DEPARTMENT OF THE AIR FORCE
WASHINGTON DC

OFFICE OF THE UNDER SECRETARY

AUG 23 2010

MEMORANDUM FOR SECRETARY OF THE AIR FORCE

FROM: SAF/US(D)

SUBJECT: Headquarters Air Force Management of Space Responsibilities

In reference to your memo, dated Dec 9, 2009, the review of space management and responsibilities within Headquarters Air Force has been completed and is submitted for your review.

Richard W. McKinney
Deputy Under Secretary (Space Programs)

Attachment
Review of HAF Management of Space Responsibilities

United States Air Force

Review of Headquarters Air Force Management of Space Responsibilities

August 2010

AIR FORCE REVIEW OF HEADQUARTERS AIR FORCE MANAGEMENT OF SPACE RESPONSIBILITIES

OVERVIEW

Space superiority is a core function of the Air Force. Space programs comprise 9% of the annual Air Force budget and nearly 20% of Air Force investment accounts. The Air Force's space contributions represent 81% of overall Department of Defense space funding and 93% of the space positions designated under Major Force Program (MFP)-12. The joint warfighting community, a range of other federal government functions, and broader civilian society rely on the Air Force to deliver space-based capabilities, including space launch and range operations; missile warning; satellite communications; space situational awareness; weather; and positioning, navigation, and timing services (PNT). The Air Force is committed to developing, fielding, and operating world-class space systems and capabilities. Continuing to provide these essential space capabilities in the face of tomorrow's challenges will require a supporting management structure that is both focused and efficient.

The current Air Force space management structure was directed by the Secretary of Defense in 2002 and 2003 in response to findings from the Commission to Assess United States National Security Space Management and Organization (commonly referred to as the Space Commission). In that reorganization, the Secretary of the Air Force was designated as the Department of Defense (DoD) Executive Agent for Space with centralized responsibilities for Air Force and DoD space management. The Secretary of the Air Force subsequently delegated the DoD Executive Agent responsibilities to the Under Secretary of the Air Force who also served as the Air Force's primary focal point for space system planning, programming, and acquisition activities and who was dual-hatted as Director of the National Reconnaissance Office (NRO). The Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)) delegated to the Executive Agent a range of acquisition authorities and responsibilities separate from the non-space acquisition process, including Milestone Decision Authority for major DoD space programs.

Since 2003, many of the factors on which the Air Force based its reorganization have changed. The dual-hatting of the Under Secretary as Director of the NRO ended in 2005, based on a belief that the combined duties of USecAF, EA for Space, and Director of the NRO were too much for one individual. With that change, the National Security Space Office (NSSO), which had been created to implement the integration of black and white space with a joint staff of DoD and NRO personnel, transformed into a DoD manned and funded organization, as NRO ended its staff support. Also in 2005, Milestone Decision Authority for all Air Force ACAT 1 programs was transferred to the Under Secretary of Defense for Acquisition,

Technology and Logistics (USD (AT&L)), and has remained there for space programs. In 2009, the overall space acquisition process reverted to the mandates of the DoDD 5000.1 series of directives.

In light of these significant changes and the imperative for a clearly defined, well developed management structure for space within the Air Force, in December 2009, the Secretary of the Air Force directed a review to identify proposals for improving Air Force management of its space enterprise. With an overall goal of improving space support to the joint warfighting team, other government agencies, and civil users, the objectives of this study were:

1) Clarify and streamline the space functions assigned to the Under Secretary of the Air Force.
2) Reaffirm space related roles, functions, and responsibilities across the Headquarters Air Force (HAF).
3) Assess space-related changes to the roles and functions assigned to the DoD Executive Agent (EA) for Space.
4) Provide recommended organizational and process options that would improve the HAF's efficiency and effectiveness in support of the Air Force's space responsibilities.

HOW THE STUDY WAS ACCOMPLISHED

The methodology for this study included reviewing previous internal and external reviews and white papers dating back to 1961. It also involved over 70 interviews with key individuals and organizations from the Air Force, DoD, the Congress, the Intelligence Community, and other government, commercial, and international organizations with an interest in space. Interviews focused on what was working well and what challenges were created by the existing organizational structure. Discussions included the historical context of past organizational efforts; the role of the Executive Agent for Space, and the erosion of authorities provided to the Air Force to accomplish this work; and interviewees' views on the role of the Air Force in space leadership and governance. Once this information was collected, various options were presented to the Secretary of the Air Force to address the key issues and challenges identified.

FINDINGS REGARDING AIR FORCE SPACE MANAGEMENT

In terms of internal Air Force space management, the interviews revealed a few consensus themes:

1) Air Force Headquarters' space organization is not optimal given the changes that have occurred since 2003. (Some respondents called the current structure "confusing.")

2) The Air Force should create a very visible and effective headquarters focal point for space in Washington, DC.

While the focus of the review was to determine how the Air Force could better organize to manage space, those interviewed were near unanimous in saying "don't change what is working well," especially in the operational arena. Examples of Air Force Space Command's operational success include: integration of space-based capabilities in joint operations at all levels; growth and development of operational expertise at 14th Air Force (14 AF) and within US Strategic Command's Joint Functional Component-Space; training and development of space professionals; space launch; and on-orbit operations. The consensus was the Air Force is providing excellent stewardship of space in these areas.

Within the HAF, however, most respondents found space responsibilities to be fragmented, citing as an example the five separate offices with space responsibilities reporting directly to the Under Secretary[1]. Additionally, many noted the unique acquisition construct for space in that the Secretary or Under Secretary serves as the Service Acquisition Executive (SAE) for Space, whereas the Assistant Secretary of the Air Force for Acquisition (SAF/AQ) serves as the SAE for all other Air Force acquisition programs. This organizational structure has segregated the execution of space acquisition management from the HAF office specifically created to manage Air Force acquisition.

Many respondents found that this separation of authorities has created both internal and external confusion regarding roles, responsibilities, and relationships among Air Force organizations and those supporting the EA for Space. The current arrangement, in effect, mixes planning, policy, and integration functions with those of line acquisition functions. While this structure was valid when based on the original range of acquisition authorities given to the Executive Agent, most interviewees felt, with the tremendous changes that have occurred since 2003, this organizational construct is no longer effective or efficient.

RECOMMENDATIONS REGARDING AIR FORCE SPACE MANAGEMENT

To address these challenges, the study recommends that the Secretary of the Air Force direct that:

1) The Under Secretary of the Air Force serve as the focal point for space within the Headquarters Air Force and be responsible for coordination of functions and activities across the Air Force space enterprise. As such, the Under Secretary becomes the senior Air Force official for space matters to include

[1] These offices are the Deputy Under Secretary for Space Programs; the Air Force Program Executive Office for Space; the office of Space Acquisition (SAF/USA); the National Security Space Office; and the Office for Operationally Responsive Space. In addition, the Deputy Under Secretary for International Affairs has some responsibilities for the Air Force's international space work.

planning, policy, strategy, international relations, space interagency relations and serving as the primary interface to OSD for space matters.

2) The position of Deputy Under Secretary of the Air Force for Space be retained and re-designated SAF/SP. SAF/SP reports to the Under Secretary and directs the headquarters staff responsible for space policy, issue integration, and strategy. This office provides the principal support for the Under Secretary's role as the HAF focal point for space matters and in coordinating activities across the AF space enterprise.
3) The Deputy Under Secretary of the Air Force for International Affairs (SAF/IA) continues in their current role as the office of primary responsibility for AF international space matters. SAF/IA executes these responsibilities with guidance provided by the Under Secretary of Defense for Policy, and with Air Force policy guidance provided by the Secretary, Chief of Staff, and Under Secretary in collaboration with SAF/SP.
4) The Assistant Secretary of the Air Force for Acquisition (SAF/AQ) serve as the single Service Acquisition Executive (SAE) for the Air Force, with responsibilities covering all Air Force acquisitions (space and non-space). The Air Force Program Executive Officer (AFPEO) for Space would report to SAF/AQ for space acquisition matters, in accordance with statutory and DoD direction. The supporting HAF acquisition staff for space (now SAF/USA), would be realigned under SAF/AQ and redesignated as SAF/AQS. These actions consolidate all Air Force acquisition functions in one office, streamlining the structure to support users within the Air Force and providing a single interface to the Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics. This step also would require appropriate coordination between SAF/AQ and the Under Secretary of the Air Force on space programs.
5) Air Force Space Command (AFSPC) continues to execute duties as the Air Force's Lead Command for space related capabilities, to include such major functions as: developing/coordinating space system requirements; overseeing daily space operations; and planning/programming for AF space programs. The Commander of AFSPC works closely with the Chief of Staff, the Vice Chief of Staff, AF/A3/5, and other HAF staff offices to advise the Under Secretary regarding development of short and long term strategies for AF space capabilities.
6) The Deputy Chief of Staff for Operations, Plans and Requirements (AF/A3/5) maintains its role as the principal Air Staff organization for space operations and requirements. This work would be coordinated with broader Air Force efforts through the Under Secretary as the HAF focal point for space, as well as with the Chief of Staff, Vice Chief of Staff, and Air Force Space Command.
7) An Air Force Space Board be created as the governance mechanism to coordinate Air Force positions regarding multi-organization, service, and inter-agency issues. The Space Board would be co-chaired by the Under Secretary and the Vice Chief of Staff and would include AFSPC/CC, SAF/AQ, SAF/SP, SAF/IA, SAF/AA, AF/A3/5, SAF/GC, and other offices as required. This board would serve as the overarching forum to integrate acquisition,

international affairs, plans, requirements, operations, and training efforts related to space. SAF/SP would act as the AF Space Board Secretariat, supporting the Under Secretary and Vice Chief of Staff. All annual programmatic budgetary decisions would continue to be addressed through the existing Air Force Corporate Structure.

8) Action be taken to realign those manpower billets within the NSSO that were within the Air Force to SAF/SP. Defer any actions associated with the NSSO manpower billets that currently fall under OSD until ongoing discussions about the role of the Executive Agent for Space and roles and reporting relationships for any successor organization to the NSSO are complete and agreement has been reached for the roles and responsibilities of the successor organization(s).
9) Action be taken to initiate discussions between Air Force leaders, OSD space leaders, and the Congress on the optimal reporting structure for the Operationally Responsive Space (ORS) office going forward.

FINDINGS REGARDING DOD SPACE MANAGEMENT & ROLE OF THE EA FOR SPACE

Because the roles, responsibilities, and authorities of the DoD Executive Agent for Space come from the Secretary of Defense and because successful execution of the Executive Agent's duties requires close collaboration with numerous offices within the Office of the Secretary of Defense (OSD), this review also examined challenges with current OSD space management and the future role of the Executive Agent. Study interviews revealed that establishing a better organizational structure for the Air Force must be matched by efforts to ensure DoD is optimally organized to manage its various space responsibilities. As with the Air Force finding, the interviews revealed some broad themes.

Having a high-level DoD office focused on space, and the benefit of a Service working to maximize the operational benefits as well as the policy, planning and integration functions for all the services, was believed to be of great importance. Respondents also noted that the current Executive Agent arrangement adds value to DoD management of space.

Several challenges in OSD space management were widely identified. Currently, space planning, policy, strategy, acquisition formulation, and implementation are fragmented across the offices of four Principal Staff Assistants and the Executive Agent for Space, with no single authority below the Secretary and Deputy Secretary of Defense empowered to coordinate DoD space efforts[2]. With the variety of changes that have occurred to the Executive Agent's authorities and responsibilities since the position's creation, the current responsibilities assigned to the Secretary of the Air Force as the DoD Executive Agent for Space are no longer supported with

[2] The PSAs with space responsibilities within OSD are: USD(I), ASD (NII), USD (AT&L), and USD(P).

empowering and matching authorities. As it stands today, the Executive Agent for Space lacks the authority necessary to address and resolve space issues within DoD.

There is an additional challenge regarding DoD space governance. There are many space committees, boards, and councils at the interagency and DoD levels. Most existing space committees are not chartered by DoD leadership nor aligned under recognized governance structures (e.g., the Deputy's Advisory Working Group). Various committees have similar membership but deal with different issues. Further, there is no mechanism for aligning responsibilities or decisions among these varied management structures and other formal structures (e.g., NRO Charter), or for coordinating the work among them.

ONGOING DISCUSSIONS REGARDING DoD SPACE MANAGEMENT

To address these issues, the Secretary and Under Secretary of the Air Force have begun detailed discussions with the Deputy Secretary of Defense and many DoD and intelligence community offices with space responsibilities. While these discussions are ongoing, they have been greatly informed by this Air Force review and have focused on two main questions.

First, does the Department of Defense want to have an Executive Agent for Space? If so, what roles does it want this Executive Agent to play, and what authorities are needed to execute these roles? Discussions of this question are ongoing with a goal of near-term decisions to clarify the specific roles as they relate to coordination and integration of DoD's space work; effective implementation of space policy and efficient management of space programs; and coordination and integration with NRO space efforts. More specific, decisions regarding the future of any joint successor staff to the current NSSO; the division of architecture responsibilities; and the development of MFP-12 are considered secondary. Answers to these secondary issues should follow the first order discussion of the role of the Executive Agent, the Secretary of Defense's vision for the coordination of DoD space efforts, and the Secretary of Defense's overall direction for improved efficiency and effectiveness within the DoD.

The second major question is whether and how the DoD could better integrate the large number of space governance organizations? To help facilitate the integration of space related roles and responsibilities, one option is for OSD to create a Space Council which could consolidate many of the existing space-related committees; undertake to coordinate space work across DoD components; and inform resource decisions made by the Deputy's Advisory Working Group (DAWG).

The Air Force appreciates the productive discussions with OSD and other partners and looks forward to working with them to help bring some of these questions to conclusion in the near future.

SUMMARY

The Air Force is committed to developing, fielding, and operating world-class space systems and capabilities. Continuing to provide these essential space capabilities in the face of tomorrow's challenges will require a supporting management structure that is both focused and efficient. To that end, the study recommends that the Secretary of the Air Force make a series of changes to improve headquarters' management of space issues to include: appointing the Under Secretary of the Air Force to serve as the focal point for space within the HAF and senior AF official for space, with responsibility for coordination of functions and activities across the Air Force space enterprise; realigning space acquisition functions and Service Acquisition Executive authority with SAF/AQ; and creating a Space Board – co-chaired by the Under Secretary and the Vice Chief of Staff – to coordinate Air Force space decisions. The Air Force remains productively engaged with OSD and other partners on the future of its Executive Agent role and options for improving space governance across the Department of Defense. In its totality, these efforts are aimed at improving the effectiveness of space governance efforts and, most importantly, continuing the Air Force's space-based support to warfighters and a range of other users.

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