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# ***CSAF ACTION ORDERS***

**To Accelerate  
Change Across  
the Air Force**

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AIR FORCE CHIEF OF STAFF

Current as of 7 Feb 2022

When I became the 22nd Chief of Staff of our Air Force, I published my strategic approach, Accelerate Change or Lose. I followed with four Action Orders tasking the Air Staff, which were released in December 2020.

The Action Orders were purposely written in the five-paragraph operation order format used to communicate guidance to the joint force. What they didn't include was an explicit end-state, because, while Accelerate Change or Lose is enduring, the Action Orders are meant to be iterative—continually assessed, adapted, and improved.

Where Accelerate Change or Lose provides the philosophical “why” behind the imperative to change, the modified Action Orders that follow, like the originals, detail “what” must be done across four focus areas: Airmen, Bureaucracy, Competition, and Design Implementation.

The MOD 1 to each of the Action Orders isn't a progress report—rather, it is a refinement of tasks for the Air Staff that support the Department of Air Force's (DAF) direction and our warfighters. While written to provide specific direction to the Air Staff, the Action Orders help the entire force understand my intent.

This approach is intended to provide guidance to the Air Staff that accelerates change, while allowing discretion and room for leaders across the Air Force to empower their Airmen and make decisions that contribute to change across the Service. Given this balance and changing dynamics over time, periodic modifications to the Action Orders are necessary and expected.

Let's take a look at each of the MOD 1s.

## **ACTION ORDER A: Airmen**

Key tasks for Action Order-A remain unchanged—we must continue to ensure Airmen have the attributes required to compete, deter, and win in a high-end fight. Sub-tasks are in the works to establish enduring processes and paths to adapt talent management and build the force we need for emerging missions.

## **ACTION ORDER B: Bureaucracy**

Action Order-B has proven to be the most elusive and challenging Action Order to realize. Bureaucracy exists in all large organizations, and altering culture and practices that prevent timely and effective decisions is difficult—but it starts with the Air Staff. Modifications to tasks outlined by AO-B specify changes to processes and business rules that govern information flow and decision-making in order to improve speed, quality of decision support, and achieve greater alignment across the Air Staff.

## **ACTION ORDER C: Competition**

Action Order-C says Airmen need to understand their role in our long-term strategic competition, specifically with Russia and China. Updates to this AO account for the establishment of the DAF's Operational Imperatives, the continued evolution of the Joint Warfighting Concept, and the ongoing development of other strategic documents. Substantive changes include the alignment of tasks to lines of effort and the addition of waypoints to guide and measure an iterative path forward, as well as changes to increase synchronization between the Major Commands and Air Staffs and better integrate allies and partners.

## **ACTION ORDER D: Design Implementation**

Action Order-D directs Headquarters Air Force to accelerate the transition from the force that exists today to the Air Force the nation needs, focusing on China then Russia, at fiscally-informed and acceptable levels of risk to mission, force, and security. MOD-1 to AO-D incorporates the DAF Operational Imperatives, reflects the continued assessment of threat capabilities, and aligns future force design with fiscal realities.

## **CONCLUSION**

We are still early in this journey, and there will be many waypoints ahead. As conditions change and Accelerate Change or Lose matures, additional modifications to the Action Orders are likely to follow. After a year-and-a-half, the need to accelerate change has not abated—but I have been heartened by Airmen, from the headquarters to the squadron level, who have internalized Accelerate Change or Lose and operationalized the intent of the Action Orders. Together, I am confident we will succeed in accelerating needed change.



CHARLES Q. BROWN, JR.  
General U.S. Air Force  
Chief of Staff

## CSAF ACTION ORDER A: AIRMEN MOD 1 (AO-A MOD 1)

REF A INTERIM NATIONAL SECURITY STRATEGIC GUIDANCE

REF B CSAF ACTION ORDER A (10 DEC 20)

REF C ACCELERATE CHANGE OR LOSE

REF D PRIORITY DEPARTMENT OF THE AIR FORCE OPERATIONAL IMPERATIVES

REF E DEPARTMENT OF THE AIR FORCE MANAGEMENT INITIATIVES

REF F CSAF ACTION ORDER C (COMPETITION) MOD 1

REF G CSAF ACTION ORDER D (DESIGN IMPLEMENTATION) MOD 1

1. SITUATION. A competitive and dangerous strategic environment demands the Air Force reexamine its approach to competition and make difficult force structure decisions that support new operational concepts designed to deter and defeat adversaries' ways of war. The USAF must devote similar time, energy, and resources to build and retain the Airmen we need.

A review of this Action Order in January 2022 indicated no substantive modifications of any key tasks were required. AF/A1 continues to work sub-tasks to the tasks listed in section 3.A.3. to establish enduring processes and developmental paths to adapt our talent management process to build the force we will need for emerging missions. This MOD 1 supersedes REF B.

2. MISSION. The USAF must recruit, access, educate, train, experience, develop, and retain Airmen—officer, enlisted, and civilian—with the attributes required to compete, deter, and win in the high-end fight characterized by ambiguity and uncertainty.

3. EXECUTION.

3.A. CSAF INTENT. Headquarters U.S. Air Force (HAF) must evaluate and update, as required, personnel and talent management systems to ensure the USAF has the Airmen we need for the high-end fight. The attributes of the Airmen we need, and how the USAF develops and manages them, may not be the same as today; Airmen must be able to adapt, innovate, and apply lessons learned to enable a culture of continuous improvement. The HAF must conduct comprehensive, cross-disciplinary review of how to optimally develop and manage the USAF's most valuable resource.

3.A.1. PURPOSE. Per REF C, past success is no guarantee of future performance. The USAF must ensure the future force reflects the identity and attributes required for success in the high-end fight. Tomorrow's Airmen must be organized, trained, and equipped to succeed in the most challenging and lethal combat scenarios since World War II.

3.A.2. METHOD. Assess the current state of personnel and talent management systems; identify attributes of the Airmen we need; determine materiel and non-materiel options to close the gap. Synchronize culture and values-based efforts to ensure USAF organizational health.

3.A.3. KEY TASKS. Conduct mission analysis of REF C and this Action Order to ensure KEY TASKS below are sufficient to achieve the mission and CSAF INTENT of this order.

3.A.3.A. Review and identify the cross-functional attributes of the Airmen we need to implement the National Defense Strategy.

3.A.3.B. Assess ability of current personnel and talent management systems to produce and support the Airmen We Need, from recruitment through separation or retirement. Propose updates based on public and private sector best practices to 1) ensure a quality future force that meets USAF needs, and 2) makes the USAF an attractive career choice for Airmen and families, and 3) leverages modern IT approaches to enhance and deliver talent management solutions to leaders and Airmen.

3.A.3.C. Permeate diversity and inclusion actions with this AO to cultivate and sustain both a USAF culture and environment of excellence in which all Airmen and families can reach their full potential. Diversity and inclusion will not succeed as a standalone program.

3.A.3.D. Assess lessons from USAF response to COVID-19 pandemic. Eliminate or re-prioritize low-value activities or processes not critical to Service function and mission success. Where feasible, propose modifications to military and civilian mission execution processes to leverage expanded telework and collaborative IT tools. Capture best practices to maximize effectiveness, efficiency, and minimize redundancy.

3.A.3.E. Transform the way we learn across all facets of USAF education and training curricula, including but not limited to PME, to reflect renewed emphasis on competition and warfighting.

3.A.3.F. Ensure military (and civilian, where applicable) evaluation and promotion systems measure, incentivize, and reward Airmen who possess and positively apply the attributes identified in 3.A.3.A. above to achieve mission success.

3.A.3.G. Normalize and streamline career field management across functional areas for military (officer and enlisted) and civilian employees.

3.A.4. WAYPOINT #1. USAF Airmen have renewed focus on preparation and readiness for the high-end fight. USAF, as an institution, has shared understanding of the challenges posed by key competitors and enhanced appreciation of how USAF intends to fight. Personnel and talent management systems produce the Airmen we need and make USAF an attractive career choice for Airmen and their families. Systems incentivize pursuit and demonstration of desired Airmen attributes when executing and delivering mission success. As work related to this AO continues beyond the initial deliverables, be prepared to adapt as conditions change or new information becomes available.

### 3.B. COORDINATING INSTRUCTIONS.

3.B.1. Collaborate across Directorates and with MAJCOM stakeholders to develop integrated solutions for the HAF in support of REF F and G.

### 4. ADMINISTRATION AND LOGISTICS.

#### 4.A. DELIVERABLES.

Additional updates are expected at IPRs, CORONAs and MAJCOM/CC Summits.

### 5. COMMAND AND CONTROL.

#### 5.A. COMMAND RELATIONSHIPS.

5.A.1. A1 is the designated OPR and supported Directorate for this order. DS will track OPR progress and schedule progress reviews with CSAF and other senior leaders as required. All other Air Staff entities and MAJCOMs are supporting. DIRLAUTH approved.

#### 5.B. COMMAND, CONTROL, COMMUNICATIONS AND COMPUTER SYSTEMS (C4).

5.B.1. All deliverables associated with this order will be controlled and disseminated at the appropriate classification level.

## CSAF ACTION ORDER B: ADDRESSING BUREAUCRACY MOD 1 (AO-B MOD 1)

REF A INTERIM NATIONAL SECURITY STRATEGIC GUIDANCE

REF B CSAF ACTION ORDER B (10 DEC 20)

REF C ACCELERATE CHANGE OR LOSE

REF D PRIORITY DEPARTMENT OF THE AIR FORCE OPERATIONAL IMPERATIVES

REF E DEPARTMENT OF THE AIR FORCE MANAGEMENT INITIATIVES

1. SITUATION. After over a year of analysis and work, significant progress on this action order has proven elusive. More specifically, current Air Staff decision-making remains cumbersome, slow, allows "soft vetoes" without accountability, and prioritizes compromise and consensus over decision quality. Mired in hierarchical processes and content with the status quo, the Air Staff must adapt to mission command and collaborative approaches to address the 21st Century threats and competitive strategic environment.

A review of this Action Order in October 2021 highlighted the need to drive change to both the processes and business rules that govern information flow and decision-making in the Air Staff. The tasks listed in section 3.A.3. specify the changes needed to improve the speed, improve the quality of decision support, and achieve greater alignment across the Air Staff. This MOD 1 supersedes REF B.

2. MISSION. By 31 December 2022, the Air Staff will have adapted its staffing processes to enable empowered decision-making.

3. EXECUTION.

3.A. CSAF INTENT. By 31 December 2022, the Air Staff will make decisions faster by flattening reviewer/approval processes and reducing unnecessary coordination. The Air Staff will improve information sharing, access, and communication efficiency. Additionally, the Air Staff must change its culture to empower decision-making and risk-taking while simultaneously holding leaders, supervisors, and action officers accountable to this new culture. Measures of success will be quantitative, qualitative, and sustainable beyond 2022. They will be measured in terms of decision speed (time in coordination), quality of decision support (data and variety of options), and greater organizational alignment across the Air Staff.

3.A.1. PURPOSE. Adapt processes to create a more efficient collaboration and staffing that enables increased decision speed, improved decision quality, and great organizational alignment in the Air Staff.

3.A.2. METHOD. Focus initially on Air Staff decision processes, structures, and culture.

3.A.3. KEY TASKS. Utilize current meetings, touchpoints, and events to:

3.A.3.A. Ensure wide dissemination, provide clear understanding of CSAF Intent, and regularly assess progress towards achieving said intent.

3.A.3.B. Ensure radical transparency.

3.A.3.C. Improve collaboration across the staff utilizing existing available electronic platforms:

3.A.3.C.1. For unclassified collaboration on the Air Staff, we will primarily use MS Teams with e-mail and phone/in-person as backups.

3.A.3.C.2. For unclassified meetings on the Air Staff we will primarily use MS Teams. When Teams is not available, ZoomGov, another IL-4 certified system, Conference Call Phone Bridge, Point-to-Point Call are viable backups.

3.A.3.D. Reinforce empowering Airmen to make decisions at the appropriate levels.

3.A.4. WAYPOINT #1. Starting in January 2022, quarterly progress assessments will be conducted toward CSAF intent in this ACTION ORDER. The Air Staff must be prepared to adapt as conditions change or new information becomes available.

3.B. COORDINATING INSTRUCTIONS. Collaborate across Air Staff directorates as well as Secretariat, MAJCOMs, USSF stakeholders, as needed as well as the Secretariat and USSF, as needed, to develop integrated solutions for the USAF. Collaborate early and often.

4. ADMINISTRATION AND LOGISTICS.

4.A. DELIVERABLES. VCSAF staff will provide quarterly updates to CSAF identifying obstacles and changes necessary to make meaningful progress toward the intent described above. Additional updates are expected at CORONAs and MAJCOM/CC Summits.

5. COMMAND AND CONTROL.

5.A. COMMAND RELATIONSHIPS.

5.A.1. Until directed otherwise, VCSAF is the designated overall OPR for AO-B. All other Air Staff entities, including HAF/DS, and MAJCOMs are supporting. DIRLAUTH approved.

5.B. COMMAND, CONTROL, COMMUNICATIONS AND COMPUTER SYSTEMS (C4).

5.B.1. All deliverables associated with this order will be controlled and disseminated at the appropriate classification level. All DCS's are responsible for knowledge management.



## CSAF ACTION ORDER C: COMPETITION MOD 1 (AO-C MOD 1)

REF A INTERIM NATIONAL SECURITY STRATEGIC GUIDANCE

REF B CSAF ACTION ORDER C (10 Dec 20)

REF C ACCELERATE CHANGE OR LOSE

REF D PRIORITY DEPARTMENT OF THE AIR FORCE OPERATIONAL IMPERATIVES

REF E DEPARTMENT OF THE AIR FORCE MANAGEMENT INITIATIVES

REF F CSAF ACTION ORDER A (AIRMEN) MOD 1

REF G CSAF ACTION ORDER D (DESIGN IMPLEMENTATION) MOD 1

1. SITUATION. The United States is engaged in long-term strategic competition, particularly with the People's Republic of China and the Russian Federation, who desire to align the international order and geopolitical norms to their authoritarian worldview. IAW REF C, the United States Air Force (USAF) must take immediate action to organize, train, and equip its military contribution to support the United States and its allies and partners to more effectively address these strategic challenges with a continuing priority of focus on China. To effectively deter aggression, protect and reinforce U.S. national security interests, and contribute appropriate military-technological capabilities to the joint force, the USAF must endeavor to instill a solid understanding of the geostrategic environment and threat.

A review of this Action Order highlighted the need to change to account for the establishment of the Department of the Air Force's (DAF) Operational Imperatives (OIs), the continued evolution of the Joint Warfighting Concept (JWC), ongoing development of the National Defense Strategy, National Military Strategy, and other strategic documents. Substantive changes include a shift to drive better implementation and unity of effort through aligning tasks via LOEs, increased MAJCOM and Air Staff synchronization, better integration of allies and partners, and new "way points" to guide and measure an iterative path forward. This MOD 1 aligns USAF strategic planning considerations with higher-level guidance and supersedes REF B.

2. MISSION. The USAF must continuously adapt and accelerate its efforts to understand and address the evolving security environment to uphold our unique value proposition to the nation—the ability to employ global effects on near-immediate timelines to deter aggression and defend U.S. interests. To best contribute to the Joint Force and implement national strategy, the USAF must transform its capabilities, concepts, organization, and Airmen to meet current and future demands.

### 3. EXECUTION.

3.A. CSAF INTENT. The Action Order is designed to transform the USAF to be operationally superior and strategically successful relative to our potential adversaries by driving threat-informed decisions through comparative analysis and candid assessment of our relative advantages and disadvantages. It should help instill throughout our Airmen and staff functions a competitive mindset that: appreciates the utility of our investments; solves operational problems; imposes operational dilemmas on our opponents; and manages risk over multiple time-frames and scenarios in our constrained fiscal environment. It should inform and support the CSAF and HAF Staff in their joint responsibilities and the provision of military advice.

3.A.1. PURPOSE. AO-C is the organizing construct to drive a competitive focus into the other Action Orders, strengthening the Air Force and our contribution to Joint Force planning and execution. We will maintain enduring advantage through accelerating its understanding of strategic challenges, identifying capability gaps and opportunities, and infusing this knowledge and thinking throughout all USAF operations, activities, and investments. As a Service, we will learn to attack our adversaries' strategies, undermine their preferred way of war, and enable the USAF to achieve sustainable positions of military-technological advantage relative to our adversaries. In our Joint responsibilities, we will use this competitive thinking to inform requirements development; military strategy; assessment of risk in military strategy and plans; and global force management. The USAF will instill Airmen with a competitive mindset required to develop novel operating concepts to deter aggressive behavior, transform forces and capabilities to meet emerging and future demands, and position the USAF to fight and win.

3.A.2. METHOD. In support of REF A and REF D, the AF/A5/7 will lead a USAF-wide team to implement AO-C with a disciplined, iterative approach to continually assess the USAF position in relation to our strategic challenges; the changes within the strategic environment; and the USAF opportunities, vulnerabilities, and risks relative to its competitors and their strengths, and weaknesses. These findings will iteratively inform and support the development of USAF strategic guidance; joint warfighting concepts and doctrine; and drive the military-technological competition towards areas of USAF advantage. To inform senior leader decisions on operations, activities, and investments that are adversary focused, risk informed, and relevant to time-based competitions with key rivals, AO-C will iteratively inform and align capability development, investments, concept development, and force design, which will be tested and refined through wargaming, modeling, and simulations.

### 3.B. LINES OF EFFORT (LOEs) AND KEY TASKS.

3.B.1. LOE #1: Iteratively enhance understanding of the pivotal problems and emerging opportunities to provide decision quality options for senior leaders and inform the development of USAF strategic guidance, including national defense and military strategy.

3.B.1.A. Cultivate relationships with key stakeholders, including allies and partners, to leverage extant, untapped resources to feed all subsequent tasks.

3.B.1.B. Conduct iterative, cross-disciplinary, comparative analysis to assess current USAF standing in competition and identify trends and risks over different time horizons. This analysis will infuse throughout concept, capability, and program development, with specific focus on the competitive move/counter-move/counter-counter-move cycle to identify critical USAF and competitors' strengths, weakness, vulnerabilities, opportunities, and dependencies.

3.B.1.C. Provide decision quality options for senior leaders to inform strategic decisions and enable enterprise wide coherence as we drive for either an explicit U.S. advantage or to exploit a specific adversary disadvantage/vulnerability over time. This should consider changes across the DOTMLPF, higher level guidance, budgetary cycles, and include proximate objectives and associated way points, including measures of effectiveness. REF A and REF D will provide initial strategic priorities which may be supplemented with additional guidance based on changes in the security environment and/or additional analysis and findings.

3.B.2. LOE #2: Alongside allies and partners develop and implement operating concepts and capability development plans in support of USAF and Joint strategic priorities.

3.B.2.A. Develop concepts to effectively compete with adversaries across the competition continuum, from below the threshold of conflict (to deter aggressive and violent behavior counter to our national security interests) to using military force to deny adversaries their objectives in the event of conflict. These concepts will use existing capabilities in novel ways and capabilities under development to attack the adversaries' strategies and enable progress that solve prioritized operational problems contributing to the DAF OIs (REF D), and ultimately defeat the adversaries' ways of war.

3.B.2.B. Integrate concepts for homeland defense and integrated deterrence (conventional, nuclear, cyber, space, irregular warfare, information warfare, whole of government, and allies and partners) with operating concepts aimed at denying adversaries their operational and strategic objectives. Contribute to the JWC. Create capability development plans to bridge gaps.

3.B.2.C. Alongside allies and partners, in support of integrated concepts and in collaboration with industry, develop supporting concepts and capability development plans for sustainment and maintenance across the competition continuum, with priority focus on enabling a high-end war fight. Consider supply chain vulnerability, mobilization and surge capacity, and combat replenishment in extended campaigns.

3.B.3. LOE #3: Develop the force required to enable the United States to maintain enduring military advantages, ensure credible deterrence, and accrue advantage in the military-technological competition.

3.B.3.A. In support of REF F, ensure accession programs, professional military education (officer and enlisted), and civilian education and professional development courses educate and train Airmen for strategic competition. Instill a mindset that drives deeper understanding of the tendencies, culture, doctrine, ways of war, and thoughts of adversaries, as well as allies and partners. Ensure experiential learning, education, and training reinforces a threat-based, competitive mindset.

3.B.3.B. Incorporate elements of competition, comparative analysis, and operational concepts in understanding and defining operational force training goals in ways that increase USAF competitive advantages. Apply this understanding to develop and update exercise, readiness, and operational training programs. Develop and implement plans to connect current operational training infrastructure and capabilities from today to meet requirements of future high-end fights.

3.B.3.C. Develop an implementation plan to achieve the intent of the existing/evolving USAF supporting concepts for basing, sustainment, maintenance, and communications across the competition continuum, with priority focus on enabling a high-end war fight and understanding of the fiscal environment.

3.B.3.D. In support of REF G, develop Force Designs with the capabilities, capacities, and posture required to enable the military advantage required to deter aggressive and violent behavior counter to national security interests and if necessary to fight and win. The Force Designs will outline how risk and uncertainty are managed as the force transitions over time.

### 3.C. WAYPOINTS.

3.C.1. WAYPOINT #1. Codify practices such that AO-C is subsumed into the Air Staff as normal business. To support this waypoint, AF/A5/7 will publish a CSAF Memo that codifies both the mechanism of and output from the Strategic OODA Loop.

3.C.2. WAYPOINT #2. ICW MAJCOMs, the Test and Evaluation Community, Industry, Combatant Commands (via OPLAN requirements), and Think Tanks as appropriate provide relevant perspectives to support the DAF's OIs (REF D) in order to inform and influence FY24 POM and/or FY25 POM decisions.

3.C.3. WAYPOINT #3. The USAF uses initiative and works collaboratively to develop and implement strategically coherent operations, activities and investments that move the needle in competition with our adversaries at the pace of relevance.

### 3.D. COORDINATING INSTRUCTIONS.

3.D.1. Collaborate with allies and partners, across Directorates, Secretariat Staff, and with MAJCOM stakeholders, to develop integrated solutions for the USAF.

### 4. ADMINISTRATION AND LOGISTICS.

4.A. DELIVERABLES. Per individual tasks. Also, AO-C will provide updates to CSAF no less than every two months to outline progress as well as identify obstacles and changes necessary to make meaningful progress toward the intent described above. Engagements with other senior leaders will be driven as opportunities arise and additional updates are expected at senior leader summits such as CORONAs and MAJCOM/CC Summits.

### 5. COMMAND AND CONTROL.

#### 5.A. COMMAND RELATIONSHIPS.

5.A.1. AF/A5/7 is the OPR and supported Directorate for this order. Periodic progress reviews with CSAF will be event driven, but not less than every two months. All other Air Staff entities, Agencies, and MAJCOM/A5s are supporting.

#### 5.B. COMMAND, CONTROL, COMMUNICATIONS AND COMPUTER SYSTEMS (C4).

5.B.1. All deliverables associated with this order will be controlled and disseminated at the appropriate classification level. AF/A5/7 is responsible for knowledge management.

## CSAF ACTION ORDER D: DESIGN IMPLEMENTATION MOD 1 (AO-D MOD1)

REF A INTERIM NATIONAL SECURITY STRATEGIC GUIDANCE

REF B CSAF ACTION ORDER D (10 DEC 20)

REF C ACCELERATE CHANGE OR LOSE

REF D PRIORITY DEPARTMENT OF THE AIR FORCE OPERATIONAL IMPERATIVES

REF E DEPARTMENT OF THE AIR FORCE MANAGEMENT INITIATIVES

REF F CSAF ACTION ORDER C (COMPETITION) MOD 1

1. SITUATION. Per REF A and REF C, budget pressures will require difficult force-structure decisions to ensure a lethal, survivable, sustainable, and affordable force. Increasing budget pressures are due to growing costs of sustainment for current and aging force structure, continuous combat operations, and long-deferred recapitalization and modernization. Immediate action is required.

A review of this Action Order highlighted the need to change to account for the establishment of the Department of the Air Force's (DAF) Operational Imperatives (OIs), the continued assessment of threat capabilities, the impact of current and upcoming Program Objective Memorandums (POMs), as well as projections in the Future Years Defense Program (FYDP). Substantive changes include the incorporation of the Technology, Mission, Resources, Organization (TMRO) framework for assessing, prioritizing and phasing capability-design efforts; greater alignment among HAF A5/7, HAF/A8 and SAF/AQ activities to create a unified capability-design signal to the enterprise; and the addition of DAF's OI Teams with designated operational and technical/acquisition leads as a critical component of the capability-design process. This MOD 1 aligns USAF future force design with fiscal realities and supersedes REF B.

2. MISSION. The USAF must accept risk in programs and capabilities, considering and deliberating expenses in a budget-constrained environment. The HAF, MAJCOMs, and NAFs must comprehend fiscal limitations and offer constructive solutions. All parts of the enterprise must support force-structure decisions and amend force-planning processes to create the fiscal flexibility to design and field the Air Force the Nation Needs (AFNN) while managing operational risk over time. The implementation framework will integrate existing cross-staff events and processes; it will also provide a focused and rigorous analytical frame of reference that normalizes and compares the relative value of solutions.

3. EXECUTION.

3.A. CSAF INTENT. HAF must accelerate the transition from the force we have to the AFNN, focusing on China then Russia, at acceptable levels of risk to mission, force, and security, within USAF budget constraints.

3.A.1. PURPOSE. Develop an affordable, analytically defensible, and congressionally supported force-structure with the capability and capacity to win the future high-end fight by defending the homeland, projecting airpower, supporting the joint force, and making foundational investments. Conduct rigorous mission and risk analysis to accept and prioritize modernization investments in support of the National Defense Strategy (NDS).

3.A.2. METHOD. In support of REF F, focus analyses and proposals first on missions and capabilities vice platforms. Prioritize current and future programs based on their relevance to the high-end fight, consistency with emerging USAF operating concepts, total system affordability across the lifecycle, and relevance to defeating competitors' warfighting strategies.

3.A.3. KEY TASKS. Conduct mission analysis of REF A and this Action Order to ensure key tasks below sufficiently achieve the mission and CSAF's intent of this order.

3.A.3.A. ICW AF/A5/7 Force Design, determine the necessary capabilities and capacity within the USAF's force-structure needed in fiscal years 2025, 2030, 2035, and beyond. Ensure the analysis and recommendations developed support the DAF's OIs as defined in REF D and consider a comprehensive understanding of competitors' capabilities, strategies, and operational concepts. Continually review and assess USAF operational concepts to strengthen force generation and accompanying models required to modernize the Air Force enterprise. The Air Force Corporate Structure (AFCS) must generate an integrated demand signal for all capability-development effort.

3.A.3.B. Determine the minimum viable force structure to provide required capabilities and capacity to the combatant commands at moderate risk as the force transitions through key time epochs and advancing threats.

3.A.3.C. Identify underperforming and/or unaffordable programs (both fielded and planned, new starts, and modernization programs) with limited utility to, or timeliness for, a high-end fight for possible termination, deferral, or restructuring.

3.A.3.D. Develop and execute HAF-level decision processes that translate CSAF direction into a balanced program and a balanced long-range plan. ICW SAF/AQ, propose and calculate USAF-standard funding stability requirements, such as "beyond Milestone X, programs must be funded to the Y percentile at Z level of confidence."

3.A.3.E. Ensure future force requirements capture comprehensive manpower requirements. Account for total lifecycle sustainment costs, including combat surge capacity and battle damage repair capability. Revalidate existing assumptions regarding the potential for protracted high-end conflict and adjust sustainment posture to support.

3.A.3.F. Identify excess and inefficient resources across the enterprise encumbered within aging and redundant infrastructure competing with modernization efforts.

3.A.3.G. Use TMRO framework to assess, prioritize, and phase appropriate acquisition or procurement efforts for proposed capabilities and/or programs. Capability Development Working Groups (CDWGs), the Strategic Resourcing Deep Dive series, and the Capability Development Summit series (CD Summits) will consider the feasibility of identified solutions and/or requirements utilizing the TMRO framework. HAF information systems will employ the TMRO construct to provide decision-worthy data to senior leaders to field high-payoff capabilities while minimizing risk.

3.A.3.H. All USAF corporate forums will consider viable solutions to articulate how divestments, terminations, and/or restructures relate to the specific capabilities the USAF needs in the future, including strategic basing decisions and other areas of specific interest to Congress.

3.A.4. WAYPOINT #1. USAF successfully divests, terminates, and/or restructures programs to create the fiscal flexibility to build the force required for the high-end fight. USAF plan and program reflects unique value proposition (per REF A) and deliberately balances investments across core missions IAW SECAF and CSAF guidance and direction informed by planning factors to meet Congressional approval. Planning and programming choices informed by Service foundational beliefs, strategy, and operational concepts accrue warfighting advantage to U.S., allied, and partner armed forces. As work related to this AO continues beyond the initial deliverables, be prepared to adapt as conditions change or new information becomes available.

3.A.5. WAYPOINT #2. HAF A5/7, A8, and SAF/AQ will ensure all AFCS activities align with strategic resourcing decisions resulting from capability development efforts. HAF A5/7, A8, and SAF/AQ will use CDWGs, Deep Dives, and CD Summits to consider all capability developments, to include OEI proposals, and phase into the DAF decision-making forums and acquisition and/or procurement processes.

3.A.6. WAYPOINT #3. The AFCS will continue to develop and refine its understanding of the primary operational concepts to meet the pacing threat and the attendant theory of victory associated with those concepts. TMRO will remain a key rubric for normalizing, comprehending, analyzing, and comparing the work of A5/7's force-design efforts addressed in REF F and will identify the next steps required to advance proposed capabilities.

### 3.B. COORDINATING INSTRUCTIONS.

3.B.1. Collaborate across Directorates and with MAJCOM stakeholders to develop integrated solutions for the HAF IAW AO-D future published guidance.

3.B.2. Coordinate with SAF/LL to map current legislative landscape, assessing opportunities, and known friction points to best identify potential trades or offsets.



3.B.3. Coordinate with SAF/AQ for assistance in evaluating the maturity of key technologies and identifying the current status of acquisition programs.

3.B.4. Coordinate with SAF/FM as the authoritative source for cost estimation. Any team conducting TMRO must include SAF/FMs counsel in its cost-estimating activities.

3.B.5. In support of REF F, coordinate with A5/7 and SAF/SA to consolidate and analyze competing operational concepts and theories of victory put forth or implied by JWC 2.0, JFOS 2.1, FG 20, GIWG 20, ABII, etc. in order to resolve the contributions of various capabilities via simulation.

3.B.6. In support of REF D and REF F, coordinate with proposed capability champions (e.g., A5/7's Center 2, OI Teams) to work within a bounded scope of force-design scenarios to align vision and guidance on the primary warfighting scenario and its accompanying theory of victory to improve planning efforts.

#### 4. ADMINISTRATION AND LOGISTICS.

4.A. DELIVERABLES. Annual Summarizing Event brief to present a consolidated review of Deep Dive efforts and annual Final Event Brief to propose fiscally informed plan and garner approval of the following year's Deep Dive topics.

#### 5. COMMAND AND CONTROL.

##### 5.A. COMMAND RELATIONSHIPS.

5.A.1. A8 is the designated OPR and supported Directorate for this order. DS will track OPR progress and schedule IPRs with CSAF and other senior leaders as required. All other Air Staff entities and MAJCOMs are supporting. DIRLAUTH approved.

##### 5.B. COMMAND, CONTROL, COMMUNICATIONS, AND COMPUTER SYSTEMS (C4).

5.B.1. All deliverables associated with this order will be controlled and disseminated at the appropriate classification level, SECRET minimum.

