of the field-level organizational design workshop was the recognition that, to be a professional Armed Force and fully meet the demands of a warfighting domain, the Space Force must have the capacity to focus on doctrine, space training and education, space warfighting concepts, and overall readiness. In fact, elevating and focusing on these functions was one of the primary imperatives behind the stand-up of the Space Force. Establishment of a Space Training and Readiness Command – a concept not existent in the previous Air Force enterprise – would increase focus and capability in these areas. If established, this new command would be devoted to growing a cadre of space warfighting professionals necessary to meet new mission demands. Notably, the Command would be established by realigning existing DoD resources, and be comprised of many of the Space Force Centers or Center equivalents previously described.

Experts will continue to develop the overall field-level organizational design of the Space Force, culminating with SECAF decision on the future structure of Space Force Field Commands and operational units by May 1, 2020. To further cement the new culture and identity of the Space Force, the DAF is also reviewing potentially renaming Air Force installations to Space Force installations.

Section B: Organization and Staff Required to Support the Chief of Space Operations

Military Service Chief Equivalency

Under Section 9082 of title 10, United States Code, as added by the FY 2020 NDAA, the CSO is directly responsible to the SECAF as necessary to execute missions assigned to the U.S. Space Force, consistent with the roles, functions, and authorities of the other Military Service Chiefs in DoD. The CSO will have full and equal status to his counterparts in the Army, Navy, Air Force, and Marine Corps.

The DAF now has two peer Services and Service Chiefs (the CSO and CSAF). Senior leaders have fully embraced this, and are focused on ensuring the CSO will be equivalent to the CSAF in every way. The CSAF invited the CSO to co-chair the upcoming Major Command (MAJCOM) Commander's Summit and also issued specific guidance to the Air Staff to *"foster trust while enabling the autonomy required of the new independent Service."*

The Space Force is allotted a total of 160 billets and 40 detailees in FY 2020, with plans to grow within existing DoD resources from across the Future Years Defense Program (FYDP). Given the phased growth of the Space Force Headquarters, its stand-up will be notably lean. Of the 160 billets allotted to Space Force Headquarters, the CSO will have the following direct support staff largely consistent with staffs of other Service Chiefs:

- One O-6 Executive Officer and one O-5 Deputy Executive Officer.
- One E-6 Enlisted Aide.
- One GS-12 Executive Support Specialist.
- A six-member Executive Action Group led by an O-6.
- A two-member protocol element led by a GS-15.

Department of the Air Force Secretariat Support to the Chief of Space Operations

Under the guidance and direction of the SECAF, staff from the DAF Secretariat will support both the CSAF and CSO. Given the criticality of Public Affairs and Legislative Liaison functions' support to the new Space Force – especially during initial stand-up phases – SAF/PA and SAF/LL have detailed staff members to directly support the CSO. Other Secretariat functions, from financial management to the General Counsel and Inspector General, are also developing new processes to support the CSO.

Joint Chiefs of Staff Support Functions

One of the most important statutory responsibilities of a Service Chief is providing independent advice and recommendations to the Chairman of the Joint Chiefs of Staff (CJCS), other Joint Chiefs, the SECDEF, and the President on a range of issues that are beyond those of the Armed Force or domain for which they are principally responsible. Sections 151 and 9082 of title 10, United States Code, as amended and added, respectively, by section 953 of the FY 2020 NDAA, mandate that the CSO becomes a statutory member of the Joint Chiefs on December 20, 2020. The CJCS, with the support of the SECDEF and

SECAF, has invited the CSO to participate on the JCS immediately in anticipation of his formal membership on the JCS.

In order to be fully prepared to execute this function, the CSO requires a dedicated staff of personnel who work specific JCS agendas, issues, and requirements. The initial OCSO staff has a dedicated three-person team, led by an O-6, to prepare the CSO for all JCS duties. Until the OCSO team is fully established, the Air Force will support both the CSAF and the CSO for JCS matters.

Vice Chief of Space Operations

The Vice Chief of Space Operations (VCSO) will directly support the CSO by serving as a member of the Joint Requirements Oversight Council (JROC), attending JCS Tank sessions, providing confidential guidance, providing additional bandwidth for 4-star level functions and requirements, and assuming key roles and projects on behalf of the CSO. The Vice would also operate with the full authority of the Chief during the Chief's absence.

The SECAF, pursuant to her authority under Section 9014 of title 10, United States Code, intends to recommend a general officer for nomination as the VCSO, pending Senate confirmation and Presidential appointment. Establishment of the VCSO as a statutory position with duties and responsibilities equivalent to other service Vice positions would grant the VCSO parity with Vice positions established in law in the other Military Services.

Section C: Manner in which the Space Force is Expected to Affect the Composition and Function of Current Space Elements of the Armed Forces

SPD-4 articulated a vision to consolidate the operational and combat support capabilities of space units from across DoD under the banner of a single institution – the U.S. Space Force:

"Consolidate existing forces and authorities for military space activities, as appropriate, in order to minimize duplication of effort and eliminate bureaucratic inefficiencies..." and *"...include, as determined by the Secretary of Defense in consultation with the Secretaries of the military departments, the uniformed and civilian personnel conducting and directly supporting space operations from all [DoD] Armed Forces."*

The DoD Strategic Overview expanded on this objective, stating *"The DoD envisions consolidating the preponderance of existing military space missions, forces, and authorities under the Space Force. Space capabilities and units that do not uniquely and exclusively support a single Military Service's core domain-specific mission would transition to the Space Force."*

The SECDEF reaffirmed this plan on the day the FY 2020 NDAA was enacted, stating via memorandum to the Department *"The long term vision of DoD remains to consolidate the space forces of all Armed Forces into the U.S. Space Force, as appropriate and authorized...I expect the full support of all DoD components in implementing this historic reorganization of DoD space forces."*

Furthermore, numerous academic studies, blue ribbon panels, and congressional reviews have concluded that the fragmented decision processes for DoD space architecture planning and acquisition represent the greatest impediment to keeping pace with the growing threats posed by America's adversaries in the domain. To address this problem, SPD-4 states that the Space Force "*should...assume responsibilities for all major military space acquisition programs...*" to achieve the tightest alignment and integration of architectures possible, enabling a revamped and streamlined process for space systems acquisition.

In the time-phased Space Force IWP, the SECDEF laid out the vision to transfer Air Force space missions and forces to the Space Force beginning in FY 2020 and concluding by FY 2021, and, if authorized, transfer appropriate Army, Navy, and other DoD space-related missions and forces to the Space Force in FY 2022. DoD will complete its analysis to determine the specific units, missions, and billets from across the Army, Navy, and other DoD elements that should be formally transferred. This analysis will leverage research that several Federally Funded Research and Development Centers (FFRDCs) have been independently conducting for the Space Force and include consultation with senior leaders from each Armed Force.

This approach will make certain force transfer decisions follow a deliberate process. Once a final set of units to transfer has been approved by the SECDEF and authorized by Congress, the Space Force will work with each affected component to identify transfer conditions. This will preserve mission continuity and minimize risk during the transition of units, personnel, capabilities, and budgets. Transferring units may be realigned, established, or re-designated as required.

Section D: Manner in which the Space Force will be Organized, Trained, and Equipped

The Space Force Service Headquarters, the OCSO, is being designed to support the CSO. The OCSO will coordinate across Headquarters Air Force, OSD, the Joint Staff, CCMDs, and Space Force Field Commands regarding the execution of OT&E functions.

Initial Office of the Chief of Space Operations

The initial OCSO is rapidly organizing to support the CSO and serve as the functional staff for initial force stand-up activities. The initial OCSO has been allotted 160 billets, but leaders are already beginning to plan for subsequent growth (neutral across DoD) to meet the end-state OCSO design.

In designing the initial OCSO, the planners' goal was to keep the organization as lean as possible while still being effective with its extensive new responsibilities. The resulting initial OCSO leadership structure gives the Space Force parity with other Armed Forces from the beginning, particularly as they work within DoD budgeting and resource allocation processes. As illustrated in Figure 3 below, the initial OCSO has three directorates across nine functional areas – significantly leaner than the eight directorates of the Air Force Headquarters across the same nine functional areas.

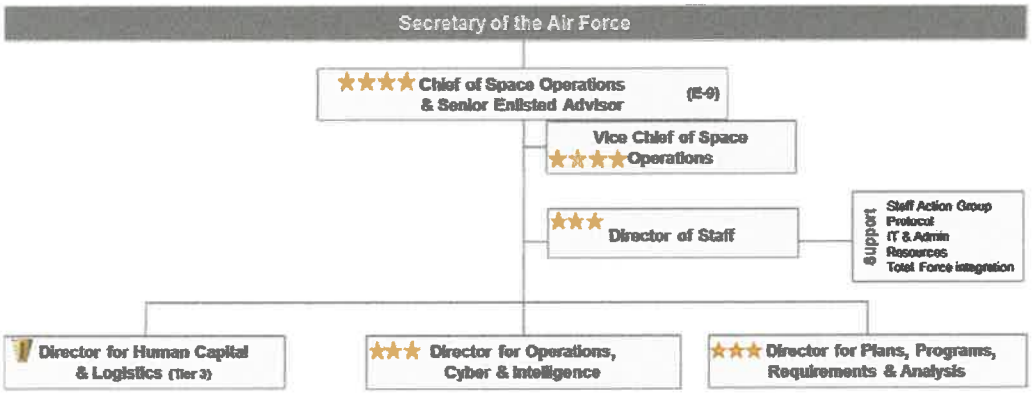

Figure 2: Initial OCSO Structure

During the first year of the Space Force, the OCSO will not execute the full complement of OT&E responsibilities. Rather, it will develop the processes, procedures, and functional expertise necessary to assume full OT&E responsibility from the Headquarters Air Force staff. Once the SECAF, CSO, and CSAF determine the OCSO has achieved pre-determined criteria, the OCSO will accept primary OT&E authority for the Space Force. Planners estimate the OCSO will assume this authority in early FY 2021, but the Air Staff and OCSO will continue to work collaboratively across a host of Space Force support issues even after primary OT&E responsibility has transferred.

End-State Office of the Chief of Space Operations

The initial OCSO is currently developing organizational design options for the end-state Military Service Headquarters. The OCSO has already presented initial headquarters design options to the CSO, and he down-selected to a focused range of options, including agile and lean structures and innovative organizational models. The OCSO intends

to leverage support from academia, FFRDCs, and management consulting firms so that the most effective, innovative, and agile organizational structures are considered. The SECAF and CSO are projected to make a final decision on the end-state Space Force Headquarters organizational design by May 1, 2020.

Functions of the Office of the Chief of Space Operations

The Space Force will leverage key processes, functions, and personnel from the Air Force so it can focus its limited resources on developing space doctrine, training, and warfighting concepts. As a result, the SECAF and CSO have determined the Space Force must have the ability to execute and/or oversee the following functions:

- Serve as the lead Military Service for space, synchronizing space doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy.
- Independently develop and advocate for space domain-specific priorities in accordance with all applicable national and Departmental policies and strategies.
- Develop domain-specific strategy, concepts, and doctrine suitable for the creation and execution of space warfighting principles.
- Execute policy, guidance, oversight, and prioritization of foundational, operational, and tactical intelligence activities necessary to ensure long-term space superiority.
- Conduct strategic planning, research, and development so that next-generation capabilities and architectures outpace growing threats.
- Develop and approve operational requirements to ensure critical space/joint warfighter capabilities are fielded and available globally whenever needed.
- Centralize the development, acquisition, test, and sustainment of space capabilities and systems, including the prioritization of science and technology activities.
- Develop and implement an integrated architecture to govern the long-term acquisition and fielding of future space capabilities.
- Prioritize, develop, and execute its own budget aligned with domain-specific national priorities and requirements.
- Manage personnel and policies associated with recruitment, retention, promotions, command selections, professional development, and assignment to build and maintain a professional cadre of space warfighters.

Recruiting, Accession, and Initial Training

The Air Force currently handles recruitment for space missions and units that were previously part of AFSPC. The Space Force will work closely with Air Force Headquarters and the Air Force Recruiting Service (AFRS) to identify specific recruiting quotas and monitor, assess, and adjust goals and quotas so that recruiting needs are met with continued levels of satisfaction. To do so, Space Force members may be embedded into existing AFRS organizations, once manpower levels allow, to enable the Space Force to have a close partnership with AFRS and directly impact recruiting efforts.

The Space Force will utilize alternative personnel policies to meet the demands of a technologically-advanced workforce. Planners will explore innovative policies such as

broader lateral entry, flexible recruiting and retention initiatives, and improved integration of active and reserve component forces.

The Space Force will access officers in the same manner as the Air Force and other Services do today (i.e., through Officer Training School, Reserve Officer Training Corps, or U.S. military academies). In the coming months, planners will create processes to enable personnel joining the Space Force to be placed directly into specific, space-related tracks both before and after commissioning. The U.S. Air Force Academy (USAFA) and the Space Force have entered into a cooperative agreement to establish a Space Force Detachment at USAFA in summer 2020, similar to the Navy/Marine Corps model at the U.S. Naval Academy, and have identified a USAFA-experienced O-6 with space expertise to lead it.

Enlisted professionals will be accessed through the Air Force's existing Basic Military Training (BMT) structure in the near-term to leverage its vast infrastructure and the deep experience of its trainers. Curriculum and programs at BMT may be modified to include specific and distinct space-related training for members accessing to the Space Force.

In the near to mid-term, the Space Force will have a limited number of functional specialties (operations, intelligence, engineering, science, acquisition, and cyber/communications), enabling deliberate initial skills training programs. Space professionals today deliver training to produce space operators. Those initial skills training units will continue to be manned and executed as they are today, but will be realigned from the Air Force to the Space Force without moving physical location.

For skill sets that are common between the Air Force and Space Force (e.g., intelligence, acquisition, and cyber), the Space Force will leverage the Air Force's existing infrastructure, curriculum, and professional instructors for initial training, but create space-specific training programs to develop the space intelligence and acquisition experts the Space Force requires. The Space Force will also continue to leverage the Defense Acquisition University to support general and space-specific acquisition training and certifications. The Space Force's goal will be to train and educate its members to a sufficient level of competency in a foundational set of skills. Follow-on courses will deliver space-specific advanced training.

Requirements, Programming, and Acquisition

Among the most important elements of the OT&E functions of a Military Service Headquarters are those functions associated with development of future capability requirements, executing long-range strategic planning and programming functions, and overseeing the acquisition programs that are the lifeblood of determining an Armed Force's future.

Given the criticality of future capability development, long-range strategic planning and programming, and acquisitions oversight functions, planners are using deliberate approaches to define new processes for the Space Force. In the FY 2020 NDAA, Congress established the new Assistant Secretary of the Air Force for Space Acquisition and Integration. As the Space Force is fully established, SMC, SDA, Space RCO, and space elements of the Air Force RCO will align under the auspices of a single Service Chief – the CSO – and a single acquisition oversight organization under the DAF. This will significantly improve the Space Force's ability to integrate future space programs and architectures. Over

time, the SECDEF envisions greater unity of effort, as the space acquisition programs currently executed by the Army, Navy, and SDA come into alignment under the Space Force.

Section 1601b of the FY 2019 NDAA directed the DEPSECDEF to develop a plan to establish a separate, alternative acquisition system for defense space acquisitions, including the procurement of space vehicles, ground segments relating to those vehicles, and satellite terminals. Similarly, the joint explanatory statement accompanying the FY 2020 NDAA requested the SECAF deliver a report on whether, and if so, how to implement an alternative acquisition system. Both documents request recommendations with respect to whether the alternative acquisition system should use the Joint Capabilities Integration and Development System or instead use a new requirements process developed to enable requirements synchronization. DoD plans to submit required reports by March 31, 2020 to outline both DoD-level acquisition reform initiatives and Space Force-specific plans relative to space system acquisition.

The Space Force is initiating a detailed assessment of the overall processes for requirements and program/budget development. The first guiding principle issued by the CSO was "*do not default to current processes.*" Consequently, the OCSO is taking a clean sheet approach to these functions. Whereas the Air Force integrates across 12 broad and diverse core functions (e.g., air superiority, agile combat support, global mobility) and multiple MAJCOMs and intermediate echelons of command for requirements and program/budget development, the Space Force can streamline processes because it has a smaller set of key missions and a much flatter command structure. Where there are mandated or "accepted" best practices set at the DoD level that work for the other Armed Forces that are 10 or 20 times the size of the Space Force, the CSO will recommend waivers, deviations, and changes to support his smaller and more agile staff. The Space Force will work with Congress where there may be statutory or compliance requirements in law to propose procedures that enable purposeful oversight with the minimum level of bureaucracy. This will secure the Space Force's ability to outpace competitors in the fight to sustain and enhance the United States' space superiority.

Organize, Train, and Equip Responsibility Alignment Between Echelons

Before the establishment of the Space Force, AFSPC was the only space-focused MAJCOM in the Air Force and represented the single largest concentration of space expertise and professionals in DoD. Because space experts were integrated in various functional areas on the Air Staff and space superiority was only one of 12 Air Force core functions, there were fewer than 70 space-dedicated positions on the Air Staff. These two facts created a very specific set of roles and responsibilities between the Air Staff and MAJCOMs/Field Units with respect to OT&E functions.

The Space Force Headquarters will eventually be comprised of fewer than 800 professionals (reaching full operational capability by 2025, and resourced within the DoD) whose sole function will be to execute OT&E functions for space. Work is already underway to better align and right-size headquarters echelon roles. The CSO's vision is for Field Commands and their subordinate tactical-level units to be more narrowly focused on mission operations. These developments represent a fundamental paradigm shift in the way in which the Space Force will execute OT&E functions in the future, so a complete review of

associated roles and responsibilities is required. This work is projected to be complete by April 1, 2020.

Space Force Funding

The majority of initial Space Force budget authority will be transferred from the existing Armed Forces – primarily the Air Force. The SECAF completed a review of the initial tranche of funding and budget authority that will transfer to the Space Force, which will be clearly identified in the PB request.

When proposing the Space Force, DoD committed that additive costs would be approximately $500M annually (0.07 percent of the annual DoD budget) and total additional costs would not exceed $2 billion over the FY 2020-2024 FYDP. As Congress will see in the FY 2021 PB request, DoD, the DAF, and the Space Force have delivered on both commitments.

Section E: Manner in Which the Space Force will Coordinate with USSPACECOM and Other Space Elements of the Armed Forces

The Goldwater-Nichols Act of 1986 was landmark legislation for DoD. It established a construct wherein the primary role of an Armed Force is OT&E and force presentation to CCMDs. Coupled with the establishment of U.S. Space Command (USSPACECOM) in 2019, creation of the Space Force completes the concept envisioned in Goldwater-Nichols for the space enterprise.

Coordination with U.S. Space Command

Space Force members will be assigned to the USSPACECOM staff along with members from the other Armed Forces. The Space Force will present appropriately organized, trained, and equipped forces in accordance with the Global Force Management Implementation Guidance.

Additionally, USSPACECOM is developing Integrated Planning Elements (IPEs) comprised of members from all Armed Forces, which will be embedded in other CCMD staffs. Because Space Force personnel will be included in these IPEs, the Space Force will be present in the other CCMDs and therefore connected at an operational level to all U.S. warfighting commands, enhancing the lethality and effectiveness of the Joint Force.

Support to Other Armed Forces

As described in Section C, DoD envisions *"consolidating the preponderance of existing military space missions, forces, and authorities under the Space Force."* As a result, the other Armed Forces will be reliant on the capabilities of the Space Force to meet joint warfighter needs. The Space Force will work diligently to codify processes so Army, Navy, Air Force, and Marine Corps space support requirements are satisfied.

To tighten alignment between these Armed Forces during OT&E activities and provide seamless integration in joint warfare, the OCSO is developing several initiatives to drive inter-Service coordination. As part of the OCSO's organizational design, the DAF is assessing how to optimally embed Space Force experts within key processes of sister Armed Forces, including doctrine development and assessment, warfare development, exercise, and wargaming. Simultaneously, the DAF is examining how to embed key experts from sister Armed Forces into space OT&E elements. These initiatives could take many forms, from embedding space experts into Army, Navy, Air Force, and Marine Corps warfare, doctrine, or other appropriate Centers, to integrating soldiers, sailors, airmen, and marines into the Space Force requirements process. Initial concepts for integration should be complete by late summer 2020.

Integration with Defense Agencies and DoD Field Activities

The Air Force has several important partnerships with the National Reconnaissance Office (NRO) and Combat Support Agencies with space-related roles and functions, including the National Security Agency (NSA) and National Geospatial-Intelligence Agency (NGA). As space roles and functions transfer from the Air Force to the Space Force, relationships with these organizations will also realign.

Today, thousands of Air Force personnel are assigned across Defense Agencies and DoD Field Activities, many of whom are focused specifically on space functions and require

space expertise. The Air Force has managed space expertise deliberately when filling billets in these organizations. Personnel will be sourced from the Space Force in the future as they transfer from the Air Force to the Space Force. The joint explanatory statement accompanying the FY 2020 NDAA acknowledges this shift, stating *"The conferees expect the Space Force and its supporting elements to be the exclusive source of personnel of the Department of the Air Force to be assigned, by the CSO, to the National Reconnaissance Office."*

Although this excerpt from the joint explanatory statement is focused on the NRO, the underlying concept applies to the Defense Agencies and DoD Field Activities in general. The Space Force will fill space-related billets assigned to Defense agencies and DoD Field Activities, which are currently filled by the Air Force, to provide space support and expertise.

The specific relationship between the Air Force and the NRO has always been important to protecting U.S. security and national interests, and will become more critical in an era defined by space as a warfighting domain. To institutionalize, strengthen, and elevate the partnership between the OCSO and NRO, the NRO will embed a full-time liaison into the OCSO. The designation of the Director of the NRO and the Commander, USSPACECOM as members of the Space Force Acquisition Council, as outlined in Section 9021 of title 10, United States Code, as amended and added by section 954 of the FY 2020 NDAA, will also continue to strengthen the integration between these organizations. Of note, the NSA is also embedding a full-time staff member with the OCSO to promote integration between the Space Force and NSA.

Joint Requirements Oversight Council

Though the Space Force is initiating a detailed assessment of requirements processes to identify opportunities for streamlining, the JROC plays a key role in promoting synchronization of requirements across the DoD and ensuring cross-cutting functions, like space capabilities, sufficiently address warfighter needs. Through the JROC and associated bodies, CCMDs and the other Armed Forces will communicate their space capability needs to the Space Force. The JROC will also coordinate with the Space Force to satisfy emerging and urgent operational needs quickly. The presence of the VCSO on the JROC will be one of the most important ways the Service will interact with USSPACECOM and other space elements of the Armed Forces.

Conclusion

The creation of the Space Force represents an opportunity to reimagine how to meet warfighter needs in, from, and through space. Space is vital to the American way of life and the defense of this great nation. The Nation's reliance on the space domain underscores the importance of the successful establishment of a fully operational Space Force.

DoD planners are ensuring that deliberate planning is executed in a way that maximizes effectiveness, minimizes bureaucracy, and successfully utilizes taxpayer dollars to establish the Space Force. DoD and the DAF are committed to establishing an independent Armed Force designed for unique needs of the space domain.

This report details the most current information on Space Force organizational design and planning efforts. Plans will continue to be refined to reflect accomplishments and iterative enhancements. The DAF and OCSO look forward to providing updates as plans are executed.

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