

Leadership and Command



Air Force Doctrine Document 1–3

XX October 1999

This document complements related discussion found in Joint Publications (JP) 0-2, *Unified Action Armed Forces (UNAAF)* and JP 6-0, *Doctrine for Command, Control, Communications, and Computer (C4) Systems Support to Joint Operations*.

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BY ORDER OF THE
SECRETARY OF THE AIR FORCE

AIR FORCE DOCTRINE DOCUMENT 1-3
XX October 1999

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FOREWORD

The Air Force is a technology centered Service. **However, technology and machines do not accomplish the Air Force mission—people do.** This document, Air Force Doctrine Document (AFDD) 1-3, *Leadership and Command*, presents the Air Force perspective on the human element of command and control in aerospace operations. Specifically, this doctrine document identifies the standard of leadership the Air Force expects from every airman as well as the unique commitment and standards required of all Air Force leaders and commanders.

This document does not stand alone; it is essential that it be read together with AFDD 1, *Air Force Basic Doctrine*, AFDD 2, *Organization and Employment of Aerospace Power* and AFDD 2-8, *Command and Control*. Together, they spell out for every Air Force member—civilian and military—who we are, what we do, and how we should best perform our aerospace mission. **The Air Force possesses a unique multidimensional perspective of the battlespace due to our inherent speed, range, and flexibility. We are well suited to preserve and protect the nation's most valuable treasure—its men and women.** *Specifically, the Air Force as a warfighting organization is the only one designed to exploit the advantages of air and space while fighting the nation's wars.* For the Air Force to carry out its assigned mission, every member must understand and embody the central warfighting beliefs, leadership principles, and core values of the Air Force.

This document clearly states Air Force doctrine on leadership and command, presenting a concise discussion of the methods and mind-set expected of our leaders and commanders operating at all levels of aerospace, joint, and multinational operations.

MICHAEL E. RYAN
General, USAF
Chief of Staff

XX October 1999

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General of the Air Force Henry H. “Hap” Arnold was one of the truly great men in American airpower. Taught to fly by the Wright brothers, he rose steadily in rank and responsibility throughout the 1920s and 30s and became the commanding general of the Army Air Forces (AAF) during World War II. In 1944 he was promoted to five star rank, but his health was very poor—he suffered five heart attacks during the war—and he retired six months after Japan surrendered.

Graduating from West Point in 1907, Arnold had hoped to join the cavalry. However, his cadet performance was so dismal he instead was relegated to the infantry. After a tour in the Philippines, he reapplied to the cavalry, but was again refused. Largely out of a desire to escape from the infantry, Arnold then applied for the Signal Corps and became one of America’s first military pilots. Aviation was extremely dangerous in those early days, and after several crashes and near crashes, Arnold elected to ground himself. After more than three years of desk work, he overcame his fears and returned to flying. Because of his relatively extensive experience in aviation, and much to his chagrin, he was forced to remain in Washington on the Air Service staff during the First World War. After Armistice Day, he slowly began his steady rise in rank and responsibility. He commanded wings and bases, became a protégé of Billy Mitchell, twice won the Mackay Trophy for aeronautical achievement, was awarded the Distinguished Flying Cross for leading a flight of B-10 bombers to Alaska to display the range of strategic airpower, and was named assistant to the chief of the Air Corps in 1935.

When Oscar Westover was killed in a plane crash in 1938, Arnold succeeded him as chief. In this position, he was instrumental in laying the groundwork for the massive industrial expansion the war required. During the war itself, he sat as an **equal member** of the Joint Chiefs of Staff and was responsible for guiding the air strategy of the various theaters. His drive, vision, and sense of initiative were indispensable in leading the air arm.

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INTRODUCTION

PURPOSE

This Air Force Doctrine Document (AFDD) outlines the Air Force's fundamental principles for leadership and command and implements Air Force Policy Directive (AFPD) 10-13, *Air and Space Doctrine*.

APPLICATION

This AFDD applies to all active duty, Air Force Reserve, Air National Guard (ANG), and civilian Air Force personnel. This doctrine is authoritative but not directive. Commanders should exercise judgment when applying this doctrine to accomplish their missions. It is intended to assist commanders and all active duty, Air Force Reserve, ANG, and civilian Air Force personnel in planning and conducting operations to accomplish assigned missions.

SCOPE

This document provides guidance for Air Force leaders and commanders in fulfilling assigned missions. AFDD 1-3 ensures leaders and commanders at every echelon throughout the Air Force have a baseline for preparing their forces and conducting operations. This is essential for the success of the highly flexible and rapidly responsive operations in which the Air Force routinely engages either independently or as a component of a joint/multinational task force. Doctrine describes the proper use of aerospace forces in military operations and serves as a guide for the exercise of professional judgment rather than a set of inflexible rules. It describes the Air Force's understanding of the best way to do the job to accomplish military goals.

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CHAPTER ONE

AIRMEN AS LEADERS AND COMMANDERS

Remember this: the truly great leader overcomes all difficulties, and campaigns and battles are nothing but a long series of difficulties to overcome. The lack of equipment, the lack of food, the lack of this or that are only excuses; the real leader displays his quality in his triumphs over adversity, however great it may be.

George C. Marshall
General of the Army
Army Chief of Staff WW II

THE AIRMAN AS A LEADER

An airman is any US Air Force member (officer or enlisted whether active, reserve, or guard) who supports and defends the US Constitution and serves our country.

LEADER: One who takes responsibility and is able to motivate others to accomplish a mission or objective.

Every airman is a leader. It's not an optional part of service; it's what airmen do. Leadership is fundamental to any military force's success, and the more airmen know about it and practice it, the more effective they will become. A leader can be any airman from a security force member riding on a patrol in the middle of the night far from home, to a pilot flying a mission in harm's way, to a joint force air component commander putting together an air operation.

Khobar Towers Bombing

Several Air Force members displayed exemplary leadership through their actions before and after a bomb blast tore through the Khobar Towers military residential compound in Dhahran, Saudi Arabia, July 1996, killing 19 airmen.

On duty as a security policeman, Staff Sergeant (SSgt) Alfredo Guerrero saw a truck enter a parking lot just outside the compound perimeter, watched as it drove slowly through the lot, then suddenly reverse itself. SSgt Guerrero saw the driver and passenger jump out of the truck, run toward a sedan, and speed away. Sensing something was very wrong, SSgt Guerrero urgently called for assistance on his radio and immediately began clearing the building. During

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Khoobar Towers Bombing—continued

the next five minutes, SSgt Guerrero and his security team had cleared about half the building when a large bomb hidden in the abandoned truck exploded, destroying an entire side of the large structure.

As a result of his heroic leadership at great risk to his own life, SSgt Guerrero was awarded the Airman's Medal. His actions and those of many others saved the lives of many fellow airmen.

Every airman is a warfighter and may be called upon to assume the mantle of leadership at any time. *All airmen should learn the art of leadership and all commissioned officers should be ready to assume the legal responsibility of command, if required or called upon.* While leadership is required of every Air Force member, selection for command occurs under more specifically defined circumstances. Command brings with it unique legal and ethical responsibilities. Exercising **leadership without command is not only possible, it is frequent and important. Command without leadership, however, is potentially disastrous.**

There is no such thing as a just-in-time warrior.

**General John Jumper, Commander
United States Air Forces in Europe**

Every airman must understand aerospace doctrine and the tenets of aerospace power that are the foundation of Air Force leadership. Effective application of aerospace power is predicated on airmen understanding the tenets or fundamental truths of aerospace power. This understanding must not be limited to only grasping the technical aspects of applying aerospace power against a target, but rather to propel leaders to a broader comprehension of these truths and how these truths should guide their actions throughout the range of responsibilities and authorities.

The tenets of aerospace power provide specific considerations for applying force against threats to our nation whether they are external threats posed by adversary forces or systemic threats such as human suffering and privation. On the surface, these tenets reflect the specific lessons of aerospace operations over the history of powered flight and highlight the way the Air Force differs from other military forces in providing aerospace power. Under the surface, however, these tenets must shape the way leaders and commanders direct the men and women under their charge to do their jobs. Their style must reflect these tenets lest there be

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a detrimental break between how they employ aerospace forces and how they command their units. The tenets of aerospace power as they relate to leaders and commanders in the Air Force are described below:

Centralized Control and Decentralized Execution

Centralized control and decentralized execution are critical to unit effectiveness. Aerospace forces should be led by commanders who comprehend centralized control and decentralized execution.

Centralized control allows commanders to set those priorities that ensure their units achieve their stated mission. Through centralized control, commanders provide coherence, guidance, and organization to their units' efforts and maintain the ability to focus their units' energies and abilities where needed to achieve success. Just as important to successful leadership is the concept of decentralized execution.

Decentralized execution means the commander delegates execution authority to responsible and capable lower-level commanders or supervisors. This willingness to entrust subordinates with mission execution is essential if commanders are to achieve an effective span of control and foster initiative, situational responsiveness, and flexibility.

Flexibility and Versatility

Flexibility and versatility are tenets with a unique and personal applicability to the individual commander. Flexibility and versatility aren't variations on the same theme but rather each has a distinct meaning. Typically, they are thought of in terms of aerospace power's unique abilities to shape and act upon the battlefield. Flexibility is what allows aerospace forces to mass and maneuver simultaneously to a far greater extent than surface forces. Versatility is seen in aerospace power's ability to be employed equally effectively at the strategic, operational, and tactical levels of warfare. While each of these perspectives is accurate from a systemic point of view, they are also important tenets for commanders.

Flexibility speaks to one's ability to deal with uncertainty and adversity. When faced with these inevitable challenges, successful commanders are able to withstand the stress associated with their positions and not break, suffer personal failure, or allow injury to be inflicted upon the unit. This ability to thrive is contingent upon commanders being open to constructive inputs and, with this openness, willing to see other options

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and solutions. These commanders are able to see adversity as an opportunity, an opening to seek solutions to problems and motivate their unit to seize that opportunity to better achieve its mission. Commanders lacking flexibility are, by definition, rigid and unable to motivate and lead their unit when faced with uncertainty and adversity. Hence, they become vulnerable to pressures that will eventually damage their unit's ability to do its job.

Versatility speaks to one's ability to motivate a unit at all levels and lead it in many different tasks. Just as aerospace forces can attack an enemy in parallel, a commander must be able to simultaneously motivate, direct, discipline, and provide a vision to all aspects of the unit's operations. A commander who is limited to sequential actions will divert excessive energy and apply improper capabilities against a problem. This jeopardizes the unit's ability to accomplish the task at hand, and, in delaying efforts to meet other challenges, puts the unit at risk of failure.

Synergistic Effects

Aerospace forces produce synergistic effects. The proper application of coordinated aerospace power can produce effects that exceed the individual contributions of the individual forces employed singularly. Attrition warfare is seldom the most effective method to employ military force in modern warfare. Instead, it is the precise, coordinated application of the various elements of aerospace and surface forces that brings disproportionate pressure on enemy leaders or other adversaries to resolve a situation according to our national strategy.

Forces can only achieve synergistic effects if those who lead these forces understand that coordinated and precisely targeted efforts are required to achieve those effects. Commanders should recognize the unique contributions possible from forces and individuals under their command. Those who would fragment and isolate their forces choose a course destined to fail. The opposite of synergy is not isolation or independence, but rather vulnerability and weakness, both of which will extract a high price in blood and resources.

Persistence

Aerospace systems are uniquely suited to persistent operations. Persistence suggests continued effort. This tenet is a critical element in ensuring prolonged effects from aerospace and information operations.

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Modern aerospace operations are conducted in a swift, parallel, and decisive manner against an enemy's centers of gravity in order to gain a quick resolution to the conflict. Not all operations will lend themselves to this approach. In those cases where an enemy's resilience, political concerns, or environmental limitations preclude a quick resolution, aerospace power's ability to sustain operations is critical to success.

Commanders should be persistent in advocating the Air Force core values to unit members, establishing and communicating a clear vision to those under their command, and keeping their personnel focused on accomplishing the mission. Under all circumstances, commanders should resist pressures to divert resources and manpower to efforts that do not contribute to mission success or to developing a capable and effective force. Leadership and command are not short-term commitments. Every airman should be persistent in developing the traits and skills required of leaders as described in this AFDD.

Concentration

Aerospace operations must achieve concentration of purpose. The very versatility of aerospace power makes it attractive in almost every task. The demand for aerospace power will often exceed the available forces, and may result in the fragmentation of the integrated aerospace effort in attempts to fulfill operational demands. Aerospace forces are versatile, flexible, and in high demand because the collective attributes of the individuals which comprise these forces reflect these traits. Commanders should not waiver in setting a course for their units and fostering a climate that concentrates the efforts of each unit member toward a single purposeful course of action. The unit's morale, cohesiveness, and effort will suffer when a unit has little sense of purpose or its members fail to concentrate on their mission.

Priority

Aerospace operations must be prioritized. Demands for aerospace forces will likely deluge commanders in future conflicts unless appropriate priorities are established. Commanders should understand that attempting to accomplish every task requested of them not only has tangible and destructive effects on hardware and facilities but also on the people under their command. Aerospace forces consist of highly trained and dedicated individuals, but for even the most dedicated there are limits to what can be asked of them. It is therefore increasingly important, particularly

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in the midst of today's fiscal constraints and high operations tempo, that commanders properly prioritize the taskings they accept and assign to their people. An unwillingness to determine what can be accomplished may not result in any immediate negative consequence, but sustained overtasking will result in a significant and tangible degradation in force capability.

Balance

Aerospace operations must be balanced. Balance is an essential guideline for commanders. Technologically sophisticated aerospace forces and the highly trained individuals who operate them will be available only in finite numbers. Successful commanders will direct their forces by balancing the excessive demands for aerospace power to achieve the unique synergistic effects inherent in these forces. A commander should understand that success comes not from a single-minded pursuit of one course of action, but a balanced effort across the breadth and depth of responsibilities command entails.



The Airman as Warrior

The man who does the fighting in the air force is a very high order of human being.... There is no one very close to support and talk to him or give him assistance as there is with ground troops in the army. He is absolutely on his own.... He is there alone, suspended in space, with no companion to share his misery, no man at his elbow to support him, as in the infantry on the ground. When he is wounded and falls, it is for thousands of feet, instead of two or three, as a man on the ground does.

Brigadier General Billy Mitchell

Remembering those who have received the Medal of Honor is important to the Air Force because it focuses on the idea of service before self. The Medal of Honor is for valor against an enemy, above and beyond the call of duty. Those who have received the Medal of Honor are examples of Air Force people who have always been the epitome of what anyone could call a warrior and leader.



William R. Lawley

William R. Lawley earned America's highest decoration at the controls of the legendary B-17 FLYING FORTRESS over occupied Europe. Born in Leeds, Alabama, he began his Air Force career as a private and quickly became an Aviation Cadet. Upon graduating from flying school he volunteered for bombers and was assigned to the 364th Squadron, Eighth Air Force, in November 1943. Lieutenant Lawley flew his first combat mission the following month and completed eight others prior to his heroic efforts on 20 February 1944, the first day of operations "Big Week." His target on this day was a Messerschmitt assembly plant at Leipzig, deep inside the heart of Germany.

After encountering heavy flak en route to the target, Lawley began his bomb run and discovered his bombs would not release due to frozen bomb racks. Each time the bomb bay doors opened, the aircraft fell behind the lighter and now faster formation. Lacking the mutual support of the other B-17s, his plane soon fell prey to Luftwaffe fire as 20 fighters attacked. Suddenly, the bomber's cockpit erupted in a blur of shattered glass and blood. The copilot, killed instantly, slumped over the control column and forced the bomber into a steep descent. Lawley, seriously wounded and bleeding profusely, retarded the throttles and recovered the stricken aircraft. With virtually no forward visibility, severely damaged flight controls, and a raging engine fire, he ordered the crew to bail out. His bombardier brought back word that eight of the crew members were wounded and two could not use their parachutes. Lawley saw no option but to attempt to fly back to England. The 5-hour return was racked with enemy fighters, flak, and more engine problems. Lawley finally collapsed from shock and loss of blood, but was revived and again took the controls. With one engine feathered, another windmilling, and a third on fire, he fought desperately for altitude. Against all odds, he brought the crippled plane in for a belly landing at a fighter strip south of London. All of the wounded, whom he had refused to abandon, survived the ordeal. In August 1944, he was ordered to Headquarters Army Air Force and awarded the Medal of Honor by General "Tooe" Spaatz. Colonel Lawley retired in 1972, and made his final flight 30 May 1999.

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CHAPTER TWO

LEADERSHIP

LeMay approached leadership with three basic principles in mind.... He believed, first, that supervisors and associates must recognize the importance of each man's job or task, as well as of the man himself. Second, some progress, however small, must be made toward an established goal; otherwise serious dissatisfaction will develop. Lastly, commanders and supervisors must recognize and demonstrate real appreciation to those who have accomplished their assigned tasks.

Harry Borowski
A Hollow Threat

GENERAL

What is leadership? Successful leadership is not easy, but *every member of the Air Force, regardless of position or rank, will be a leader.* **Airmen** may find themselves in a leadership situation or position at any time. This may be a result of experience, seniority, promotion, or by being thrust into a leadership role as a result of a sudden, catastrophic event. In any instance, airmen will be more effective leaders if they start learning and preparing for leadership upon entry into the Air Force.

Leadership is an art. Airmen must work to perfect this art by developing a leadership style that capitalizes on their particular individual strengths. **While one may exhibit a personalized or developed leadership style, leaders must be flexible since methods, ideas, or techniques effective in one situation may not be effective in another.** Regardless of the situation, good leaders are adaptable, balancing their units' needs while remaining focused on mission success. Bottom-line: Skillful leadership is always required.

LEADERSHIP versus MANAGEMENT

The focus of leadership is people. We lead people, we manage things.

Or

Leaders do the right thing while managers do things right.

COMMITMENT AND PREPARATION

Upon entering, or being appointed to a position in the Air Force, military members and civilian employees take an oath signifying their

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personal commitment to support and defend the Constitution of the United States, a commitment and willingness to lead, for the duration of their Air Force career. Implied in that oath is the responsibility to do their duty and lead others in the exercise of that duty. The oath is more than just lofty and patriotic words. It is a solemn promise to do one's duty and meet one's responsibilities. Each airman is in a position of esteem, respect, and privilege that carries with it a professional responsibility to lead others in the defense of the United States and the Constitution.

USAF Oath of Office/Enlistment

Why we administer an Oath of Office and Enlistment:

1. Legal Requirements. Federal law requires persons enlisting in the Armed Forces, or persons elected or appointed to a position of honor or profit in the government of the United States, to subscribe to an oath before beginning in the position.

2. Taking the Oath. People being appointed or commissioned in the Regular Air Force, Reserve of the Air Force, or US Air Force (Temporary), or being appointed as a civilian employee, must execute the oath of office/enlistment when they accept the appointment or commission. Very simply, an oath is a promise—an ethical agreement or bond of a person's word.

It is with these oaths that we, as Air Force members, first commit ourselves to our basic core values, placing service to our Constitution, our President, and our compatriots before ourselves. It is where we place integrity on the line by giving our word as our bond. And it is where we swear (or affirm) to “well and faithfully” discharge our duties or obey orders, thus committing ourselves to excellence.

An individual, except the President, enlisting in, or elected or appointed to an office of honor or profit in the civil service or uniformed services, shall take the appropriate oath:

<p>Officer and Civilian I (Full Name), Having been appointed a (Grade in which appointed)</p> <p>Do solemnly swear (or affirm) that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same;</p> <p>And that I take this obligation freely, without any mental reservation or purpose of evasion;</p> <p>And that I will well and faithfully discharge the duties of the office upon which I am about to enter,</p> <p>So help me God.</p>	<p>Enlisted I (Full Name),</p> <p>Do solemnly swear (or Affirm) that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same;</p> <p>And that I will obey the orders of the President of the United States and the orders of the officers appointed over me, according to regulations and the Uniform Code of Military Justice,</p> <p>So help me God.</p>
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Leaders prepare for challenges through the career-long study and application of the art of leadership. Successful military leaders generally exhibit common character traits and embrace tried and true leadership principles. Since no one is born with these traits or principles, all airmen must strive to develop and hone their skills, build on expertise in their specialties, learn from others' experiences, study military history, and observe their environment. Throughout their career they read, observe others' actions, solicit advice, and become attuned to the myriad social, economic, and political factors that shape the Air Force and the world. Successful leaders need to develop an awareness of all issues and situations that can affect mission accomplishment. It may be more comfortable to focus only on the larger war-fighting issues, because military training often focuses on those, but many times it's the smaller, less obvious ones that do the most damage. Observing the total environment and being proactive in eliminating any potential detriment to personal or mission readiness are critical for effective leadership.

Study others' leadership styles—Successful leaders learn from and build upon the lessons of past leaders. There is nothing wrong with adopting another person's leadership style, if it works. Airmen should think about past or current coworkers, bosses, or commanders who are considered effective leaders. What leadership style and attributes did they possess? If their style and attributes were effective, airmen should use them or adapt them to the situation.

Embrace the Air Force core values and proven leadership traits and principles. The Air Force core values, integrity first, service before self, excellence in all we do, apply to all airmen. These values are the bedrock of a viable Air Force culture. Every airman plays an important role in sustaining this culture. The Air Force requires every airman to reflect these values, traits, and principles at every level when performing the Air Force mission—our success in war and peace depends upon it. Core values and leadership principles set a baseline for the Air Force.

AIR FORCE LEADERSHIP PRINCIPLES

An Air Force leader is flexible enough to meet changing circumstances, competent enough to perform under adverse conditions, courageous enough to lead at the risk of life or career, and honest enough to stand on principle and to do what is right. Leadership principles are guidelines that have been tested and proven over the years by successful leaders. Some key principles of leadership are:

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Take Care of Your People

People are our most valuable resource who should be cared for to the best of a leader's ability. The time and effort a leader spends taking care of subordinates and coworkers will be amply rewarded in increased unit morale, effectiveness, and cohesion. Leaders should encourage all unit members to reach their maximum potential and thus their value to the Air Force. An effective and thorough effort to resolve threats to individual and family well being will free airmen to achieve their full potential.

Retention is a direct reflection of Leadership.

Anonymous

Motivate People

A leader's challenge often is motivating others to set and achieve high standards. *Motivation is the key to successful leadership.* The ability to generate enthusiasm about the mission may be the single most important factor in leadership. The best way for a leader to do this is to demonstrate enthusiasm about the mission and to frequently communicate that enthusiasm to their followers.

Doolittle's Raid

In the beginning of 1942, the Axis powers looked invincible.



Then-Lieutenant Colonel James Doolittle devised a plan for a raid on the Japanese homeland for strategic effect and as a way to raise morale. He proposed launching twin-engine B-25 bombers from the deck of an aircraft carrier to bomb selected cities in Japan.

Doolittle trained volunteer crews to take off in only 450 feet of runway instead of the usual 1,200 feet. The planes were loaded aboard the USS Hornet in March 1942. The plan was to launch the bombers within 400 miles of the Japanese coast, bomb their targets, and recover to airfields in China.

Believing Japanese picket boats detected them, the planes were launched 800 miles from the coast. The 16 bombers struck Tokyo, Kobe, Nagoya, and Yokohama. Because of the added distance, no plane reached the Chinese airfields. Most crash-landed in China with one plane landing in the Soviet Union. Of the 75 fliers who landed in China three died in accidents and the Japanese captured eight. The rest returned to the United States. Although the raid inflicted little physical damage to Japan, it gave a needed lift to morale in the United States.

For his leadership, Doolittle was promoted to brigadier general and received the Medal of Honor. His citation reads: "For conspicuous leadership above and beyond the call of duty, involving personal valor and intrepidity at an extreme hazard to life. With the apparent certainty of being forced to land in enemy territory or to perish at sea, Lt. Col. Doolittle personally led a squadron of Army bombers, manned by volunteer crews, in a highly destructive raid on the Japanese mainland."

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Be a Follower

The Air Force expects all its leaders first to be followers. Airmen observe their leaders and take from them successful traits while avoiding those traits that are counterproductive. Good followers also understand and take personal pride in their contribution to the total Air Force mission; they have the strength of character to be gratified by the collective pride in a fine team effort without seeking individual reward. Effective followers have the strength of character to flourish without seeking “hero” status and are willing and able to participate in a team effort to effectively employ aerospace power.

Learn to obey before you command.

Solon
Athenian Philosopher

Know Your Job

Airmen will follow a competent person who has the knowledge necessary to complete the mission. Part of a leader's responsibility is to ensure subordinates know their jobs. The Air Force leader must have a broad view of the mission, and should ensure all members understand how their efforts contribute to mission accomplishment.

Know Yourself

Successful leaders know their own strengths and weaknesses. Capitalize on your strengths by developing a leadership style that complements them. Don't, however, ignore your weaknesses. Recognize them and strive to overcome them. In the interim, select team members whose strengths compensate for your weaknesses so that your collective efforts will get the task done.

Set the Example

Leaders should set a high standard for themselves and those around them. *People will observe positive as well as negative characteristics and emulate them.* Lack of self-discipline undermines a leader's authority, dilutes effectiveness and, ultimately, impairs one's ability to perform the unit's mission. Especially in the profession of arms, *a leader's actions must*

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be beyond reproach if he or she is to be trusted. Deviations from high standards will only be amplified and the message of a leader's actions will permeate the entire organization. Regardless of how strongly leaders feel about themselves, it is the public perception of actions that count in the end and become "reality." A leader's lack of self-discipline undermines a leader's authority, dilutes effectiveness, and, ultimately, impairs the ability to perform the unit's mission. Airmen expect their leaders to set the example. Don't weaken your unit by ignoring your own or others failings. Strive to prevent lax standards and develop a commitment to excellence within the unit.

After a lengthy oration on war in general and the Southwest Pacific war in particular, General MacArthur told [General] Kenney that he wanted an air commander who would be loyal to him. Kenney, who grew restive and "madder than hell" as the lecture proceeded, got off the sofa and said to MacArthur: "General, I didn't ask to come out here. You asked for me. I think it's one of the smartest things you ever did, because I am the best ... air force commander in the world today." MacArthur started to say something, but Kenney kept right on talking. He said that his airmen would be loyal to MacArthur "because my gang is always loyal to me, and through me they will be loyal to you. You be loyal to me and my gang and make this thing fifty-fifty, or I'll be calling you from San Francisco and telling you that I have quit." Kenney figured he would be on his way back to Washington the next day. In Kenney's words, "But the Old Man looked at me kind of funny. He walked over and put his arm around my shoulder and said, 'You know, George, I think you and I are going to get along with each other just fine.'"



General George Kenney

John L. Frisbee

Makers of the United States Air Force

Communicate

Information flow should be unimpeded and two-way within the unit. Successful leaders listen to what people have to say and strive to keep all channels of communication open. In particular, a leader tactfully and clearly communicates ideas with coworkers, participates in effective group decision making, and is receptive to ideas for improving the unit and better accomplishing the mission. Good leaders understand that subordinates' perceptions may be different from what they are trying to communicate. Leaders should strive for clear communication.

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The German Army in the early 1800s developed the concept of Auftragstaktik, or mission-oriented tactics; the US Army uses its Commander's Intent; the Air Force has its Mission Brief. All are designed to directly communicate to subordinates the objective of the commander, yet allow them the ability to reach that objective in the manner they deem most effective.

Educate Yourself and Others

Professional military education, professional development (continuing civilian education), off-duty education, technical training schools, and on-the-job training are formal means to train airmen. Informal training, practice, and personal experience are crucial supplements to formal training. Leaders look to mentor and train airmen to more effectively accomplish the mission. Greater efficiencies are possible with a highly trained and skilled force, therefore, education must be a top priority.

Equip Your Troops

Ensure your troops have the right tools to perform the mission. If they do not have the proper tools, obtain them. Proper tools include equipment or facilities that aid mission accomplishment. Occasionally, needed tools are not available in enough quantity or are not available at all, despite your best efforts to obtain them. In these situations, a good leader works to develop a creative alternative and solicits solutions from other airmen. A poorly equipped force cannot capitalize on its extensive training and requires more personnel or time to accomplish its mission than a properly equipped force.

Accept Responsibility

Leaders are responsible for performing the mission. If successful, the unit deserves praise; if it fails, the leader is accountable for the consequences. Unwillingness to accept responsibility destroys credibility as a leader and breaks the bond of trust, respect, and loyalty vital to teamwork.

An officer or commander who fails to be involved and stay engaged has failed the basic test of leadership-acceptance of responsibility.

**General Mike Loh, USAF
Commander, Air Combat Command (1992-1995)**

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Develop Teamwork

Leaders cannot accomplish the mission alone. It is also impossible for followers to accomplish the entire mission while working completely alone. A good leader works to build airmen into a cohesive team that works together to accomplish the mission. Only a true team will avoid the trap where only one person in the unit is able to accomplish any one aspect of the mission.

So, who is this Air Force team? And, who represents its core? I will tell you the Air Force is made up of a mosaic of people with a variety of skills, functions, and capabilities. Some of them wear missile badges, some wear medical badges, some wear security badges, some wear no badges at all and some wear aviation badges. But, the fact of the matter is—this is an Air Force of active duty, Guard, Reserve, and civilians that has a reservoir of expertise that we rely upon daily. No one group is any more or less important than another. Those who understand this are the heart and soul of our Air Force.



**General Ronald R. Fogleman, USAF
Chief of Staff (1994–1997)**

Read, Study, Watch, and Prepare

The day will come when you look for the leader and find it is you. Neither the Air Force nor the mission can tolerate any leader who is ill prepared. Should you someday be privileged to command, your leadership abilities, matured through a career of learning and acting, are critical to your new responsibilities. The leading and enabling of people and accomplishing the mission are awesome and extremely rewarding opportunities.

LEADERSHIP OUTSIDE THE COMMAND STRUCTURE

A leader does not need to be a commander. Leadership exists both inside and outside the formal command structure of a military organization. A civilian or military supervisor, an airman in a two-person shop, or a newly commissioned lieutenant can be a leader. Rank and status do not always confer leadership. Mission accomplishment requires not only vi

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sion and direction from senior individuals, but also those junior in grade to stand on courage and give those senior an honest assessment of the situation. Thus, while not every airman is eligible to command, all airmen will have the opportunity and responsibility to lead. Integrity and selflessness, coupled with the ability to motivate, are the hallmarks of good leadership.

Every organization has a formal leader and most also have informal leaders. Informal leaders influence others' opinions and are the ones sought after most often for information and advice. Commanders should know who their informal leaders are and can tap into their informal communication channels by communicating with them frequently. Likewise, informal leaders need to make sure they are good followers as their influence may be more powerful than they imagine.

Air Force core values are fundamental and timeless in nature and reach across the entire force. Our core values are values for service, values for life, and must be reflected in everything that we do.

Global Engagement, A Vision for the 21st Century

WHAT AIR FORCE CORE VALUES MEAN: INTEGRITY FIRST, SERVICE BEFORE SELF, EXCELLENCE IN ALL WE DO

Air Force core values bind airmen together as a fighting force and motivate them toward the greater goals of securing our freedom, defending the Constitution, and protecting the nation. They are a common bond, tying airmen to the great warriors and leaders of the past. *Core values are not doctrine per se, but are enablers of Air Force doctrine, just as the core competencies are enablers.*

All airmen—officer, enlisted, active, reserve, and guard—must embrace the Air Force core values. These values are the common bond among all airmen and the glue that unifies the force.

Core values are more than minimum standards—they require sacrifice to get the mission done. If airmen choose to only embrace a portion of these values, they place their fellow Service members at a significant disadvantage and erode the steadfast dedication necessary for accomplishment of the Air Force mission. Success depends on a common purpose, a common ground, and mutual trust.

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Air Force core values represent timeless military virtues—the values that set apart those who willingly take up the profession of arms from society at large. Embracing them means joining the profession of arms—in this sense, the core values are the price of admission for induction into the fraternity of airmen. These values reflect the collective wisdom of those who have gone before and the qualities required of an airman.

These core values point to what is universal and unchanging in the profession of arms. They invite airmen to consider the key attributes of professional service. By examining integrity, service, and excellence, one discovers the importance of duty, honor, country, dedication, fidelity, competence, and a host of other professional requirements and attributes. This transition from self toward selflessness is not constrained to time in service. Selflessness continues, in the fine tradition of the militia and citizen soldier, into the nation's larger community. In this way, applying these values becomes a lifelong effort to not only better oneself, but also the nation. Service to the nation and defense of its founding ideals never really cease.

...that one unchanging, bedrock fundamental in our leadership makeup is integrity-uncompromising and complete. A military man can be accused of most anything and still survive, but without integrity, he is useless.

**General John M. Palmer
Special Advisor to General of the Army Marshall WW II**

INTEGRITY FIRST

Integrity is the willingness to do what is right even when no one is looking. It is the “moral compass”—the inner voice; the voice of self-control; the basis for the trust imperative in today's Air Force.

Integrity is the single most important part of your character. You should make who you are and what you stand for as much a part of your professional reputation as your ability to perform your duties. We must be professional, both in and out of uniform. Integrity is not a suit we can take off at night or on the weekend or wear only when it is important to look good. Instead, it is the time that we least expect to be tested when possessing integrity is critical. People are watching us, not to see us fail, but to see us live up to their expectations of us.

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Integrity is the ability to hold together and properly regulate all the elements of one's personality. A person of integrity acts on conviction, demonstrating impeccable self-control without acting rashly.

Integrity encompasses many characteristics indispensable to military service:

- ✦ **Courage.** A person of integrity possesses moral courage and does what is right even if the personal cost is high.
- ✦ **Honesty.** In the Service, one's word is binding. Honesty is the foundation of trust and the hallmark of the profession of arms.
- ✦ **Responsibility.** Airmen acknowledge their duties and take responsibility for their own successes or failures. A person with integrity accepts the consequences of actions taken, never accepting or seeking undue credit for the accomplishments of others.
- ✦ **Accountability.** No airman with integrity tries to shift the blame to others; "the buck stops here" says it best.
- ✦ **Justice.** Airmen treat all people fairly with equal respect, regardless of gender, race, ethnicity, or religion. They always act with the certain knowledge that all people possess fundamental worth as human beings.
- ✦ **Openness.** As professionals, airmen encourage a free flow of information within the organization and seek feedback from superiors, peers, and subordinates. They never shy from criticism, but actively seek constructive feedback. They value candor in their dealings with superiors as a mark of loyalty, even when offering dissenting opinions or bearing bad news.
- ✦ **Self-Respect.** Airmen respect themselves as professionals and as human beings. People with integrity always behave in a manner that brings credit upon themselves, their organization, and the profession of arms.
- ✦ **Humility.** Airmen comprehend and are sobered by the awesome task of defending the Constitution of the United States of America.

SERVICE BEFORE SELF

As an Air Force core value, service before self represents an abiding dedication to the age-old military virtue of selfless dedication to duty at all times and in all circumstances—including putting one's life at risk if

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called to do so. The service before self value deals with accepting TDYs, accomplishing your job without scheming to accept jobs that get “face time” while others have to do the mission. Further, service before self does not mean service before family. You have a duty to your family as strong as that to the Service. The difference is, there are times the Service and nation will require you to be away from home. Your responsibilities to your family include preparing and providing for your family when you deploy or duty requires you to be away. The moral attributes stemming from this core value include:

✪ **Duty.** Airmen have a duty to fulfill the unit’s mission. Service before self includes performing to the best of one’s abilities the assigned responsibilities and tasks without worrying how a career will be affected. Leaders exercise judgment while performing their duties; they understand rules exist for good reason. They follow rules unless there is a clear operational or legal reason to refuse or deviate.

In August 1950, while working at the base bakery at what is now Travis Air Force Base (Calif.), Sergeant (Sgt) Paul Ramoneda witnessed a B-29 crash right in front of his duty station. Ramoneda and three fellow airmen ran toward the aircraft and rescued eight crew members. Although warned to stay away, Ramoneda returned to the plane determined to rescue more of the crew members. The subsequent explosion killed Ramoneda and the remainder of the crew and left a 60-foot crater.

✪ **Respect for others.** Good leaders place the troops ahead of personal needs or comfort. They always act in the certain knowledge that all people possess a fundamental worth as human beings.

They [your troops] want to know how much you care, long before they care how much you know.

**Lieutenant General Robert Springer, USAF
USAF Inspector General Aug 85 - Oct 88**

✪ **Self-Discipline.** Air Force leaders are expected to act with confidence and determination in all they do. They refrain from openly displaying self-pity, discouragement, anger, frustration, or defeatism. Leaders are expected to exercise control in the areas of anger, inappropriate actions or desires, and intolerance.

✪✪ **Anger.** Service professionals—and especially commanders at all echelons—are expected to refrain from displays of anger that would bring discredit upon themselves and the Air Force.

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✪✪ **Inappropriate actions or desires.** Leaders are guided by a deeply held sense of honor, not one of personal comfort or uncontrolled appetites. Abuse of alcohol or drugs, sexual impropriety, or other undisciplined behavior is incompatible with military service. It discredits the profession of arms and undermines the trust of the American people. All airmen maintain proper professional relationships with subordinates, superiors, and peers.

✪✪ **Intolerance.** Military professionals must remember that personal choices are a matter of individual conscience. Airmen, especially commanders, must not take it upon themselves to change or coercively influence the personal views of subordinates. Leaders understand an organization can achieve excellence when all members are encouraged to excel in a cooperative atmosphere free from fear, discrimination, sexual harassment, intimidation, or unfair treatment.

✪ **Confidence in Air Force leaders.** Airmen should exhibit confidence in their leaders and chain of command. American military professionals demonstrate allegiance to the Constitution and loyalty to the military chain of command and the civilian National Command Authorities—regardless of political affiliation.

EXCELLENCE IN ALL WE DO

This core value demands airmen constantly strive to perform at their best. They should always strive to exceed standards objectively based on mission needs. This core value demands a continuous search for new and innovative ways of accomplishing the mission. There are several aspects of excellence: personal, community, resource, and operations.

Personal Excellence

Airmen seek out and complete professional military education, stay in top physical and mental shape, and continue to refresh their general educational backgrounds. Airmen must ensure their job skills, knowledge, and personal readiness are always at their peak. Strength is shown when personal problems or shortfalls that may harm mission accomplishment are not only identified, but also are dealt with in a proactive manner.

Community Excellence

Community excellence is achieved when the members of an organization work together to successfully reach a common goal in an atmosphere

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that preserves individual self-worth. No airman wins the fight alone—even the single-seat fighter pilot relies upon scores of maintenance and support personnel to accomplish every sortie. Leaders strive to foster and maintain the synergy that emanates from a well-trained and well-disciplined Air Force unit.

Resource Excellence

Excellence in all we do also demands that we aggressively implement policies to ensure the best possible use of resources. Understanding that budgets are not limitless, Air Force leaders aggressively protect and manage both human and material resources. *The most precious resource is people*, and an effective leader does everything to ensure all personnel are trained, fit, focused, and ready to accomplish their missions. Leaders effectively use their resources to perform assigned tasks and understand they should only obtain resources necessary to accomplish their missions.

Operations Excellence

The Air Force leader understands that all efforts in manning, training, and equipping aerospace forces are directed at providing matchless aerospace power to secure the national interests of the United States. Airmen should be prepared for joint and multinational operations by learning the doctrine, capabilities, and procedures of other Services and allied forces.

CHAPTER THREE

COMMAND



Frederick the Great
King of Prussia

The commander should practice kindness and severity, should appear friendly to the soldiers, speak to them on the march, visit them while they are cooking, ask them if they are well cared for, and alleviate their needs if they have any. Officers without experience in war should be treated kindly. Their good actions should be praised. Small requests should be granted and they should not be treated in an overbearing manner, but severity is maintained about everything regarding duty.

GENERAL

Command encompasses more than just the authority to impose discipline. It includes the authority and responsibility to effectively employ the people and resources placed under a commander's control to accomplish the assigned mission. This section outlines some of the key attributes of good commanders.

COMMITMENT AND PREPARATION

Commander must understand the scope of their duties and the unit mission, and know what is expected. By being aware of these aspects of the commander's role, the commander can properly prepare for the significant challenges and opportunities that lie ahead. Commanders should determine their own personal balance between dedication to the unit and the mission and subordinating their entire time to them.

Command is a tough, 24-hour-a-day job. Commanders are ultimately responsible for accomplishing the unit's mission; they cannot delegate that responsibility. If an aircraft crashes due to pilot error, the commander may be responsible for allowing an unsafe or unqualified pilot to operate the aircraft. If an intruder gains access to a restricted area or steals government property, the commander may be responsible for failure to prevent unauthorized access to Air Force property or assets.

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I had [the general] assemble his whole staff and tried to give them a picture of New Guinea. That was where the war was and it was not moving to Australia. Those youngsters up there were our customers and customers are always right. Our only excuse for living was to help them. We might work ourselves into having stomach ulcers or nervous breakdowns, but those things were not fatal. The work those kids in New Guinea and at Darwin were doing, however, had a high fatality rate. They deserved all they could get. Most of the crowd appreciated what I was talking about. The others would go home.

**General George Kenney
Air Commander for General MacArthur (1942-1945)**

Commanders must get out from behind their desks and lead by example. *Successful commanders do not wait for issues or problems to bubble up, and then react with a memorandum during normal duty hours.* The boss must lead and motivate subordinates to accomplish the mission. This means getting hands dirty from time to time or showing up at the work center at 0300 to chat with the personnel who got stuck working over the holiday weekend. This is how commanders can learn firsthand how their unit is performing the mission and what their troops' morale really is. The payback in terms of morale and productivity from this simple practice will be rewarded many times over. Honest commanders let their people know where they stand on issues and encourage innovation, creating an atmosphere of trust and confidence. Without this atmosphere, the commander will spend more time putting out fires than getting on with the business at hand—the mission.

Unity of Command

In any military unit, there is a legal requirement for one individual to be the commander. Successful military operations depend on unity of command—the concept that there must be a single commander at each level of command. If formally appointed to command, the person is just that—a unit commander. However, it is important to remember that official orders alone do not make a commander a leader.

A commander must learn and refine the difficult art of leading a wide variety of people, each with different backgrounds, interests, and motivations, towards a common goal. Achieving the common goal will be even harder if commanders expect individuals to follow them strictly because of their legal authority under the Uniform Code of Military Justice (UCMJ).

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Appointment to or assumption of command obligates the commander to practice the art of good leadership. The following discussion clarifies what is expected of a commander and a leader.

AIR FORCE EXPECTATIONS

Commanders are expected to lead people, manage resources, and accomplish the mission. In fulfilling these expectations, effective commanders keep in mind two fundamental—and sometimes opposing—responsibilities: accomplishment of the **mission** and care of their **people**. This is the Air Force's basic concept of leadership, and a commander's attention should focus on balancing these two responsibilities. The commander's task is to find this balance in each particular situation. Clearly, these two aspects of responsibility are very complex in themselves. Each responsibility of the commander to the mission and people has additional factors that influence commander effectiveness: training, experience, leadership style, the environment, and the commander's vision.

The Mission

The primary task of a military organization is to perform its mission. *A commander must know the unit's mission.* Without a clear mission focus, even the most capable officer may be a failure as a commander. Most missions involve many complex tasks. The commander has the responsibility to prioritize mission taskings, translate them into clear orders, and apportion personnel and resources to carry them out. Whenever possible, the commander should involve subordinates in this process to maximize understanding of the mission and foster a sense of purpose within the unit.



No matter how well you apply the art of leadership, no matter how strong your unit or how high the morale of your men, if your leadership is not directed completely toward the mission, your leadership has failed.

**General Curtis E. LeMay
Air Force Chief of Staff (1961-1965)**

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Although every commander should have sincere pride in the unit's abilities, the Air Force expects honest and candid appraisals of a unit's shortcomings. Commanders should correct shortfalls in training, personnel, or resources as soon as recognized, ideally before deployments or combat operations occur.

In addition to the mission, the commander should know the capabilities of unit personnel to accomplish the mission effectively. There will rarely be enough personnel or resources to do everything required and the commander's job will be to make the tough decisions—keeping the balance between mission and people.

The People

People perform the mission—they are the heart of the organization. Without their effort, a unit will fail. A commander's responsibilities include the morale, welfare, training, care, and support of unit personnel. A successful commander continually ensures the people's needs and those of their families are promptly and properly met. When warranted, a commander will refer unit personnel to appropriate assistance organizations to receive the help they need and to prevent mission degradation.

The people who make up our Air Force team are the most important thing for our Service to focus on. They are the foundation of our strength. We must recruit, train, and retain the highest quality force possible. If we are to be successful, then we must take care of our people and their families.

**General Ronald Fogleman, USAF
Air Force Chief of Staff (1994-1997)**

Training and Education

Since experience can only be gained over time, the Air Force relies on training and education to equip all its airmen with the skills necessary to perform successfully. Training teaches the individual “how to do” and comes in many forms. It can be formal, informal, or on-the-job training (OJT). *Formal training* begins with one of the formal basic training programs—Basic Military Training School, Air Force Officer Accessions and Training Schools (which include Air Force Reserve Officer Training Corps, Officer Training School, Basic Officer Training School, and Commissioned

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Officer Training School), or the Service academies—that lay the professional foundation for all uniformed airmen. It continues throughout an airman's career in the form of technical, upgrade, civilian, and short-course training. *Informal training* also continues throughout airmen's careers; it represents personal efforts to gain broader or deeper skills and knowledge related to their duties. Informal training can include self-study, mentoring, and any other form of experience-enhancing training. OJT spans the divide between training and experience. OJT's true value is the hands-on, day-to-day transfer of experiences and professional knowledge from the "old heads" and "gray beards" to younger airmen. Education teaches the individual "how to think." Professional military education and post graduate-level education at appropriate times are major elements of ongoing formal education. Training and education lay a foundation of personal readiness. Commanders should support them with funding, time, and enthusiastic encouragement. See the AFDD on Education and Training for a detailed presentation on the airman's perspective of training and education.

Medal of Honor recipient Sergeant John L. Levitow credited his heroic action under fire to Air Force training. Levitow is the lowest ranking airman in history to earn the Medal of Honor. On February 24, 1969, Levitow was a loadmaster aboard an AC-47. The aircraft was hit by 82 mm mortar fire over Long Binh, South Vietnam. Levitow says he remembers the pilot yelling back to the crew, but he doesn't remember anything after that.



All members in the cargo compartment were wounded, with Levitow receiving more than 40 shrapnel wounds. The aircraft sustained more than 3,500 fragment holes in the fuselage and a two-foot wide hole through the wing. Levitow saw a magnesium flare thrown into a jumble of spilled ammunition canisters by a mortar blast. Although the 23-year-old lost blood and partial feeling in his right leg, Levitow threw himself on the flare, hugged it to his body, dragged himself to the open cargo door and pitched it out, where the flare ignited in almost the same instant.

"What I did was a conditioned response. I just did it," he said, crediting his training.

Experience

Experience is the knowledge about a job or mission that can only be gained through direct observation and participation. It involves exposure to a variety of situations. It takes time and opportunity to gain experience. Experience levels vary widely. The commander should know each individual's experience level and ability to perform in various situations.

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Although rank or grade may be a good initial indicator of overall experience, rank or grade alone does not guarantee ability or competence. Even experienced airmen should continually hone their skills to ensure sustained top performance. A commander should be thoroughly competent and set the example by always striving for self-improvement.

Commander's Leadership Styles

Successful commanders should adapt their leadership style to capitalize on their strengths and to meet the mission demands. While some commanders speak well and others write well, it is up to the individual to capitalize on his or her strengths. Much has been written on leadership styles by some of our greatest leaders, but all agree there are many successful leadership styles.

Whenever possible, a commander should foster a sense of ownership by all personnel performing in the unit. When a unit is experienced and enthusiastic about its mission, the commander should provide its members greater freedoms to complete their mission. At other times, people in a unit are not motivated to do a job well. In such circumstances, include them in planning the task. Define what success will look like and then give them the opportunity to succeed. The commander, however, is still ultimately responsible for the mission and should stay informed of the group's progress. The most effective leadership style is the one tailored to the mission, the people, and the environment.

The Environment

Commanders should carefully assess the environment in which they work. Leadership methods, which worked in one situation with one group, may not work with the same group in a different environment. Consider the squadron based in the United States that now deploys overseas for an extended period of temporary duty. Problems such as billeting or food service difficulties, equipment or parts shortages, family separation, inclement weather, language and cultural differences, and issues with allied or sister Service personnel may occur. Any of these can create an entirely new environment with which the commander must cope. The commander should tailor the leadership style to accommodate changes in the environment of the given mission.

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Vision

Each commander should create a vision that places the unit in a position to protect and defend our nation's interests. This vision should clearly state how the unit is to accomplish the mission and effectively operate as a member of an Air Force, joint, or coalition team. The vision should also recognize the role unit members play in getting the job done and what skills and traits are required of each member. It should reaffirm the core values of "integrity first," "service before self," and "excellence in all we do."

A big part of our vision process is an understanding by our people that this new vision will not result in abrupt or unnecessary changes to the way we are going about our business of providing combat capability for the nation. In the end, that's what counts ... being able to defend America ... to fight and win the nation's wars when called upon to do so.

**General Ronald R. Fogleman, USAF
Chief of Staff (1994-1997)**

Although the unit's vision statement is often written and placed on the wall outside the commander's office, it is imperative the commander communicate where the unit is going and its members comprehend that direction.

LEGAL BASIS OF COMMAND

In Article II of the US Constitution, the President is appointed commander in chief (CINC) of all US armed forces. Within the Air Force, every commander's authority is based on a delegation of the President's constitutional powers as the commander in chief. Congress also has the authority to provide specific guidance on the command structure of the armed forces, determining for example that all command authority over US armed forces should pass from the President and Secretary of Defense directly to the combatant and unified commanders.

All Air Force members must fall under the command of a military officer, and by extension all regularly formed units—squadrons, groups, wings, numbered air forces (NAFs), and major commands (MAJCOMs)—must have a single commander. Organizations like staffs that are not

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standard Air Force units do not have commanders. Airmen assigned to such organizations must therefore fall under the commander of a higher echelon or be attached for command purposes to a separate unit that does have a military commander.

Officers become commanders either by assuming command on the basis of rank or through appointment to command by a higher echelon commander. Only two civilians may occupy command positions: the President and the Secretary of Defense. Enlisted members may not be commanders.

Unless restricted by a higher echelon commander, all commanders have certain inherent authority and responsibilities. These include effectively using assigned personnel and resources to plan, employ, organize, direct, coordinate, and control their forces to accomplish assigned missions. Unless restricted by a higher echelon commander, all commanders have disciplinary authority under the UCMJ over members of their command.

CHAPTER FOUR

WHAT AIRMEN NEED TO KNOW TO LEAD AND COMMAND

If you know the enemy and know yourself, you need not fear the result of a hundred battles. If you know yourself but not the enemy, for every victory gained you will also suffer a defeat. If you know neither yourself nor your enemy, you will succumb in every battle.

Sun Tzu
The Art of War

GENERAL

It is imperative for all members of the Air Force to understand the way in which the Air Force best employs its limited aerospace assets. Imagine how well prepared any plan would be if the Commander, Air Force Forces (COMAFFOR) could execute an aerospace operation which was planned, developed, and executed by airmen working “from the same sheet of music” or baseline towards a clearly understood objective.

AIRMAN'S MIND-SET

As with any work, always find out what the commander's style and requirements are. Understanding the air commander, as COMAFFOR is no different (see AFDD 2). Every airman to include the COMAFFOR should have a thorough understanding of aerospace capabilities, mission requirements, and theater limitations. With this knowledge, a COMAFFOR will be able to successfully develop and execute a comprehensive joint aerospace operations plan. To support this, all airmen should thoroughly understand current doctrine and the lessons derived from past aerospace operations. They can thereby avoid repeating past mistakes where limited assets were squandered, or worse, people were killed foolishly and avoidably. The COMAFFOR is in the unique position to employ the forces organized, trained, and equipped for both the conduct of prompt and sustained operations involving aerospace power.

All airmen should understand the functions of the Air Force as directed by the Department of Defense (DOD) (see DOD Directive 5100.1) and promulgated in AFDDs 1 and 2. These include providing organized, trained, and equipped forces to execute the following functions: *counterair*;

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counterspace; counterland; countersea; strategic attack; counterinformation; command and control; airlift; air refueling; spacelift; special operations employment; intelligence, surveillance, and reconnaissance; combat search and rescue; navigation and positioning; and weather services.

The Air Force executes these functions through core competencies: aerospace superiority, precision engagement, information superiority, global attack, rapid global mobility, and agile combat support. The COMAFFOR is the airman who will employ these functions to provide aerospace power to a combatant commander. Excellence in Air Force core competencies allows it to play a significant role in the full range of operations.

WHAT AIRMEN BELIEVE

The enemy is either leaving or dying; those are his choices.

**Major General Charles Link, USAF
Special Assistant to the CSAF for the
National Defense Review (1996)**

Centralized control enables the full utilization of the unique capabilities of aerospace power. More importantly, aerospace power is best employed at the theater level, directly achieving strategic effects. Centralized control is linked to decentralized execution—the delegation of execution authority to responsible and capable lower-level commanders to achieve effective span of control and foster initiative, situational responsiveness, and tactical flexibility. Breaking aerospace power into widely scattered units—“penny packets” of air power—only fritters away the ability to mass forces, achieve effects, and move on. The analogy is of one powerful fire hose of capability or 150 separate garden hoses of incapability. Airmen employ *aerospace power* as an *integrated force* achieving *synergistic effects* by maintaining a single common operational picture and communications, with concentration of mass.

Aerospace power employs as an **integrated** force capable of achieving greater synergism if it is effectively integrated and synchronized with joint and multinational forces. Aerospace power can contribute greatly to shaping the battlespace, but that contribution is not best cast as a rolling artillery barrage. The Air Force believes the battlespace to be a three-dimensional operating environment covering the entire theater. This is significantly different from the other Services' views that tend to focus on

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their assigned surface area of operation (AO). Aerospace power is not a land auxiliary in the sense of being winged artillery. The high explosive effects of aerospace power may seem like artillery rounds, but planning and employing aerospace power is significantly different than targeting with an artillery piece. Airmen need to carefully understand and weigh the differences when it comes to “effects,” “fires,” and “employment considerations for aerospace power”—all are not the same, and all are not like artillery fires.

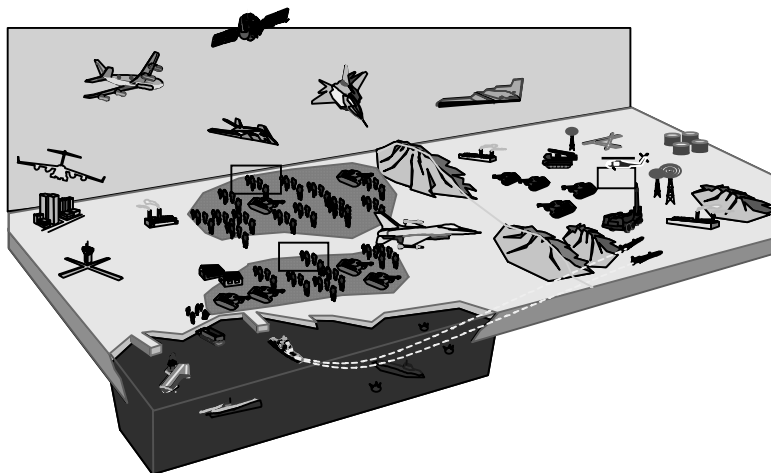


Figure 4.1. Airmen fight in a three-dimensional battlespace over the entire theater.

Aerospace power’s ability to quickly mass effects at long range makes it a premier maneuver force with devastating organic firepower. Used properly, it has the effect of forcing the adversary to attempt to be strong everywhere since the aerospace maneuver force can be rapidly applied anywhere.

Air superiority is the absolute first requisite step in dominant maneuver. Air superiority is not an end in and of itself. Neither is it a given; it must be won. When won, it provides freedom *from attack*, freedom *to maneuver*, and the freedom *to attack*. No American joint force has had to fight without air superiority since World War II.

Used properly, as an equal partner with land and maritime forces, aerospace power can set the conditions for success. It can channel, cut off, attrit, disrupt, and delay. The synergistic effects of combined aerospace

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surface forces' actions limit the adversary's options. The enemy is given two unattractive choices: contemplate not moving forces and risk being fixed and destroyed, or moving forces, exposing them even more to aerospace power.

Aerospace Power

- ✧ Aerospace power *requires* centralized control and decentralized execution
- ✧ Aerospace power is a precious resource to be *integrated*... not parceled out in penny-packets"
- ✧ Aerospace power has a theater-wide perspective and can mass quickly and decisively at any point
 - ✧✧ Aerospace power requires *integration*, not synchronization
 - ✧✧ Aerospace power is *not* merely a land auxiliary
- ✧ Aerospace power is a *maneuver force*
- ✧ Aerospace power can be part of a decisive team
- ✧ Aerospace superiority must be *won*
- ✧ Counterair—Cornerstone of dominant maneuver
 - ✧✧ Freedom from attack, freedom to maneuver, and freedom to attack
 - ✧✧ Offensive counterair and defensive counterair
 - ✧✧ Must be integrated against all forms of threat

Used properly, aerospace power can shape the battlespace and accomplish or set the conditions for success.

COMMANDER, AIR FORCE FORCES AND JOINT FORCES AIR COMPONENT COMMANDER (JFACC) PERSPECTIVES

For the COMAFFOR/JFACC to be most effective, the following are true:

Airmen must work for airmen.

A joint air tasking order (ATO) *requires* a JFACC.

- ✧ JFACC is a commander, not a coordinator.
- ✧ JFACC should be the air space control authority.
- ✧ JFACC should be the area air defense commander.
- ✧ JFACC should be the intelligence, surveillance, and reconnaissance authority (ISRA).
- ✧ JFACC should be the theater space authority.

Theaterwide responsibility requires *THEATERWIDE* Access.

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Airmen must work for airmen. Military leaders are quick to point out the ability to correctly employ forces only comes through years of training and experience. The same is true for aerospace forces. The COMAFFOR is the senior Air Force officer who presents Air Force forces to the CINC or joint forces commander (JFC). If the COMAFFOR is also the JFACC, he does not work for the joint forces land component commander or multiple corps commanders, the COMAFFOR/JFACC works for the JFC. If the COMAFFOR is not designated as the JFACC, he or she works with the JFACC, who assumes tactical control of the COMAFFOR's assigned and attached forces as directed by the JFC.



Soldiers and sailors speak solemnly about the years of experience that goes into training a surface commander, thus making it impossible for an outsider to understand their arcane calling. Yet they all feel capable of running an Air Force.

General Carl A. Spatz
First Air Force Chief of Staff (1947-1948)

If a joint ATO is published, that process requires a JFACC who has the authority to plan and execute it. The JFACC should come from the component with the preponderance of aerospace effects and the requisite ability to command and control it. The JFACC may not be an Air Force airman, but must be an **air-minded officer** skilled in the application of aerospace power.

The **JFACC** is a **COMMANDER**, not a coordinator. *The JFACC should be the airspace control authority (ACA) and the area air defense commander (AADC). The JFACC is the ACA as the primary user of the airspace and the AADC for centralized control of the Counterair mission.* Because the adversary's airpower may mass quickly anywhere in the battlespace, friendly forces must counter that threat by coordinating across the entire three-dimensional theater.

The place where ACA or AADC resides or conducts operations is not important, but the principle of **unity of command**—that the JFACC wears all of the hats and may delegate the conduct of operations to a subordinate—**is important**. Making the AADC a separate entity who works

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directly for the JFC risks a situation where two air operation plans may coexist.

*The JFACC should be the **intelligence, surveillance, and reconnaissance authority (ISRA)**.* The ISRA has the best view of the battlespace and the ability to dynamically retask aerospace resources to ensure intelligence, surveillance, and reconnaissance (ISR) requirements for all forces are filled by the best available system. In this manner, the JFACC can provide all components with vital target information to effectively eliminate the threat to friendly forces.

The JFACC requires theaterwide access because of broad responsibilities. That is what Joint Publication (JP) 3-09, *Doctrine for Joint Fire Support*, means when it says, “the JFC establishes priorities that will be executed throughout the theater and/or joint operational area (JOA) including within the land and naval force commanders’ [areas of operation] AOs. In coordination with land and/or naval force commander, those commanders designated by the JFC to execute theater and/or JOA-wide functions have the latitude to plan and execute these JFC prioritized operations and attack targets within land and naval AOs.”

In 1998, the Chairman of the Joint Chiefs of Staff stated in his amplifying memo on JP 3-09, *Doctrine for Joint Fire Support*, “Designating land and naval force commanders as supported commanders within their areas of operation (AOs) does not abrogate the authority of commanders tasked by the JFC to execute theater and/or JOA-wide functions.” Additionally, JP 3-03, *Doctrine for Joint Interdiction Operations*, amplifies the fact that “not all interdiction within an AO is responding to the land or naval force commander.” These critical points are self-evident to airmen.

We must command aerospace—not just administer an ATO!

**General John Jumper, USAF
Commander, United States Air Forces in Europe, 1999**

An airman can be the geographic, joint, or Combined Forces Air Component Commander (CFACC). When the response is “air-dominant,” the C/JTF and CFACC should be an airman, as in the examples of the combined Operation NORTHERN WATCH or Operation SOUTHERN WATCH.

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**THE COMMAND EXPERIENCE: LESSONS FROM
LEADERS AND AIRMEN OF THE PAST**

Former commanders have developed key recommendations they use to assist future commanders in learning this most important of Air Force jobs, that of a commander. Appendices A and B list some of this accumulated wisdom and experience for the COMAFFOR/JFACC and their staffs.

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EPILOGUE

THE UNITED STATES AIR FORCE PRESERVES THE NATION'S TREASURE—ITS MEN AND WOMEN

The Air Force, through its unique characteristics of range, speed, flexibility, and versatility is capable of operating over long distances from bases relatively remote from enemy forces. Aerospace forces engage the enemy with a minimum number of airmen directly exposed to hostile fire. In contrast, the surface Services require more of their forces to operate in much closer proximity to enemy units. The unique capabilities of aerospace forces, however, can greatly assist the other Services, allies, or coalition partners operating in close contact with enemy forces.

Through skilled leadership and command of airmen, we can help preserve American lives, even in the dangerous combat environment. We complement the other Services and coalition forces by our ability to shape the battlespace and destroy hostile forces before our land and sea forces ever close with the enemy.

At the very Heart of Warfare lies doctrine . . .

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Suggested Readings

Air Force Doctrine Documents

All Air Force officer assigned to high levels of command or staff, and certainly any officer who may potentially serve as a COMAFFOR, JFACC, or JFC, should be familiar with the full breadth of Air Force operations. As a beginning, they should read the entire series of the capstone basic and keystone operational doctrine documents.

- ★ AFDD 1, *Air Force Basic Doctrine*.
- ★ AFDD 2, *Organization and Employment of Aerospace Power*.
- ★ AFDD 2-1, *Air Warfare*.
- ★ AFDD 2-2, *Space Operations*.
- ★ AFDD 2-3, *Military Operations Other Than War*.
- ★ AFDD 2-4, *Combat Support*.
- ★ AFDD 2-5, *Information Operations*.
- ★ AFDD 2-6, *Air Mobility*.
- ★ AFDD 2-7, *Special Operations*.
- ★ AFDD 2-8, *Command and Control*.

Joint Publications

Joint Publication (JP) 0-2, *Unified Action Armed Forces (UNAAF)*.

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APPENDIX A

JFACC INITIAL PLANNING CONSIDERATION CHECKLIST

Know:

- ★ Commander in Chief (CINC)/Joint Task Force (JTF) Commander's Mission Objectives
- ★ Command Relationship Authority
- ★ Assigned Responsibilities
- ★ Type of Missions Required
- ★ Enemy Situation
- ★ Intelligence Assets and Resources Available
- ★ National Assets Available
- ★ Department of Defense (DOD) Resources Available
- ★ Civilian Assets and Resources Available
- ★ State Department Resources: Capabilities, Limitations, Geographic Limitations, and State Department Manpower Availability
- ★ Status of Forces in Area of Responsibility (AOR)
- ★ Air Forces Available
- ★ Surface Forces Available
- ★ Maritime Forces Available
- ★ Coalition Forces Available
- ★ Air Mobility Resources Available and Their Limitations and Constraints
- ★ Rules of Engagement (ROE)
- ★ Logistics
- ★ Prepositioned Resources
- ★ Local Logistics (Food, Supplies, POL, Jet Fuel) Available
- ★ Command, Control, Communications and Information Resources and Equipment Available
- ★ Special Technical Capability Available

Vital Documents:

- ★ Initial Tasking Order
- ★ Warning Order
- ★ JTF Operations Order
- ★ Air Forces Operation Order
- ★ Land Forces Operation Order
- ★ Maritime Forces Operation Order
- ★ Time-Phased Force and Deployment Data (TPFDD)
- ★ Operation Plan (OPLAN) with Annexes A-Z
- ★ Air Tasking Order (ATO)
- ★ Airspace Control Plan
- ★ Airspace Control Order
- ★ Air Defense Plan
- ★ Defended Asset List

APPENDIX B

THE COMMAND EXPERIENCE: LESSONS FROM LEADERS AND AIRMEN OF THE PAST

FIRST STEPS OF THE COMAFFOR/JFACC

The COMAFFOR/JFACC should:

Talk to the JFC as early as possible.

- ★ Meet with the component commanders as early as possible (face to name and personality).
- ★ Leave ego at home.
- ★ Start thinking seriously about the employment of aerospace power.
- ★ Include information warfare.
- ★ Contact National Reconnaissance Office for help as early as possible and be specific.
- ★ Develop time lines and ask for what is needed.
- ★ Set up briefing schedule and develop briefing team.
- ★ Produce Air Tasking Order (ATO), objectives, and Commander's Intent.

DEVELOP A GAMEPLAN . . .

The COMAFFOR/JFACC should:

- ★ Know and understand the JFC's interests, intent, and objectives.
- ★ Understand component maneuver scheme.
- ★ Develop a strategy to employ aerospace forces to achieve JFC direction/objectives.
 - ★★ Use guidance, apportionment and targeting (GAT).
 - ★★ Select targets which achieve desired effects (categories versus specifics).
 - ★★ Discuss Apportionment—by priority versus percentage.
 - ★★ Phasing—Consider parallel phasing by functions versus linear phases.

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- ✪✪ Air lines of communications.
- ✪✪ Measures of effectiveness (metrics).
- ✪ Do not hold air in reserve.
- ✪ Manage attrition so air is available when needed.
- ✪ Establish rules of engagement (ROE) for strikes between fire support coordination line (FSCL) and the forward boundary.
- ✪ Establish a standing ROE cell (allows geographically dispersed units to function from the same plan).
 - ✪✪ ROE should be developed from JTF objectives and intent.
- ✪ Determine desired end-state.

THOUGHTS ON WARFIGHTING . . .

The COMAFFOR/JFACC should:

- ✪ Work closely with the Director of Mobility Forces (DIRMOBFOR) and deputy, or JFACC if you are the deputy. Understand the air mobility role—Air lines of communication are key to sustainment and warfighting.
- ✪ Set the right environment to encourage innovative decisions.
- ✪ Have a plan for termination.
- ✪ Think airspace management early.
- ✪ Disseminate the master air attack plan as early as possible.
- ✪ Give the air command element guidance, directions, authority, and responsibility.
- ✪ Include special operations forces (SOF).
 - ✪✪ Know where they are operating to prevent fratricide.
- ✪ Plan for civil defense warnings—Scud alerts, etc.
- ✪ Consider combat search and rescue mission—May have SOF as back-up
- ✪ Remember naval or coalition capabilities
- ✪ Test run the ATO (produce/distribute)
 - ✪✪ Airspace plan, operations order (OPORD), special instructions (SPIN) etc.
 - ✪✪ Verify the ATO's accuracy
 - ✪✪ Develop distribution backup methods

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- ✧ Watch timing of battle damage assessment (BDA)/reconnaissance to time over target (TOTs) for overhead collection capability on critical target arrays. Do continual risk assessment.
- ✧ Gain an appreciation of the goals and problems of the theater commander and be able to adjust air operations plans accordingly.
- ✧ Guide your staff to operate at a high level of responsibility. Avoid micromanaging the lower echelons of command.

GET ORGANIZED . . .

The COMAFFOR/JFACC should:

- ✧ Set aside time alone to think, rest, and exercise.
- ✧ Be an integrator of air, space, and information systems.
- ✧ Be aware people will always be pulling at you.
- ✧ Consider collocated headquarters for JFC/JFACC.
- ✧ Consider JFACC/COMAFFOR lash-up (same location/dual hatted)
- ✧ AADC/air defense artillery (ADA)/ ACA and how it is organized with JFACC.
- ✧ Decide who/how to divert reflow airlift by DIRMOBFOR.
- ✧ Provide visibility for your forces' beddown and resupply.
- ✧ Get good liaison officers from special agencies and components.
- ✧ Lay out aerospace operations center facility to ensure maximum interface.
- ✧ Make sure the staff knows your direction and guidance.
- ✧ Determine connectivity/database transfer.
- ✧ Identify sorting priorities.
- ✧ Look at command and control architecture early
- ✧ Ensure command and control structure makes sense. Are all forces on the net?
- ✧ Establish a public affairs/staff judge advocate link.

Glossary

Abbreviations and Acronyms

AADC	area air defense commander
AAF	Army Air Forces
ACA	airspace control authority
AFDC	Air Force Doctrine Center
AFDD	Air Force doctrine document
AO	area of operations
AOR	area of responsibility
ATO	air tasking order
CFACC	Combined Force Air Component Commander
CINC	commander in chief
COMAFFOR	Commander, Air Force Forces
DOD	Department of Defense
DIRMOBFOR	Director of Mobility Forces
ISR	intelligence, surveillance, and reconnaissance
ISRA	intelligence, surveillance, and reconnaissance authority
JFACC	joint force air component commander
JFC	joint forces commander
JOA	joint operations area
JP	joint publication
JTF	joint task force
MAJCOM	major command
NAF	numbered air force
OJT	on-the-job training
ROE	rules of engagement
SOF	special operations forces
SPINS	special instructions

TDY temporary duty assignment

UCMJ Uniform Code of Military Justice

Definitions

aerospace power. The use of lethal and nonlethal means by aerospace forces to achieve strategic, operational, and tactical objectives. (AFDD 2)

airman. Airman is any US Air Force member (officer or enlisted whether active, reserve, or guard) who supports and defends the US Constitution and serves our country.

battlespace. The commander's conceptual view of the area and factors which he must understand to successfully apply combat power, protect the force, and complete the mission. It encompasses all applicable aspects of air, sea, space, and land operations that the commander must consider in planning and executing military operations. The battlespace dimensions can change over time as the mission expands or contracts, according to operational objectives and force composition. Battlespace provides the commander a mental forum for analyzing and selecting courses of action for employing military forces in relationship to time, tempo, and depth. (AFDD 1)

core competency. The basic areas of expertise or the specialties that the Air Force brings to any activity across the spectrum of military operations whether as a single Service or in conjunction with the core competencies of other Services in joint operations. Core competencies represent both air and space power application theory and physical capability represented in a well-trained and equipped air force. (AFDD 1)

Core Values. Integrity first, service before self, excellence in all we do. *Our core values are values for service, values for life, and must be reflected in everything that we do.* (AFDD 1)

doctrine. Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application. (JP 1-02)

joint force air component commander. The joint force air component commander derives authority from the joint force commander who

has the authority to exercise operational control, assign missions, direct coordination among subordinate commanders, redirect and organize forces to ensure unity of effort in the accomplishment of the overall mission. The joint force commander will normally designate a joint force air component commander. The joint force air component commander's responsibilities will be assigned by the joint force commander (normally these would include, but not be limited to, planning, coordination, allocation, and tasking based on the joint force commander's apportionment decision). Using the joint force commander's guidance and authority, and in coordination with other Service component commanders and other assigned or supporting commanders, the joint force air component commander will recommend to the joint force commander apportionment of air sorties to various missions or geographic areas. Also called **JFACC**. See also joint force commander. (JP 1-02)

joint force commander. A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force. Also called **JFC**. See also joint force. (JP 1-02)

leader. One who takes responsibility and is able to motivate others to accomplish a mission or objective.

tenets. Fundamental truths.

