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STRATEGIC FLIGHT PLAN EDITION

The Reporter

2017 Volume 44, Number 1

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FROM THE DESK OF THE JUDGE ADVOCATE GENERAL

BY LIEUTENANT GENERAL CHRISTOPHER F. BURNE

“Under the leadership of Secretary James, General Welsh, and Chief Cody, we completed a number of strategic planning documents that provide a useful framework and planning process to shape our future force. I fully support the strategy articulated in the Strategic Master Plan (SMP) and Air Force Future Operating Concept (AFFOC) and we will continue to align our strategy with this vision.”

— David L. Goldfein, CSAF #21

Over the past number of years, Air Force senior leaders renewed an emphasis across the Air Force on strategy development and implementation, and shared a devotion to increasing strategic agility and inclusiveness. General Goldfein is committed to continuing to focus the Air Force on strategic planning. As the world increases in complexity and resources remain constrained, thoughtful planning, careful investment, process improvement, and force development are not just “nice to haves,” they are essential and must be executed strategically!

The Air Force’s collection of strategic documents, including *America’s Air Force: A Call to the Future*, the *USAF Strategic Master Plan (SMP)*, and the *Air Force Future Operating Concept*, provide the JAG Corps a robust framework upon which to build—and we have. First, we developed a Strategy, Planning, Programming, Budgeting, and Execution Process (SPPBE). The SPPBE guides our analysis of the biggest challenges confronting the JAG Corps for both the near term and the long term, and facilitates the best decision making possible. By aligning our planning and programming with the DoD and Air Force corporate structures, we not only track with proven processes but also increase transferability of information and integration into the budget process.

Second, we recently released the *JAG Corps Flight Plan—Our Foundation... Our Future*. The *JAG Corps Flight Plan* provides the road map for increasing strategic agility in the JAG Corps. It ensures the JAG Corps is laser-focused on maximum alignment with the Air

Force strategy, particularly the strategic imperatives, vectors, goals, and objectives from the SMP. Our JAG Corps cannot succeed independent of the Air Force we support. The JAG Corps must continue to directly and vigorously support execution of the Air Force’s core missions.

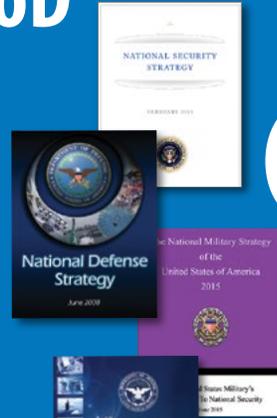
I strongly encourage your careful reading about the importance of strategic planning in the JAG Corps in the following articles. As I have said before, strategy isn’t just for planners and programmers, it is for all of us. We lead from where we find ourselves. All JAG Corps leaders—from our most junior to our most senior Airmen and civilians—must understand and embrace the strategic vision of the Air Force and the JAG Corps. With a shared understanding and pursuit of our vision, mission, and goals, the JAG Corps will continue delivering indispensable, professional, full-spectrum legal services to commanders, Airmen, and their families, enabling our Air Force to Fly, Fight and Win in air, space and cyberspace! We are, after all, “Charged With Excellence!”

WHERE THE JAG CORPS FLIGHT PLAN FITS IN



NATIONAL & DoD

NATIONAL SECURITY STRATEGY
NATIONAL DEFENSE STRATEGY
NATIONAL MILITARY STRATEGY
QUADRENNIAL DEFENSE REVIEW



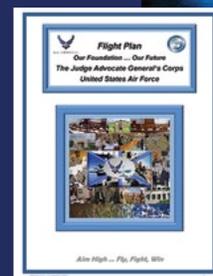
AIR FORCE

VISION
MISSION
STRATEGY
STRATEGIC MASTER PLAN AND ANNEXES
FUTURE OPERATING CONCEPT



JAG CORPS

FLIGHT PLAN



STRATEGY AND YOU

The New Air Force Strategic Framework

BY: LIEUTENANT COLONEL NORMAN G. PRINTER¹

“Any Air Force which does not keep its doctrines ahead of its equipment, and its vision far into the future, can only delude the nation into a false sense of security.”²

— General Henry H. “Hap” Arnold

Why should you care about the new Air Force strategic framework? That is a fair question. With so much going on in our day-to-day lives, who has time to learn about strategy beyond what you learned in professional military education? Besides, isn't strategy the province of general officers and others who work in the Pentagon? For many reasons, strategy is far too important to be limited to a select few. Practical considerations suggest that knowing Air Force strategy is consistent with good lawyering. If we know our clients' vision, goals, and objectives, we will provide better advice and counsel because we will

better understand their business. If we understand our clients' business, we will be better able to influence that business and its processes positively, making us more valued as members of the Air Force team. After all, we are members of two professions: the profession of arms and the legal profession. We must know both professions equally well—and where we fit in—to be effective at what we do. The Chief of Staff has asked as much: “Every Airman, regardless of specialty, must understand and be able to explain how they contribute to producing unparalleled airpower for our nation.”³ The new strategic framework represents a new way of doing business by focusing on strategy-driven requirements.⁴

This article, the first in a series of three articles, provides an overview of the new strategic framework. The second article will describe the *JAG Corps Flight Plan* and how it correlates to the new strategic framework. Finally,

the third article will describe the new JAG Corps Strategic Planning and Programming Process (SP3).

STRATEGIC LIBRARY

The new Air Force strategic framework is presented in a library of six documents totaling 272 pages.⁵ This framework fits within the national and Department of Defense (DoD) guidance promulgated by the President, The Office of the Secretary of Defense (OSD), and the Joint Chiefs of Staff (JCS). This guidance includes the *National Security Strategy* (NSS), *Quadrennial Defense Review* (QDR), *National Military Strategy* (NMS), and related issuances. Using

¹Appreciation is extended to Major Matthew Ihlenfeld, HQ USAF/A5SS, for his editorial comments and sharing materials he prepared for his presentation at the JAG Corps 2016 Annual Survey of the Law.

²CARL H. BUILDER, *THE ICARUS SYNDROME: THE ROLE OF AIR POWER THEORY IN THE EVOLUTION AND FATE OF THE U.S. AIR FORCE* 104 (1994) (quoting General Henry H. “Hap” Arnold, Commanding General, USAAF 1945).

³U.S. DEP'T OF AIR FORCE, *THE WORLD'S GREATEST AIR FORCE—POWERED BY AIRMEN, FUELED BY INNOVATION* at 4 (2013) [hereinafter *AIR FORCE VISION*].

⁴General Mark A. Welsh III, *A Call to the Future: The New Air Force Strategic Framework*, 29 *AIR & SPACE POWER J.*, no. 3, 2015.

⁵*AIR FORCE VISION*, *supra* note 3; *see, e.g.*, U.S. DEP'T OF AIR FORCE, *GLOBAL VIGILANCE, GLOBAL REACH, GLOBAL POWER FOR AMERICA* (2013) [hereinafter *GLOBAL VIGILANCE, GLOBAL REACH, GLOBAL POWER*], http://www.af.mil/Portals/1/documents/af%20events/2015/newGV_GR_GP_PRINT.pdf; U.S. DEP'T OF AIR FORCE, *THE AIR FORCE STRATEGIC ENVIRONMENT ASSESSMENT, 2014-2034* (2014) [hereinafter *AFSEA*]; U.S. DEP'T OF AIR FORCE, *AMERICA'S AIR FORCE: A CALL TO THE FUTURE* (2014) [hereinafter *A CALL TO THE FUTURE*], http://www.af.mil/Portals/1/documents/af%20events/2015/AF_30_Year_Strategy_2.pdf; U.S. DEP'T OF AIR FORCE, *USAF STRATEGIC MASTER PLAN* (2015) [hereinafter *SMP*], <http://www.af.mil/Portals/1/documents/SMP%20plus%20Annexes.pdf>; U.S. DEP'T OF AIR FORCE, *AIR FORCE FUTURE OPERATING CONCEPT* (2015) [hereinafter *FUTURE OPERATING CONCEPT*], <http://www.af.mil/Portals/1/images/airpower/AFFOC.pdf>.

Our core mission

—to fly, fight, and win—is founded in the original roles and responsibilities assigned to the Air Force in 1947.

this overarching strategic framework, the *JAG Corps Flight Plan* articulates how we will contribute to the Air Force mission now and in the future.

THE WORLD’S GREATEST AIR FORCE POWERED BY AIRMAN, FUELED BY INNOVATION: A VISION FOR THE UNITED STATES AIR FORCE (January 2013): The first document in the Air Force strategic library, *The World’s Greatest Air Force Powered by Airman, Fueled by Innovation: A Vision for the United States Air Force (Air Force Vision)*, focuses on Airmen, our missions, and innovation. It describes who we are as an Air Force and what we should focus on for tomorrow. The *Air Force Vision* reminds us that America is an aerospace nation and that “we have grown airpower into the ability to project global military power through air, space, and cyberspace.”⁶ We are the greatest Air Force because of our Airmen and our ability to recruit, develop, and retain innovative patriots committed to our core values.⁷ Additionally, the Air Force’s commitment to education and training is the foundation of our airpower advantage. The fighting spirit of our Airmen is the source of our airpower, and squadrons are the fighting core. Together, along with our Sister Services, the U.S. military presents the most disciplined fighting force in the world.

⁶ AIR FORCE VISION, *supra* note 3, at 2.

⁷ *Id.* at 2.

Our core mission—to fly, fight, and win—is founded in the original roles and responsibilities assigned to the Air Force in 1947. Today, our core missions are Air and Space Superiority; Intelligence, Surveillance, and Reconnaissance; Rapid Global Mobility; Global Strike; and Command and Control.⁸ We continue to incorporate new technologies to improve the ways we accomplish our missions and unleash the full potential of air, space, and cyber power. This approach speaks to the philosophy of innovation that has always been part of the Air Force story. In this vein, we constantly look for smarter ways to do business. Ultimately, the future of our Air Force requires that all Airmen work together and, as the Chief of Staff of the Air Force has charged, each of us understands where we fit into the mission.⁹

As an analog to the *Air Force Vision*, the *JAG Corps Flight Plan* articulates the vision for the JAG Corps. You can read more about that in the following article by Mr. John Martinez, Jr.

GLOBAL VIGILANCE, GLOBAL REACH, GLOBAL POWER FOR AMERICA (August 2013): The second document in the strategic library, *Global Vigilance, Global Reach, Global Power for America*, builds upon the Air Force’s Vision Statement and describes the five core missions introduced above. Each of these core missions is vitally important, but “no single core

⁸ *Id.* at 2–3.

⁹ *Id.* at 4.

mission functions independently.”¹⁰ And while these missions have not changed fundamentally since 1947, how we perform these missions has changed greatly, given technological advances and where we now operate—air, space, and cyberspace.

The first mission, Air and Space Superiority, which includes the ability to control the air so that our forces are not attacked from the air, ensures that joint forces have the freedom to operate in the air, on the ground, and from the sea.¹¹ Notably, no member of American ground forces has been killed by enemy combat aircraft since 15 April 1953.¹² Space superiority gives us the ability to access and exploit space, in order to “navigate accurately, observe clearly, communicate securely, and strike precisely.”¹³

The second core mission, Intelligence, Surveillance, and Reconnaissance (ISR), recognizes that superior knowledge is key to effective combat power¹⁴ and that the success of every operation depends on ISR.¹⁵ Ultimately, ISR helps our leaders make informed and timely decisions, allows policymakers to minimize uncertainty, and reduces risk to American forces.¹⁶

The third mission set, Rapid Global Mobility, allows us to project power anywhere on the globe on short notice using our refueling tankers and cargo planes.¹⁷ Notably, an Air Force transport plane takes off on average every 2 minutes, every day of the year.¹⁸

The fourth mission, Global Strike, provides the capability to strike any target on the planet. Global Strike provides a “significant proportion of America’s deterrence capability,” in that we “can project military power more rapidly, more flexibly, and with a lighter footprint than other military options.”¹⁹ The nuclear enterprise is a subset of Global Strike and, as described by the current Chief of Staff General Goldfein, underwrites all other operations.²⁰

The fifth and final mission set, Command and Control, allows us to employ the four other interdependent mission sets in a “robust, adaptable, and survivable” manner, using centralized command, distributed control, and decentralized execution, thus providing total flexibility and resiliency.²¹

These five core missions—and our Airmen—provide our Air Force with Global Vigilance, Global Reach,

and Global Power, and give America an asymmetrical advantage over its adversaries.²² For the JAG Corps, the *JAG Corps Flight Plan* states our mission—“to provide the Air Force, commanders, and Airmen with professional, full-spectrum legal support required for mission success in air, space, and cyberspace.”²³ The *JAG Corps Flight Plan* also includes our major functions, areas of practice, and core competencies.

AIR FORCE STRATEGIC ENVIRONMENT ASSESSMENT 2014-2034 (June 2014): The third document in the strategic library, the *Air Force Strategic Environment Assessment 2014-2034* (AFSEA), provides a concise, common baseline that will be used by Air Force Strategic Planning and Programming Process (SP3) elements to “address or mitigate risk present in the future environment within existing constraints, restraints, and opportunities.”²⁴

AFSEA analyzes global trends and directions in international relations. The global trends analyzed include geopolitics, natural resources, challenges to the global commons, and speed of technological change.²⁵ Geopolitical factors include political influence, economics, and demo-

¹⁰ General Mark A. Welsh III, *Global Vigilance, Global Reach, Global Power for America*, 28 AIR & SPACE POWER J., No. 2, 2014 at 5.

¹¹ *Id.* at 6; GLOBAL VIGILANCE, GLOBAL REACH, GLOBAL POWER, *supra* note 5, at 4.

¹² GLOBAL VIGILANCE, GLOBAL REACH, GLOBAL POWER, *supra* note 5, at 4.

¹³ *Id.* at 6.

¹⁴ *Id.*

¹⁵ *Id.*

¹⁶ *Id.* at 6–7.

¹⁷ *Id.* at 7.

¹⁸ *Id.*

¹⁹ *Id.* at 8.

²⁰ Technical Sergeant Bryan Franks, *Goldfein Addresses Priorities for the 21st Century*, AIR FORCE NEWS, 19 January 2017, <http://www.af.mil/News/ArticleDisplay/tabid/223/Article/1054395/goldfein-addresses-priorities-for-the-21st-century.aspx>.

²¹ *Id.* at 9.

²² *Id.*

²³ U.S. DEP’T OF AIR FORCE, AIR FORCE JAG CORPS FLIGHT PLAN OUR FOUNDATION... OUR FUTURE 20 (2017) [hereinafter JAG CORPS FLIGHT PLAN].

²⁴ AFSEA, *supra* note 5, at 1. A later article will more fully discuss the Strategic Planning and Programming Process (SP3).

²⁵ *Id.* at 2.

The final geopolitical factor recognizes that diffused power structures have **empowered** non-state actors and individuals to have greater **influence** on the strategic environment.

graphics. Political influence suggests that U.S. diplomatic influence has waned due to our domestic debt crisis, the rise of competing powers, domestic politics, trade imbalances, and protracted military operations overseas. Another geopolitical factor is globalization. Unequal population growth rates, increasing resource demands, and rapid technological change are increasing disparities between developed and lesser-developed nations. The final geopolitical factor recognizes that diffused power structures have empowered non-state actors and individuals to have greater influence on the strategic environment.²⁶

Aside from future global trends, AFSEA also assesses trends in international relations, including the relative rise of new powers and regional challenges.²⁷ It is expected that the new strategic environment will shift towards a multi-nodal world, where China will continue to rise, and formerly powerful actors like Turkey, Iran, and India will reassert themselves. Newer powers, such as Brazil and South Africa, may demand more influence. Traditional alliances may weaken or lead more nations to consider alternative alliances. These challenges are in addition to the many regional challenges assessed by AFSEA, but not enumerated here.

²⁶ *Id.* at 3-5.

²⁷ *Id.* at 12.

However, the outcome from these challenges remains uncertain. AFSEA highlights that:

[a]t one end of the spectrum is a highly dysfunctional world prone to violence and at the other end of the spectrum is a newly rebalanced and fused world in which social, economic, technological, and political progress is spread more equally. In the middle is a world that is increasingly fragmented and less cohesive, but still globalizing.²⁸

The aforementioned trends have implications for the U.S. Air Force over the next 20 years. The first implication is our adversaries' ability to challenge the United States. This will make it difficult for the Air Force to operate in increasingly contested air, space, and cyberspace domains. The second implication is the increasing importance or frequency of certain types of operations, including irregular warfare, special operations, urban warfare, humanitarian assistance, and ISR. A third implication will involve increasing challenges to effective deterrence. The "wider range of potential adversaries, including transnational criminal organizations, non-state actors and their state sponsors, mak[e] it increasingly difficult to understand individual adversaries' intent, capabilities, objectives, and limits."²⁹ A fourth implication is ris-

²⁸ *Id.*

²⁹ *Id.* at 27.

ing future energy costs. The Air Force spends roughly \$9 billion a year on fuel—a \$10 increase in the price of a barrel of oil could cost an additional \$600 million annually.³⁰ A fifth implication relates to exploiting new technologies. New technologies create both opportunities and challenges for the Air Force. Finally, the last implication relates to climate change, which may “increase the frequency, scale, and complexity of future missions, including defense support to civil authorities.”³¹ Climate change continues to be a scientific challenge that may change over time.

As an analog to AFSEA, the *JAG Corps Flight Plan* establishes a baseline by identifying several factors that will influence the future of the military-legal operating environment—social, technological, economic, environmental, geopolitical, legal, and educational.³² The *JAG Corps Flight Plan* assesses these factors and their implications for the provision of future legal support to the Air Force.

AMERICA’S AIR FORCE: A CALL TO THE FUTURE (July 2014): The fourth document in the strategic document set, *America’s Air Force: A Call to the Future (A Call to the Future)*, is the centerpiece of the strategic library.³³ It describes where we need to go over the next 30 years by focusing on two imperatives—agility and

inclusiveness—as well as five strategic vectors introduced below.³⁴ The “aim of [the] document is to project into the future—considering global trends and the environments they might create—to generate future opportunities for us to exploit while ensuring we take steps to overcome the greatest threats along the way.”³⁵ The global trends identified in *A Call to the Future* draw upon the challenges highlighted in AFSEA, including rapidly emerging technological breakthroughs, geopolitical instability, a wide range of operating environments, and the increasing importance and vulnerability of the global commons. The one characteristic prevalent to each of these trends is speed.³⁶ Therefore, “the Air Force must aggressively pursue a path toward institutional *strategic agility*.”³⁷

Strategic agility requires that our Air Force be agile and inclusive.³⁸ To be agile, we must focus on education and training, capability development, operational training and employment, and increased organizational efficiency.³⁹ These concepts are further elaborated in the *USAF Strategic Master Plan* discussed below. To be inclusive, we must recognize that “none of us is as smart as all of us,”⁴⁰ and that we must harness diversity of thought and “every possible resource

to ensure we are delivering the world’s most powerful Air Force.”⁴¹ This includes improving the structure of the Air Force team.⁴² In particular, we must move beyond the notion of a strategic reserve, recognizing that we are a more agile organization when we function as one Total Air Force.⁴³ That also necessitates strengthening the Air Force culture to emphasize diversity, innovation, character, dignity, leadership, and our Core Values. Partnerships are also key to inclusiveness, including those with Congress, think tanks, academia, industry, inter-agencies, and international partners.

An agile and inclusive Air Force can better meet the challenges of tomorrow by focusing on the following five strategic vectors: provide effective 21st century deterrence; maintain a robust and flexible, global-integrated ISR capability; ensure a full-spectrum capable, high-end focused force; pursue a multi-domain approach to our five core missions; and continue the pursuit of game-changing technologies.⁴⁴ These vectors are intended to “guide our human capital management, S&T (science and technology), acquisition, and requirements disciplines toward the capabilities we believe will be most beneficial over the next three decades and beyond.”⁴⁵

³⁰ *Id.* at 28.

³¹ *Id.*

³² JAG CORPS FLIGHT PLAN, *supra* note 23, at 16.

³³ A CALL TO THE FUTURE, *supra* note 5, at 4.

³⁴ *Id.* at 5.

³⁵ *Id.* at 6.

³⁶ *Id.* at 8.

³⁷ *Id.*

³⁸ *Id.* at 9.

³⁹ *Id.* at 9–11.

⁴⁰ *Id.* at 11.

⁴¹ *Id.*

⁴² General Mark A. Welsh III, *supra* note 4, at 5.

⁴³ A CALL TO THE FUTURE, *supra* note 5, at 12.

⁴⁴ *Id.* at 14–18.

⁴⁵ *Id.* at 20.

The *USAF Strategic Master Plan (SMP)* seeks to drive a **change in Air Force CULTURE** by translating our strategy...into comprehensive guidance, goals, and objectives for the next twenty years.

Similar to *A Call to the Future*, the *JAG Corps Flight Plan* identifies priorities, goals, and objectives that will drive the allocation of Air Force resources on behalf of our nation. Those goals include professionalism and people, planning and processes, education and training, justice and a disciplined force, civil law and ethics, legal assistance and outreach, and operations and readiness.

USAF STRATEGIC MASTER PLAN (May 2015): The *USAF Strategic Master Plan (SMP)* seeks to drive a change in Air Force culture by translating our strategy, as set out in *A Call to the Future*, into comprehensive guidance, goals, and objectives for the next twenty years.⁴⁶ More generally, the “SMP aligns long-range Air Force strategy, policy, and guidance with planning and programmatic decisions of senior Air Force leadership in support of National Defense and Combatant Command requirements.”⁴⁷ The SMP sets out three main goals: First, to “translate the Air Forces strategy and imperatives into capability development and planning direction”⁴⁸ by discussing each imperative and vector in detail, and defining supporting goals and objectives.⁴⁹ Second, to “align activities across the Air Force” by having

subordinate strategic plans (e.g., Flight Plans) that aim to achieve the SMP objectives.⁵⁰ Third, to “provide a mechanism to track progress against the Air Force Strategy,” with HAF/A5-8 measuring progress using the objectives in the SMP.⁵¹ The SMP will be updated every two years, while the annexes to the SMP may be revised annually.⁵²

The SMP discusses in detail the two major strategic imperatives—agility and inclusiveness—introduced in *A Call to the Future*. Agility “will enable the Air Force to adapt our capabilities and thinking to assess a dynamic threat environment, outmaneuver adversaries, and support our partners. Our strategy expresses an iterative approach, balancing desired capabilities with available resources within an evolving strategic context.”⁵³ The Air Force will achieve agility through development and education, capability development, operational training and employment, and adaptive organizations. Development and education will require us to recruit cutting-edge talent, provide a range of options for service, retain our expert warriors, and unlock capacity for comprehensive education. Capability development requires that we pursue modular, adaptable, and upgradeable solutions; integrate at the platform and enterprise level; empower the Air Force as a customer; incentivize

⁴⁶ SMP, *supra* note 5, at 7–8. The SMP consists of a core narrative, goals, objectives, and four annexes: the Human Capital Annex (HCA), Strategic Posture Annex (SPA), Capabilities Annex (CA), and the Science and Technology Annex (STA).

⁴⁷ *Id.* at 3.

⁴⁸ *Id.* at 7.

⁴⁹ *Id.*

⁵⁰ *Id.*

⁵¹ *Id.* at 8.

⁵² *Id.* at 3. One or more of the annexes are currently being revised.

⁵³ *Id.* at 11.

innovative, competitive solutions; inject pivot points in the acquisition process; and use experimentation. Operational training and employment will be enhanced by a climate of mutual trust and delegation; initial skills training; comprehensive, integrated training; advanced live-virtual-constructive training; experimentation enabled by modeling and simulation; agile, integrated command, control, and employment; and a cost-conscious mindset. Finally, adaptive organizations will be fostered by accelerating institutional feedback loops; enabling emergent networks of experts, building flatter organizations, and renovating organizational processes and structures.

The inclusiveness imperative recognizes that the “complex strategic environment demands a diverse team of people to overcome its challenges and exploit its opportunities. Inclusiveness ensures that we are leveraging the broadest possible set of human resources to produce the maximum number of options. In this way, inclusiveness serves as the power underwriting our agility.”⁵⁴ More specifically, inclusiveness demands that we focus on the Air Force team structure, culture, and partnerships. The Air Force team will need creative leaders who appreciate the intricacies of both the Active and Reserve Components so that we optimize and integrate Active and Reserve forces to provide the necessary organizational flexibility and responsiveness. This

⁵⁴ *Id.* at 25.

will require that we “conduct a comprehensive review of the existing legal and policy framework governing the operational use of the Air Reserve Components (ARC)” to identify major friction points in the system.⁵⁵ This last point recognizes that the ARC has evolved from being solely a strategic reserve to a force that is also operationally engaged. Finally, we must actively invest in partnerships and connections outside of the Air Force in order to exchange new ideas and expand our sphere of influence.

These imperatives should be viewed in light of the five vectors, which establish priority areas of interest.⁵⁶ The first vector, to provide effective 21st century deterrence, postulates that while the “Air Force must continue to contribute to strategic nuclear deterrence by strengthening and steadfastly performing the nuclear mission, [it] must also be prepared to confront new types of strategic threats and actors that may not be deterred by nuclear means.”⁵⁷ The second vector, to maintain a robust and flexible ISR capability, recognizes that technology and interconnectivity can provide situational awareness across the spectrum of conflict through the collection, analysis, and use of information. The third vector speaks to ensuring a “full-spectrum-capable, high-end focused force” so that we possess capabilities to ensure freedom of action, while “leveraging

⁵⁵ *Id.* at 25–26.

⁵⁶ *Id.* at 36.

⁵⁷ *Id.* at 37.

The Air Force team will need creative leaders who appreciate the intricacies of both the **Active and Reserve Components...** to provide the necessary organizational flexibility and responsiveness.

and integrating new approaches, technologies, and capabilities.”⁵⁸ The fourth vector requires that we have a mindset of “ensuring freedom of action within temporal and spatial bounds in all five of the domains, [including space and cyberspace domains,] enabled by multi-domain, synergistic mission execution.”⁵⁹ The fifth and final vector suggests a strategic approach to pursuing game-changing technologies, to “include innovative people, ideas and concepts, experimentation, and an active, engaged leadership.”⁶⁰

The SMP Annexes translate the goals and objectives into tangible actions and priorities.⁶¹ The Annexes relate to people, places, things, and the future—the *Human Capital Annex*, the *Strategic Posture Annex*, the *Capabilities Annex*, and the *Science and Technology Annex*.⁶² The *Human Capital Annex* echoes the need to obtain Airmen by attracting and recruiting a diverse and talented pool of individuals; develop the force through education and training; manage the talent of our Airmen; retain ready, resilient Airmen and families; maintain agile, inclusive, and innovative institutions; and maintain an optimal force structure by improving the interoperability between our Total Force components.

The *Strategic Posture Annex* includes four sections: Force Presentation, Power Projection, Resilience, and International Partnerships. The final two annexes are classified. The *Capabilities Annex* describes the Air Force’s core capabilities, capability gaps, and capability development priorities.⁶³ The *Science and Technology Annex* looks at technology evolution to address existing capability needs and potential game-changing technologies.⁶⁴

The *JAG Corps Flight Plan* serves a similar purpose for the JAG Corps as the *USAF Strategic Master Plan* does for the Air Force. The *JAG Corps Flight Plan* identifies goals and objectives and how we will make near- and long-term decisions to carry out the JAG Corps’ strategic vision.

AIR FORCE FUTURE OPERATING CONCEPT (September 2015): The sixth and final document in the strategic library is the *Air Force Future Operating Concept: A View of the Air Force in 2035* (*Air Force Future Operating Concept*). It uses story-driven vignettes to portray how an agile, multi-domain Air Force may conduct its core missions to provide Global Vigilance, Global Reach, and Global Power in 2035. It also correlates each of the strategic documents to each other:

The *Air Force Future Operating Concept* and the *USAF Strategic Master Plan* (SMP) are complementary documents. The *Air Force Future Operating Concept* provides context for the direction in the SMP, while the SMP provides credible pathways toward the concept’s projections. The *Air Force Future Operating Concept* takes the current core missions outlined in *Global Vigilance*, *Global Reach*, *Global Power for America*, and based on the future environment postulated by the AFSEA [*Air Force Strategic Environment Assessment*], describes how AF forces will evolve and conduct their core missions to help overcome national security challenges in that future environment.⁶⁵

The *Air Force Future Operating Concept* is the “destination” for the imperatives and vectors in *A Call to the Future*, based on twenty years of iterative SMP implementation through the SP3. It provides an innovative concept of how an agile, multi-domain Air Force may operate in the future. Note that the Air Force is working on condensing the strategic documents into possibly a single document. Keep a watchful eye on the USAF Posture Statement 2016 webpage.⁶⁶

⁵⁸ *Id.* at 45.

⁵⁹ *Id.* at 53.

⁶⁰ *Id.* at 59.

⁶¹ *Id.* at 8.

⁶² *Id.*

⁶³ *Id.*

⁶⁴ *Id.*

⁶⁵ AIR FORCE FUTURE OPERATING CONCEPT, *supra* note 5, at 4.

⁶⁶ See U.S. DEP’T OF AIR FORCE, <http://www.af.mil/Airpower4America.aspx>.

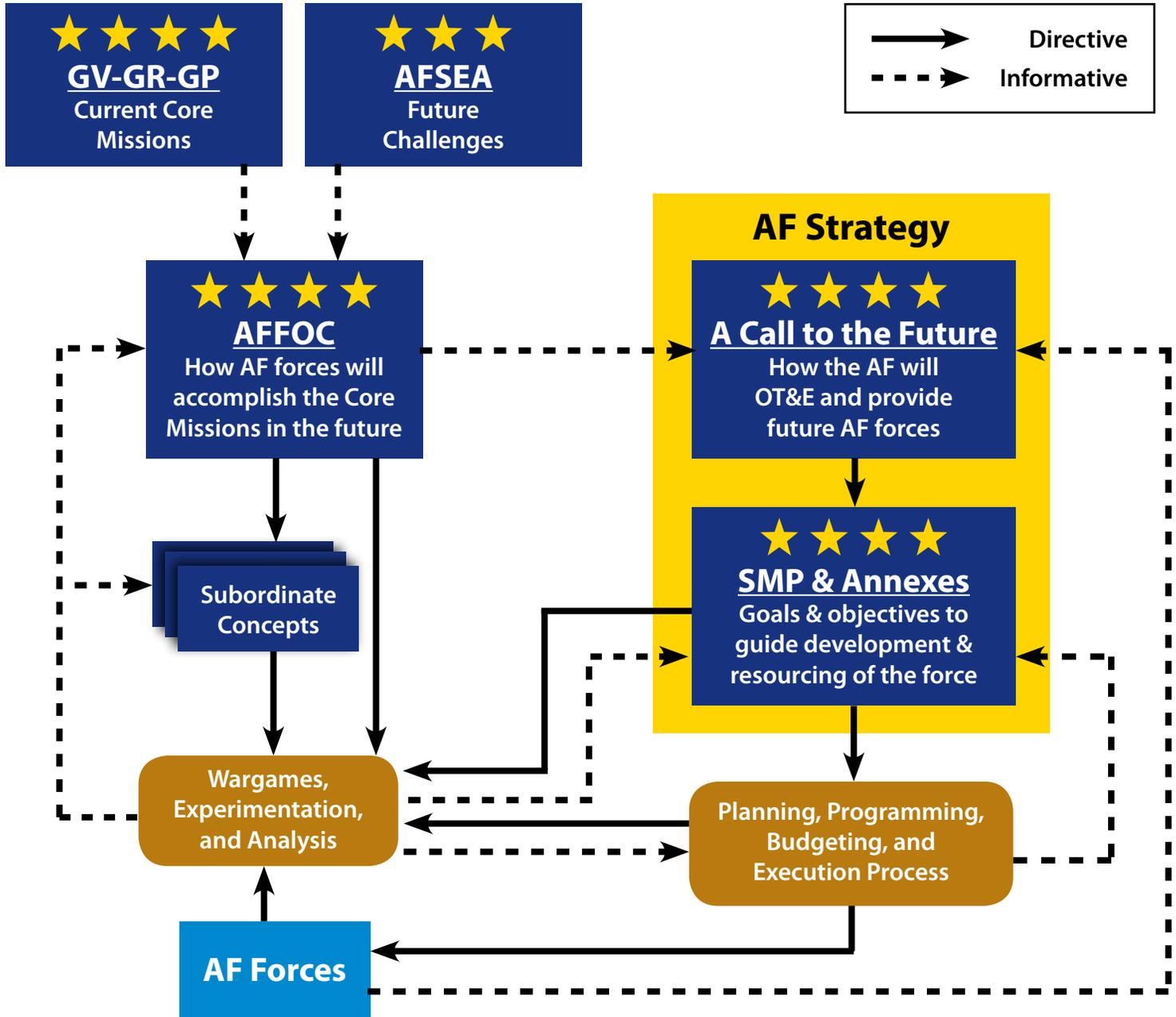


Figure 1.⁶⁷

⁶⁷ AIR FORCE FUTURE OPERATING CONCEPT, *supra* note 5, at 5, figure 1.

The concept for future Air Force operations relies upon the central idea of **operational agility**....

The concept for future Air Force operations relies upon the central idea of *operational agility*, defined as the “ability to rapidly generate—and shift among—multiple solutions for a given challenge.”⁶⁸ Agility depends upon a combination of flexibility, speed, coordination, balance, and strength. The Air Force of 2035 will attain operational agility by leveraging these facets to achieve Global Vigilance, Global Reach, and Global Power.⁶⁹ The *Air Force Future Operating Concept* provides examples of how each of the core missions may be executed in 2035 and identifies implications for today’s Air Force, in order to pursue future missions.

THE STRATEGIC PLANNING AND PROGRAMMING PROCESS (SP3)

Strategy rings hollow unless it is translated into action. The Air Force strategic documents and *Air Force Policy Directive 90-11*⁷⁰ provide authoritative guidance to the Strategic Planning and Programming Process (SP3).⁷¹ The SP3 connects strategy to our day-to-day operations.⁷² The Chief of Staff went so far as to say that “ideas and concepts that are not linked to SP3 or are not relevant will be easily identifiable; thus, they can be terminated to make room for new ideas and initiatives.”⁷³ For the JAG

Corps, a new SP3 has been developed—one that ensures our strategy is closely tied to the Air Force strategy and ensures it leads our resourcing.

CONCLUSION

Strategy is key to the future of the Air Force. The strategic library lays out the grand direction the Air Force is heading, and the *JAG Corps Flight Plan*, tied closely to the SMP, captures the Corps’ way ahead. With the goals and objectives established in the *JAG Corps Flight Plan*, we now have a clear vision for the direction we will proceed in the coming years. With this guidance in place, we now have an explicit, transparent, and productive path for the future of the JAG Corps. Our goal is to serve the Air Force across every aspect of the legal environment so that our forces can fly, fight, and win! **R**



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⁶⁸ *Id.* at 7.

⁶⁹ *Id.* at 11.

⁷⁰ U.S. DEP’T OF AIR FORCE, DIR. 90-11, AIR FORCE STRATEGY, PLANNING, AND PROGRAMMING PROCESS 6 (15 August 2015).

⁷¹ General Mark A. Welsh III, *Supra* note 4, at 4.

⁷² *Id.*

⁷³ *Id.* at 7.

JAG Corps Strategy, Planning, Programming, Budgeting, and Execution

S P P B E

BY: MR. DAVID M. FILLMAN, MR. JEFFREY A. MIDDLETON, AND MR. CHRIS L. FARRIS

Our strategy, embodied in the *JAG Corps Flight Plan*, was **carefully coordinated** with our Total Force senior leaders to align the JAG Corps with the Air Force strategy.

“As a whole, the [*JAG Corps*] *Flight Plan* is intended to define what the JAG Corps must do to relentlessly and seamlessly support the Air Force mission and strategy. It is a snapshot of our foundation and a vision of our future.”

—Lt Gen Christopher F. Burne, The Judge Advocate General (TJAG), United States Air Force¹

Over the last few years, as the Air Force has developed a new strategic paradigm (and continues to),² the JAG Corps has

¹“A Message for the Corps: “JAG Corps Flight Plan-Our Foundation...Our Future,” Lt Gen Christopher F. Burne, Online News Service, Volume XVII, Issue 5 (1 Feb 17).

² See the Air Force strategic documents at: <http://www.af.mil/Airpower4America.aspx>.

closely followed suit. Our strategy, embodied in the *JAG Corps Flight Plan*, was carefully coordinated with our Total Force senior leaders to align the JAG Corps with the Air Force strategy. Used appropriately, it will propel and inspire the forward momentum of our offices and fellow Airmen.

However, without careful planning and a sound structure for programming, budgeting, and execution, a strategy is of little value. To protect against that, an inclusive, collaborative process was developed along with the *JAG Corps Flight Plan*: the JAG Corps Strategy, Planning, Programming, Budgeting, and

Like the Air Force,
STRATEGY
now leads planning
and programming in
the JAG Corps.

Execution (SPPBE)³ Process. This process will link our strategy to successful operational and tactical execution. For the JAG Corps, our SPPBE will translate our strategy into actionable objectives and tasks, foster the smart use of limited resources, inspire the innovation needed to allow the Corps to continue to fully support the Air Force core mission, and ultimately help us meet our goals.

The JAG Corps SPPBE integrates JAG Corps strategy, informed by and aligned with Air Force strategic guidance, with resource management and process management—all under the direction of TJAG, supported by the JAG Corps Council. Like the Air Force, strategy now leads planning and programming in the JAG Corps.

THE AIR FORCE MODEL

While the traditional Air Force corporate system remains largely in place, the Secretary of the Air Force (SecAF) in December 2016 combined and renamed the older Strategy, Planning, and Programming Process (SP3) and Planning, Programming, Budgeting, and Execution Process (PPBE) to the more inclusive Strategy, Planning, Programming, Budgeting, and Execution (SPPBE).⁴ This process, asserts the Secretary, “guides the Air Force alignment of resources to requirements to policy and fiscal

constraints from the Department of Defense (DoD).”⁵ To maximize the effectiveness of the Air Force SBBPE Process, the Secretary re-delegated authority as follows:

- Deputy Under Secretary of the Air Force, Management (SAF/MG). Responsible for “overseeing the development, evaluation, maintenance, and process improvement of SPPBE procedural policy.”⁶
- Deputy Chief of Staff for Strategic Plans and Programs (AF/A/5/8). Responsible for “spearheading and managing the efficient, timely, and responsive corporate conduct of the Strategy, Planning, and Programming SPPBE phases.”⁷
- The Assistant Secretary of the Air Force, Financial Management and Comptroller (SAF/FM). Responsible for “spearheading and managing the efficient, timely, and responsive corporate conduct of the Budgeting and Execution phases of the SPPBE...”⁸

The SecAF’s memo noted that there will continue to be five distinct, but overlapping, phases for the process: strategy, planning, programming, budgeting, and execution.⁹ SAF/MG

³ Formerly known as Strategy, Planning and Programming (SP3).

⁴ Secretary of the Air Force Memo, “Delegations of Authority for the Air Force Strategy, Planning, Programming, Budgeting, and Execution (SPPBE) Process,” December 20, 2016.

⁵ *Id.*

⁶ *Id.*

⁷ *Id.*

⁸ *Id.*

⁹ *Id.*

Figure 1.

INTEGRATION OF THE JAG CORPS STRATEGY, PLANNING, PROGRAMMING, BUDGETING, AND EXECUTION PROCESS



At each level, projects and initiatives are reviewed, discussed, and prioritized in making a recommendation to the next level.

will publish an Air Force Guidance Memo in 2017 that provides many additional details for how the Air Force SPPBE will operate.

Additionally, we anticipate that the Air Force Corporate Structure (AFCS) will continue to utilize a Group-Board-Council management structure to ensure coordination amongst stakeholders.¹⁰ At each level, projects and initiatives are reviewed, discussed, and prioritized in making a recommendation to the next level. Ultimately, the SecAF and Chief of Staff of the Air Force (CSAF) make decisions based on the recommendations of the AFCS.

JAG CORPS SPPBE

While developing the *JAG Corps Flight Plan*, it was clear that there needed to be a new structure to ensure an informed and inclusive SBBPE process for the JAG Corps. As such, a JAG Corps SBBPE model was developed. (See Figure 1 above.) To oversee the JAG Corps corporate structure and make recommendations to TJAG for final disposition, TJAG chartered a JAG Corps Council in July 2016. With Air Force strategy and the *JAG Corps Flight Plan* as its guide, the Council develops operational Goals and Objectives that are tied to resourcing. The Council does not hamper agility; instead, it adds awareness of other stakeholders' equities, perspectives, and related initiatives, which enables efficient mergers of effort and

resources. Organizations maintain full responsibility and accountability for their objectives, tasks, and milestones. Through the JAG Corps SPPBE, we ensure that strategy informs and leads planning and programming.

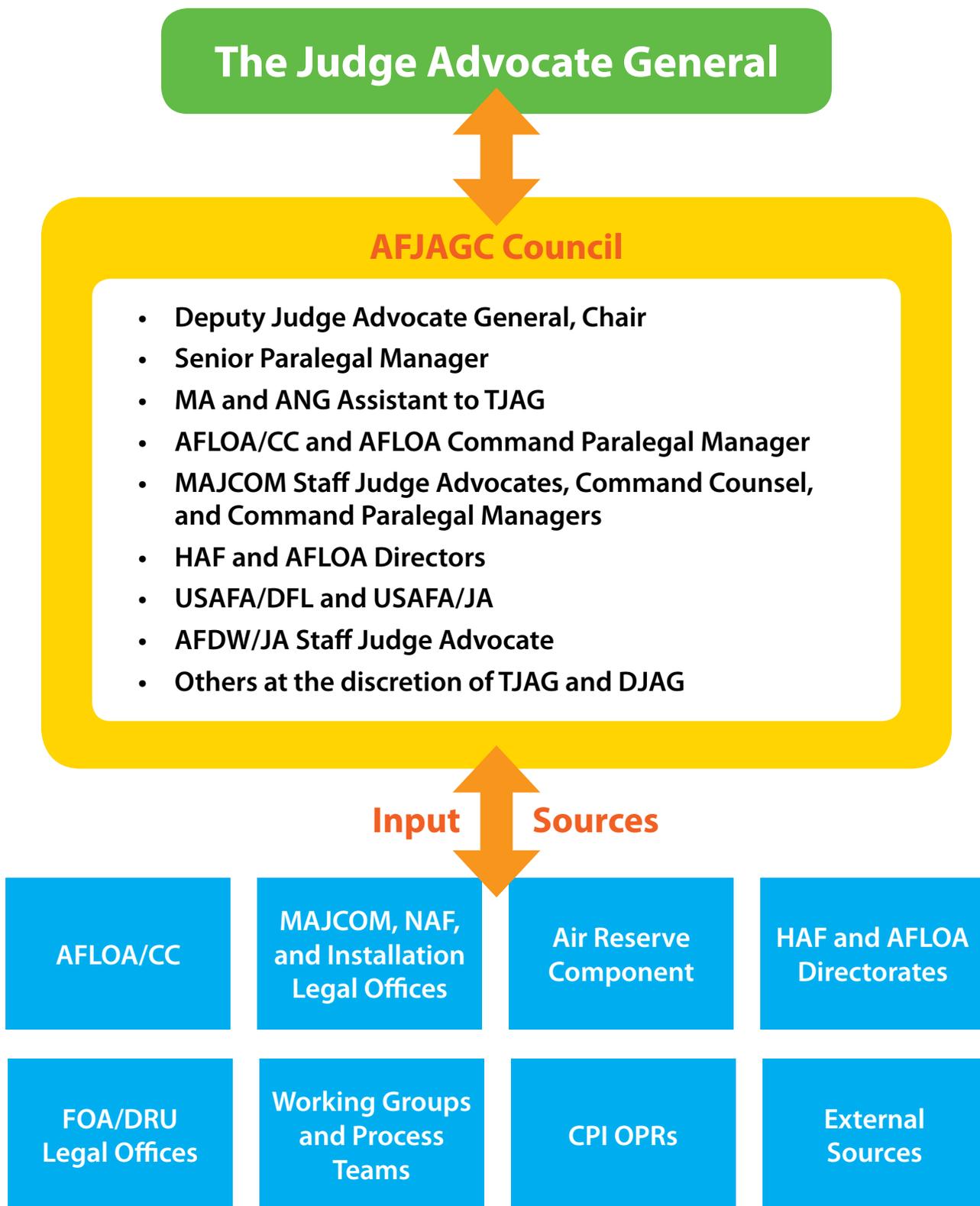
The Council reports directly to TJAG, who receives their recommendations as the ultimate decision maker for the JAG Corps. The Council is chaired by the Deputy Judge Advocate General (DJAG) and the members include: the Mobilization Advisor to TJAG; the ANG Assistant to TJAG; the Air Force Legal Operations Agency (AFLOA) Commander; MAJCOM Staff Judge Advocates and Command Counsel; the Senior Paralegal Manager; and others at the discretion of TJAG or DJAG (including, typically, HQ USAF/JA Directors, AFLOA Directors, AFDW/JA, USAFA/DFL, and USAFA/JA). See Figure 2.

The JAG Corps Council is responsible for a variety of duties—always mindful of the five core missions of the Air Force and the continual alignment of the JAG Corps with the *USAF Strategic Master Plan* (SMP). The Charter includes the following specific duties:

- Propose and evaluate JAG Corps Vision, Mission, Goals, and Objectives and recommend priorities.
- Provide input on Lessons Learned collection and dissemination.

¹⁰ *Id.* at 3.1.

Figure 2.



The hallmark of the SPPBE is **FREQUENT COMMUNICATION** that provides transparency and prompts strategic thinking and feedback from both Air Force and JAG Corps-wide perspectives.

- Review the *JAG Corps Flight Plan* every two years and recommend changes.¹¹

Additionally, the Council has grown to include a number of other SPPBE responsibilities:

- Identifying and making recommendations for JAG Corps programming and budget execution priorities;
- Reviewing, tracking, and making recommendations related to JAG Corps Continuous Process Improvement (CPI) projects;
- Reviewing inspection trends and data collected by HQ USAF/JAI; and
- Contributing to and overseeing the Historical Archiving Service.

Input for the various Council responsibilities can come from many sources, including the MAJCOMs and their subordinate offices, the ARC (through the respective councils and senior leaders), Field Operating Agencies, Direct Reporting Units, working groups established by TJAG or the JAG Corps Council, and external sources. The Council will meet several times throughout the year, live or by VTC, in line with the Air Force SPPBE schedule. The Council is administratively facilitated by HQ USAF/JAZ.

¹¹ JAG Corps Council Charter, signed by Lt Gen Christopher F. Burne, 22 Jul 16.

The JAG Corps Council provides the oversight structure for JAG Corps strategy to drive resource and process management—keeping the JAG Corps aligned with the Air Force mission and the SMP. The hallmark of the SPPBE is frequent communication that provides transparency and prompts strategic thinking and feedback from both Air Force and JAG Corps-wide perspectives.

JAG CORPS RESOURCES AND PROCESS MANAGEMENT

There are a variety of processes encompassed by the JAG Corps SBBPE. They are broken down into two large categories: JAG Corps Resource Management and JAG Corps Process Management. Most of us understand the resource management that HQ USAF/JAX (manpower) and HQ USAF/JAS (information technology and knowledge management) provide, but there is also the requirement for the resource management that includes the budget formulation and execution.

JAG Corps Resource Management

JAG Corps Resource Management is divided into functional areas, each covered by an Office of Primary Responsibility (OPR) which is responsible for managing that area of resources on behalf of TJAG. The manpower is managed by the Professional Development Directorate (HQ USAF/JAX), the information technology resources by the Legal Information Services Directorate

(AFLOA/JAS), and the budget by HQ USAF/JAZ. The JAG Corps Council provides a review board to consider each of these areas from a CPI standpoint and can then provide recommendations to TJAG.

As the OPR for the budget, HQ USAF/JAZ becomes the JAG Corps plug-in to the Air Force planning, programming, budgeting, and execution system (PPBES), which is the process for how the Air Force builds the budget. While detailed knowledge of the process is not required for the purposes of this article, it is important to understand the overall process and where the JAG Corps fits in.

The Air Force begins the budget process by issuing planning and fiscal guidance, which is both internal to the Air Force and external. It starts with the *National Defense Strategy* (NDS), *Guidance for the Development of the Force* (GDF), and *Joint Programming Guidance* (JPG), which conveys the Defense Department's statement of policy and strategy in support of the overall National Strategy. Based on that, the SecAF and CSAF issue broad guidance through the SMP, as well as specific guidance in the Annual Planning and Programming Guidance. Fiscal guidance is issued by the Air Force comptroller separately and is normally a continuation of the previous year's President's Budget Program of Record.

Relying on this planning, programming, and fiscal guidance, the Deputy Assistant Secretary of the Air Force

for Programs (SAF/FMP) leads the integration and prioritization of all Air Force requirements via the development of its Program Objective Memorandum (POM) through the AFCS. This process is continually occurring, as there are multiple steps that have to be accomplished, the proposal reviewed, and adjustments made as the Air Force determines what will and will not be considered for funding. It should be noted that because this is a year-long process, at any given time the planners, programmers, and budget managers may be working on the planning, programming, budgeting, and execution simultaneously.

The process does provide an open forum for deliberation among Panels, Input Sources (MAJCOMs, Core Function Leads (CFLs), and Enterprise Leads), and Headquarters functional communities to ensure programs meet validated requirements, minimize risks (operational, future, and institutional), and optimize Air Force resources. The MAJCOMs, in their own right and as designated CFLs, begin their POM builds during the fall. Their inputs are generally forwarded during the late winter or early spring. The Air Force begins its deliberations in the early spring with the POM development process continuing into the summer. The pace steadily intensifies as the mid-level review meetings begin. All participants in this process are extremely busy in developing the decision slides, read-ahead packages, memos, and recommendations for

the mid-level reviews. The mid-level review recommendations, which get to the bottom line by matching requirements with resources, are reviewed at the senior-level and then by Air Force leadership.

The program option development and database control resides with SAF/FMP until it transitions to the Deputy Assistant Secretary of the Air Force for Budget (SAF/FMB) during the budget formulation phase. The Air Force submits its proposed POM to the Office of the Secretary of Defense (OSD), consistent with all applicable guidance that has been issued. The OSD staff then conducts two concurrent reviews: a Program Review and a Budget Review. "Issues" are formulated, and teams are put together to research, analyze, and frame each issue for OSD decision-making bodies. The Defense Secretary's decisions are documented in Resource Management Decisions (RMD). These documents often require the Services to adjust their program and budget submissions, unless they can provide alternate solutions acceptable to OSD.

This results in a draft DoD budget covers the requirements for the entire Department. Prior to the DoD budget being submitted to Congress, the Office of Management and Budget (OMB) conducts a final review and gives additional guidance known as a "passback." OSD incorporates that guidance, the President's budget database is "locked," supporting documentation is prepared, and the

It is extremely important to note that every year, **requirements outnumber resources**, sometimes dramatically. Successful resource allocation comes down to effective risk management.

President submits the final budget to Congress no later than the first Tuesday in February, following the State of the Union address. Once the budget is submitted, Congressional committees are briefed and numerous hearings are held to review and debate the President's budget. Authorizing and appropriating legislation is passed, and the resulting budget is appropriated to DoD. The Air Force must then execute the enacted appropriations. SAF/FMB conducts execution reviews for all major program areas in the Air Force, to include investments and operations and maintenance.

It is extremely important to note that every year, requirements outnumber resources, sometimes dramatically. Successful resource allocation comes down to effective risk management. Each participating entity must effectively prioritize its needs in a manner that yields required capabilities, while minimizing risk. For the JAG Corps, the *JAG Corps Flight Plan* is the overarching guidance that drives the resource prioritization.

In the venue of process management, there are three new emerging areas that JAG Corps members may be less familiar with. They are:

- (1) Continuous Process Improvement;
- (2) Lessons Learned; and
- (3) Historical Archiving Service.

Continuous Process Improvement (CPI)

A key component of any SPPBE or governance plan is CPI. The Air Force guidance for CPI is found in a new instruction, AFI 38-401, *Continuous Process Improvement (CPI)*.¹² CPI “increases operational capabilities while reducing associated costs by applying proven techniques to all processes associated with fulfilling the Air Force (AF) mission. The goal of Air Force CPI is to eliminate waste while maximizing customer value. Air Force CPI uses several widely accepted process improvement methodologies, including lean, six sigma, theory of constraints, and business process reengineering. Key principles contained in these methodologies include improving flow and reducing waste within a process, focusing on factors that degrade product quality, identifying and overcoming process constraints, and redesigning processes. The application of these principles enables Airmen to integrate continuous improvement into day-to-day operations across the full spectrum of AF operations.”¹³

As IG inspections shift to look at more processes, versus compliance items, process improvement is becoming an important topic in a number of headquarters discussions, include manpower. A common refrain in the Pentagon is that if you cannot line up what you do with the SMP, you should stop doing it, and your

¹² Air Force Instruction 38-401, Continuous Process Improvement (CPI), 16 Apr 16.

¹³ *Id.* at 3.

resources should be transferred. As a result, CPI has never been more important.

The JAG Corps has always worked to continually improve how it organizes, trains, equips, and oversees the delivery of legal services to the Air Force and other clients. Similarly, it has worked to find ways to influence law and legal policy in support of our clients' requirements. JAG Corps CPI is a more formalized mechanism to continue our improvements in a structured way, coordinated with the *JAG Corps Flight Plan* and the SMP. The word "process," as utilized in JAG Corps CPI, is broadly construed and includes the full range of activities, procedures, structures, fields of practice, functions, roles, and more, as required by TJAG or the JAG Corps Council.

The JAG Corps CPI is used by senior leaders to:

- Collect and evaluate insights from the field that could result in improvements in JAG Corps processes or the delivery of legal services;
- Document and evaluate real-world conditions and events that highlight potential gaps in the JAG Corps;
- Produce factually complete, thoughtful, and well-coordinated packages to make recommendations and decisions;

- Execute *JAG Corps Flight Plan* objectives selected as CPI projects; and
- Provide a central repository of CPI and historical information available to the entire JAG Corps.

CPI projects tend to involve significant resources, achieve institutional impact, and comprise multiple Offices of Primary Responsibility (OPRs)/Subject Matter Experts (SMEs). Each CPI project will result in a report sent to a senior leader for decision, then archived in the JAG Corps' historical repository. CPI projects are directly tied to the *JAG Corps Flight Plan*, most often at the Objective level, and will serve as a key tool for senior leaders in the JAG Corps Council Process. The focus of the CPI is primarily on improving field-level operations.

JAG Corps personnel at all levels should be engaged in continually improving the processes they work with, to the extent possible. However, there will be projects that will require Headquarters resourcing or projects that cut across the Corps. These CPI projects will be SME-driven and facilitated by HQ USAF/JAZ. An idea or observation that leads to one of these projects can come from anywhere. However, the projects will frequently originate with our senior leaders as they prioritize *JAG Corps Flight Plan* objectives. If projects necessitate using a rapid improvement event or focus group, they will be led by Green Belts, Black

JAG Corps personnel at all levels should be engaged in **continually improving the processes** they work with, to the extent possible.

Belts, or Master Black Belts who have received special training in the Practical Problem Solving Method (PPSM), developed by SAF/MGM.¹⁴ The PPSM “serves as the framework for the application of all CPI approaches, methodologies, tools, and techniques....”¹⁵

Recent projects have addressed a range of issues, from efficiency and effectiveness in witness funding, to accuracy and timeliness of personnel record reviews, to process changes in providing educational resources for those affected by a severe natural disaster.

Lessons Learned

The Air Force requires career fields to develop a program that captures observations, insights, and lessons learned.¹⁶ Development of observations and insights cannot occur in a vacuum and must be the result of orderly procedures and facilitation. Done correctly, a Lessons Learned Program will greatly improve JAG Corps readiness, allowing us to avoid future mistakes and capitalize on future opportunities. It will strengthen us at all levels of operation—tactical, operational, and strategic.

¹⁴ See AFI 38-401, Chapter 3.

¹⁵ *Id.* at 3.1.

¹⁶ See AFI 90-1601, Air Force Lessons Learned Program, para. 2.1.5.

For years, the Army JAG Corps has operated the interagency Center for Law and Military Operations (CLAMO). CLAMO does an amazing job of collecting data, including lessons learned, from military operations and significant events (including, for example, important courts-martial). They maintain a repository of information that has set the standard for sister-Service JAG Corps. Finally, they serve the Army JAG Corps when the Corps needs help developing doctrine, fielding education and training courses, or helping those in the field who are facing difficult situations. What may surprise you is that CLAMO collects information on Air Force operations and events, as well. This is a valuable resource that the Air Force JAG Corps should contribute to and partner with more.

HQ USAF/JAZ is working on developing a program that will provide Staff Judge Advocates (SJAs) with a single source to look to for lessons learned, as well as provide a portal for best practices, strengths, etc.

Historical Archiving Service

HQ USAF/JAZ has begun to capture, in one place, the historical information for the Air Force JAG Corps. While a heritage room of historical items exists at the Air Force JAG School, HQ USAF/JAZ’s aim is to make accessible via the internal JAG

Corps web a robust archive of historical material. The archive presently displays over 1,400 files, including: an in-depth JAG Corps historical timeline; oral histories and key communications from senior Corps leaders; major Corps initiatives, publications, reports, and studies and analyses; videos and briefings from pivotal events; historical photographs; and significant individual accomplishments of Corps members. The website will serve as the centralized source of Air Force JAG Corps history.

Of particular importance are the oral histories of JAG Corps senior mentors. These histories lay out in extensive detail the events of the past, as personally experienced by our leaders. During the 1980s and 1990s, a significant effort was made to interview and transcribe the oral histories of senior JAG Corps leaders, including Major General Reginald C. Harmon, the first Air Force TJAG. Following 2000, leaders were more often videotaped. The website currently contains both transcriptions and videos from 33 former JAG Corps leaders. With TJAG’s approval, efforts are underway to interview other retired leaders.

Of additional importance are JAG Corps publications. The library will continue to expand as HQ USAF/JAZ locates, scans, and uploads additional materials. The goal is to secure

copies of all important JAG Corps publications so that Corps members have the opportunity to read them.

Also of priority are major JAG Corps initiatives and key studies and analyses. Many have been located and uploaded. Others are still to be found. If you have any JAG Corps studies or analyses that do not appear on the website, please let HQ USAF/JAZ know. Our objective is to recover the past and present it in a seamless manner so that our JAG Corps culture and legacy are vividly preserved.

Finally, the accomplishments of JAG Corps members represent the soul of the Corps' achievements. It is through the monumental efforts of JAG Corps personnel that we carry out all we do for the Air Force, our people, and our veterans. Captured on the website are those who have received JAG Corps awards and notable Air Force medals. We continually seek additional information about those who have succeeded in remarkable efforts across the JAG Corps.

HQ USAF/JAZ is currently reviewing scores of binders related to JAG Corps history and uploading crucial documents where they fit. Efforts are underway to reach out to retired leaders, current senior leaders, and others across the JAG Corps to gather appropriate material and add it to the collection. The website will

continue to be populated as the Corps advances to track not only its past, but its future. The goal is to have a single, JAG Corps-accessible compilation of our continuity and progress so that all members can understand our rich heritage.

The link to the new historical archive is: <https://kmjas.jag.af.mil/moodle/course/view.php?id=23> (restricted access).

CONCLUSION

As we noted at the beginning, we have developed a new strategic paradigm embodied in the *JAG Corps Flight Plan*. For our Corps, the SPPBE structure ensures we follow the strategy to develop our requirements and, ultimately, our resourcing decisions. Our *JAG Corps Flight Plan* will translate our strategy into actionable objectives and tasks, and foster the smart use of scarce resources. It will also inspire innovation. Most importantly, it will ensure we stay connected to the Air Force core missions and strategy. By so doing, we will guarantee the JAG Corps remains a key enabler of the Air Force mission to fly, fight, and win in air, space, and cyberspace! **R**



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The JAG Corps Flight Plan—Our Foundation... Our Future

BY MR. JOHN J. MARTINEZ, JR.

The *JAG Corps Flight Plan* is a comprehensive three-part document that takes the major components of the Air Force strategic documents and adapts them to the JAG Corps.

INTRODUCTION

The *JAG Corps Flight Plan—Our Foundation...Our Future* (*JAG Corps Flight Plan*) is both a plan for tomorrow and a resource for today. Looking ahead, it charts our path to the future. For the present, it serves today's needs as a multi-faceted instrument that can stimulate action and provide the basis for understanding and communications. As a whole, it helps define what the JAG Corps must do to support the Air Force mission and strategy now and into the future. The *JAG Corps Flight Plan* is a comprehensive three-part document that takes the major components of the Air Force strategic documents¹ and adapts them to the JAG Corps. In addition to the purposes described below, it is intended to foster thought, discussion, and revisions, which will keep it current as world events generate national security challenges.

¹ HEADQUARTERS U.S. AIR FORCE, USAF STRATEGIC DOCUMENT SET, <http://www.af.mil/airpower4america.aspx>.

Purposes

The *JAG Corps Flight Plan* is designed to reach a variety of audiences with separate objectives for each. At the organizational level, it sets the stage for the JAG Corps portion of the Air Force Strategy, Planning, Programming, Budgeting, and Execution Process (SPPBE).² Through this process, The Judge Advocate General (TJAG) ensures that these steps occur: strategic requirements defined and validated; goals, objectives, and priorities established; plans prepared with offices of primary responsibility (OPR) and milestones identified; resources allocated; progress assessed; and solutions institutionalized.

² David M. Fillman, Jeffrey A. Middleton, and David E. Sprowls, *JAG Corps Strategy, Planning, Programming, Budgeting, and Execution Process (SPPBE)*, 44 REPORTER no. 1, 2017, at 13.

For legal offices and individuals, the *JAG Corps Flight Plan* is more than a list of goals and objectives; it produces effects in three main areas:

- **Action** by encouraging Corps-wide participation in the strategic planning process and stimulating efforts to support common aims and the development of parallel or distinct local goals and objectives.
- **Understanding** within the JAG Corps by arming individuals with big-picture awareness, the ability to articulate the basic components of the JAG Corps structure and operations and how legal professionals are employed to further the Air Force mission.
- **Communications** beyond the JAG Corps by demonstrating to the greater Air Force some of the ways in which legal capabilities are applied to make the mission impact contributions that represent our return on the Air Force investment in JAG Corps resources. Beyond the Air Force, it emphasizes how the Air Force operates within our national and international legal frameworks—knowledge that engenders greater support and respect our military’s objectives and employment. On an individual level, the *JAG Corps Flight Plan* can provide potential recruits with examples of how they can serve the Nation through service in the JAG Corps.

Structure

The *JAG Corps Flight Plan* has three main parts. The JAG Corps **Strategic Goals** and **Operational Goals** and **Objectives** are the heart of the *JAG Corps Flight Plan*. Aligned with the Air Force strategic documents, they enable strategy to lead planning and programming in the JAG Corps.

There is much more in the *JAG Corps Flight Plan* because, as the Air Force strategy document points out:

“Strategy is not just about re-sources and investment choices. In fact, our ability to thrive in the future environment and provide responsive and effective Global Vigilance—Global Reach—Global Power is as much about our structure, people, and processes as our purchases.”³

Our Future describes the JAG Corps Strategy, Planning, Programming, Budgeting, and Execution Process (SPPBE), and it projects where the Air Force may be headed in terms of legal challenges and issues. It envisions the future military-legal environment and its associated strategic assumptions while not limiting the JAG Corps’ ability to quickly and proactively deal with contingencies. Our Future supports the development of goals and objectives.

³ HEADQUARTERS U.S. AIR FORCE, AMERICA’S AIR FORCE A CALL TO THE FUTURE, http://www.af.mil/Portals/1/documents/af%20events/2015/AF_30_Year_Strategy_2.pdf at 5.

3 The JAG Corps Flight Plan has three main parts.

STRATEGIC GOALS and **OPERATIONAL GOALS** and **OBJECTIVES**

JAG CORPS STRATEGIC GOALS



Adjusted Chart Elements © iStock.com/appleuzr, Abert84 & ikobraziy

PROMOTE PROFESSIONALISM AND DEVELOP LEADERS: Promote pride, professionalism, quality, individual and corporate integrity, inclusive teamwork, and diversity. Enable these attributes through deliberate professional and leadership development and challenging assignments. Proactively and comprehensively engage issues with agility and sense of urgency; shape the legal environment; track attorney work products to ensure completed staff work, easy retrieval, and accountability. Produce a dynamic wingman and mentorship culture encouraging safety, resilience, and a healthy work-life balance.

PLAN, PROGRAM, AND RESOURCE TO EXECUTE THE MISSION: Implement the *JAG Corps Flight Plan*, harmonized with the *USAF Strategic Master Plan*, by examining structures, procedures, and products in order to operate at peak efficiency and eliminate unnecessary workload. Readily embrace a strong self-inspection regime; critically examine and continually improve readiness through planning, programing, and prioritization of key processes. Leverage information technology solutions to enable and enhance mission execution. Ensure offices are adequately resourced.

EDUCATE AND TRAIN TO MISSION REQUIREMENTS: Strengthen expertise, especially in military justice, advocacy, and sexual assault victim interaction, by utilizing online, distance learning, and local training opportunities; seek and secure openings to attend resident courses. Institutionalize formal and informal training of attorneys and paralegals; develop benchmarks tailored to local levels of proficiency; encourage developmental and professional military education completion.

UPHOLD JUSTICE AND MAINTAIN A DISCIPLINED FORCE: Pursue substantiated misconduct and criminal activity of military and civilian offenders; ensure a just disposition of offenses through military, federal, or state proceedings determined by jurisdictional lines of authority, and, where possible, maximize commander prerogatives under the UCMJ. Optimize processes using military justice management tools to meet established metrics and milestones. Cultivate close working relationships with investigators, local and federal prosecutors, and victim advocates. Scrupulously enforce the rights of the accused, victim, and government.

SUPPORT CIVIL LAW COMPLIANCE, ACQUISITION EXCELLENCE, AND AN ETHICAL FORCE: Maintain an active acquisition, administrative, environmental, labor and employment, medical, and claims practice that acts in concert with established field support centers to produce timely, accurate, actionable guidance to the responsible staff and base agencies. Present a vibrant ethics practice that provides commanders with candid, relevant advice; ensure meticulous compliance with applicable standards of conduct, financial disclosure, equal opportunity, and fiscal policies.

PROVIDE LEGAL ASSISTANCE AND OUTREACH: Sharpen legal assistance skills to provide client-oriented services to include a robust preventive law program and deployment-based legal readiness. Educate wing and community members on topical legal issues, including consumer protection, ethics rules, military justice, and responsibilities to victims and witnesses. Engage with local, state, and national bar associations; lecture and recruit at ROTC programs and law schools.

MAXIMIZE OPERATIONAL FREEDOM OF ACTION: Emphasize operations and international law in air, space, and cyber domains; an understanding of the Air Force and joint operational environments; and the key enabling role of the legal advisor in the development and presentation of lawful operational courses of action to commanders. Stress combat survival skills training to confirm the legal team is prepared to actively contribute to the assigned mission throughout all deployment cycles. Encourage professional reading, study, and discussion to develop the JAG Corps warrior ethos. Ensure all members are conversant with the law of armed conflict and applicable rules of engagement.

Our Foundation ties together the *why we serve* and *what we do* of JAG Corps service and presents them within the cultural context of *how we serve, who we are* and *where we've been*. A series of components—vision, mission, legal functions, competencies, values, people, organizational qualities, and heritage—build to the reason we exist: to provide the legal services that result in essential mission impact contributions.

USING THE JAG CORPS FLIGHT PLAN

The *JAG Corps Flight Plan* exists to be relevant and to be used. Above all, it is a JAG Corps resource. Compiled at Headquarters Air Force (HAF) level, it is based on hundreds of inputs covering every aspect of the Plan from throughout the JAG Corps. This breadth of involvement supports one of TJAG's major objectives for the Plan. He wants JAG Corps members to visualize their roles in the *JAG Corps Flight Plan*. If this document communicates and is relevant to all, then it can serve to motivate everyone in the effort to continuously improve the JAG Corps.

Accordingly, it describes the mission effects that draw from the efforts of every JAG Corps member. For example, performing duties within any legal competency can involve people from the installation to the HAF and beyond, such as in joint assignments. Similarly, everyone likely performs his or her part in more than one major legal function every day.

From an overarching perspective, Air Force standards and our agile, inclusive, and innovative organizational qualities are shared by all. In these ways, among others, individuals should be able to “see themselves” in the *JAG Corps Flight Plan* and derive a sense of mutual purpose and satisfaction. At the tactical level, the *JAG Corps Flight Plan* offers a framework for self-evaluation and action.

Evaluation

The *JAG Corps Flight Plan* is an instrument that every legal office can use to perform a self-appraisal—from the client's perspective. Since it concentrates on what the JAG Corps does for the Air Force, it prompts questions that reveal how well we are meeting client requirements for legal services:

- How are we helping to achieve the JAG Corps **vision** of disciplined and legally-enabled Air Force organizations and Airmen?
- What is our unit's **mission**, and do we provide the professional, full-spectrum legal support it requires?
- How well are we performing our share of the JAG Corps **major legal functions**?
- Do we have the necessary knowledge, skills, and abilities to perform successfully in the **institutional and occupational competencies** that apply to our operations?

- Do we meet the **personal standards** required by Air Force Core Values, JAG Corps Guiding Principles, our dual professions, and government service?
- How can we build upon our past achievements—our **heritage**?

Any gaps between *what is* and *what should be* represent needed improvements that can form the basis of office-level—and even personal—goals and objectives. The *JAG Corps Flight Plan* can assist in this process.

Action

Office-level goals and objectives create the blueprint for improvement. They translate unit and higher headquarters mission requirements into action. They improve morale because people like to know what is expected of them and to work toward common goals. When specific objectives are assigned to individuals, they develop a sense of ownership, responsibility, personal accountability, and pride. This in turn enhances productivity. Failing to meet goals and objectives naturally leads to finding out why and improving processes. Finally, tracking performance allows for the long-term assessment of progress and the satisfaction it engenders. There are a number of avenues available to developing an office-level product.

First, office self-assessments are likely to provide the basis for an initial set of office goals and objectives—the things that “need doing.” Second, the

command chain will likely publish unit goals and objectives that may lead to additional office-level entries. Third, the *JAG Corps Flight Plan* Goals and Objectives should be examined for items that are relevant to the office and unit mission. These may result in parallel office-level goals and objectives. Essential to accomplishing objectives is making someone directly responsible for their execution and having that person create a plan that describes specific tasks and milestones.

Bridging Gaps

When an appraisal reveals a gap between results and requirements, a solution may not be readily apparent. At the local level, the tasks supporting an objective may need to list using tools like the Continuous Process Improvement process to help determine the best way to find a solution. In some cases, the actions needed will be beyond the reach of a single legal office or major command. That is when the JAG Corps SPPBE can be particularly helpful to the field. Forwarding organizational, process, and other improvement requirements through supervisory legal offices to the JAG Corps Council and TJAG can lead to remedies that will benefit the entire JAG Corps. Such remedies may include a reallocation of resources, heightened priorities, or the development of new operational objectives.

Combined Effects

Using the *JAG Corps Flight Plan* to augment local strategic planning promotes a JAG Corps-wide consistency of purpose that can achieve far more than potentially fragmented efforts. In addition, sharing knowledge of higher-level goals and objectives encourages partnering with other JAG Corps offices to work jointly on similar projects. Similarly, opportunities to better leverage JAG Corps, Air Force, sister service, and joint resources may become apparent. All of these effects are particularly important in the integration when it comes to the Air National Guard and Air Force Reserve.

This discussion of combined effects does not mean that the *JAG Corps Flight Plan* will control planning and execution efforts at the HAF or in the field. While higher headquarters and installation legal offices should align their planning with the *JAG Corps Flight Plan* (just as the *JAG Corps Flight Plan* is aligned with the *USAF Strategic Master Plan* (SMP)) they will continue to maintain their authority and responsibility over their goals, objectives, tasks, and milestones.⁴

The following describes the contents of the *JAG Corps Flight Plan* in more detail.

The *JAG Corps Flight Plan* exists to be relevant and to be used. Above all, it is a

JAG Corps resource.

⁴ U.S. DEP'T OF AIR FORCE, USAF STRATEGIC MASTER PLAN (2015), <http://www.af.mil/Portals/1/documents/SMP%20plus%20Annexes.pdf>.

SIDEBAR

Strategic Assessment of the Military-Legal Environment



ECONOMIC

As the *Air Force Strategic Environment Assessment (AFSEA)* notes, wealth is migrating from the western hemisphere to the eastern hemisphere at an unparalleled rate. Coupled with this, the AFSEA suggests that the economic and fiscal outlook for the United States in the next 20 years is cause for significant concern for the Air Force and the JAG Corps.



GEOPOLITICAL

Protracted stability operations, globalization, and increasingly diffused power structures that empower non-state actors will be a persistent source of conflict for the Air Force and the JAG Corps.



LEGAL

Whether driven by Congress, an appellate court, an international tribunal, or a town council, the law is in a constant state of evolution and expansion, which permeates every other aspect of our environment. These changes make the law more complex and add significant additional training requirements and increase workload burdens on legal practitioners.



EDUCATIONAL

To best meet the future with an ability to adapt and help lead the Air Force efforts, the JAG Corps must continue to evolve how we educate personnel. This includes concepts like more reliance on distance education, peer-to-peer education, personalized learning, and other concepts.



ENVIRONMENTAL

The availability and access to natural resources will have a significant impact on the strategic environment over the next 20 years and beyond. Demand for natural resources, global warming, and conflict over the global commons will challenge the Air Force and the JAG Corps.



SOCIAL

There are a number of social factors and trends that will shape the Air Force's ability to manage, develop, and sustain its human capital. Social mores, military compensation, changes in population diversity, changes in work conditions, and other forces will combine to challenge the Air Force and the JAG Corps.



TECHNOLOGICAL

The AFSEA notes that "[f]ast-paced information exchange has led and will continue to lead to an increased pace of technology transfer, leading, in turn, to an increasing pace of some technological breakthroughs." The legal impact, especially on the military-legal practice, will be profound.

AIR FORCE STRATEGY AND JAG CORPS STRATEGIC AND OPERATIONAL GOALS AND OBJECTIVES

The Air Force Strategic Framework cascades from the *National Security Strategy* and the *National Military Strategy* and is described in the multi-part strategic document set.⁵

The JAG Corps used this framework to develop a *JAG Corps Flight Plan* to specify what we will do in support of the Air Force SMP and to continue contributing to the Air Force mission. To sustain and evolve this plan, the JAG Corps has also implemented a complementary Strategy, Planning, Programming, Budgeting, and Execution Process (SPPBE). The *JAG Corps Flight Plan* and the process combine to shape the Air Force and JAG Corps future by translating mission requirements into action through goals, objectives, and tasks and helping us to make the best near- through long-term decisions as we carefully allocate limited resources on behalf of our Nation.

At the heart of the *JAG Corps Flight Plan* are the JAG Corps Strategic Goals and Operational Goals and Objectives. They correspond with the strategic, operational, and tactical levels used throughout the Air Force in areas including the strategic, operational, and tactical levels of war, military operations, doctrine, planning, and leadership competency development.

At the strategic level are the JAG Corps Strategic Goals. They express the desired future state in fundamental Corps-wide areas. The operational level is represented by JAG Corps Operational Goals. They support the strategic goals and share some of their characteristics, but are more narrowly focused within JAG Corps major areas of practice.

At the tactical level are Objectives and Tasks. Objectives are major actions required to achieve an operational goal. They adhere as far as possible to the SMART model (specific, measurable, achievable, realistic, and time-bound), and are classified as near-, mid-, or far-term based on when they need to be completed. Tasks are the specific actions necessary to turn objectives into reality.

The goals-objectives construct is where the JAG Corps SPPBE role in strategy-driven resourcing is most evident. The goals and objectives translate the Air Force and JAG Corps strategy into action and the SPPBE assists TJAG in the identification, prioritization, resourcing, and assessment of initiatives. This guides leaders at all levels in allocating our constrained resources of money, manpower, and time.

Legal professionals below the HAF level have already begun to take the next steps in developing a strategi-

cally focused, tactically capable JAG Corps. This past year, legal leaders at a variety of levels and in all components held planning sessions to develop their own goals and objectives. They used the new Air Force strategic library, the draft *JAG Corps Flight Plan*, and their command's strategy, goals, and objectives to align themselves to best support their clients at all levels.

OUR FUTURE—WHERE WE NEED TO GO

Our Future consists of three main sections that depict some of the fundamental elements of strategic planning and resourcing.

Strategy, Planning, Programming, Budgeting, and Execution Process

The hinge point to the future is our SPPBE, which supports The Judge Advocate General in carrying out statutory and other responsibilities. It does this by developing and integrating strategy with resource and process management based on Air Force strategic guidance. The JAG Corps Council, consisting of a wide range of senior leaders, is integral to this process by considering inputs from throughout the Corps and other organizations, plus using information from surveys and studies, inspections, Continuous Process Improvement (CPI) projects, lessons learned, and historical archives.

⁵ Lieutenant Colonel Norman G. Printer, *Strategy and You: The New Air Force Strategic Framework*, 44 REPORTER no. 1, 2017.

Strategic Assessment of the Military-Legal Environment

To continue to meet the military legal needs of the Air Force, the JAG Corps must understand a changing world, including emerging global trends and threats that provide a context for making smarter strategic choices. With this edition of the *JAG Corps Flight Plan*, the JAG Corps has begun the process of developing a baseline regarding the future military-legal strategic environment and the associated implications applicable to delivering the full-spectrum legal support needed to maximize Air Force capabilities. This assessment examines emerging global trends and threats that provide a context for making smarter strategic choices in areas that include Economic, Educational, Environmental, Geopolitical, Legal, Social, and Technological.

Strategic Assumptions

Developing a strategy requires strategic thinkers to make certain assumptions about potential futures as a starting point for planning. As with the strategic environment assessment, the first edition of the *JAG Corps Flight Plan* has started the process of developing strategic assumptions in nine areas: Demand, Discipline, Military Justice, Total Force, Paralegals, Personnel, Resources, Responsibilities, and Technology. These assumptions will constantly be reviewed as the environment changes.

OUR FOUNDATION

Our mission impact contributions, which result from the elements of *why we serve* and *what we do*, are shaped and enriched by *how we serve*, *who we are*, and *where we've been*. *Why we serve* is captured in the JAG Corps vision and mission, which together explain our purpose. *What we do* describes our major legal functions, areas of practice, and competencies, and depicts the ways in which we contribute to the Air Force core missions. Our performance is intimately linked with *how we serve*, which explains our dual professions of arms and the law as bound within our government service responsibilities and guided by the Air Force Core Values and JAG Corps Guiding Principles. Everything the JAG Corps does depends upon *who we are*—our people and enduring organizational qualities. Finally, *where we've been* provides the historical perspective that completes the integration of past and present.

WHY WE SERVE: The JAG Corps Vision Helping to Sustain the Air Force

As the Air Force vision looks towards a singularly great military service built and sustained by its Airmen, the JAG Corps vision propels us to help achieve that great Air Force. JAG Corps professionals do this in many ways. Overall, we work to sustain an Air Force and its Airmen that optimally employ the law both as a guide and an instrument to accomplish objectives and overcome legal obstacles. The vision focuses on the

law as an important means to achieve the time-honored military standard of good order and discipline and to assert and preserve other critical Air Force and national security interests.

WHY WE SERVE: The JAG Corps Mission—Our Fundamental Purpose

The Air Force mission statement unifies the Air Force's enduring contributions as rooted in its original roles and responsibilities first assigned in 1947. Today they are called the Air Force core missions: (1) air and space superiority; (2) intelligence, surveillance, and reconnaissance; (3) rapid global mobility; (4) global strike; and (5) command and control. They emphasize the multi-domain environment in which the Air Force must fly, fight, and win, and combine to provide Global Vigilance, Global Reach, and Global Power for America.

The JAG Corps mission statement describes the legal component needed to help ensure the Air Force can effectively perform its missions in all its domains. It reveals our dedication to the Air Force mission and the commanders and Airmen who perform it. At its core, fulfilling our mission statement requires professionalism—wisdom and expertise delivered in keeping with the highest values and ethical standards, thus demonstrating respect for our clients and the law.

We must also provide legal services across the full spectrum of Air Force operations. We are poised to do exactly that, first, because most of

Strategic Assumptions

DEMAND

As the law expands and becomes more complex, demand for legal services will markedly increase, requiring innovative and more efficient approaches to meet the heightened requirements.

DISCIPLINE

The JAG Corps role in fostering a disciplined military and civilian force will not diminish and will remain a major part of our practice.

TECHNOLOGY

An increased reliance on technology will provide many opportunities, but come with associated legal and privacy risks.

MILITARY JUSTICE

Military Justice will remain job one of the major JAG Corps legal functions.

RESPONSIBILITIES

TJAG's statutory responsibilities including legal adviser to the Secretary of the Air Force and directing JAG Corps legal services will remain unchanged.

TOTAL FORCE

The JAG Corps will increasingly use a multi-component approach, bringing RegAF, the ARC, and civilian employees together to close gaps in operations through the AFJAGC SP3 Process.

RESOURCING

The JAG Corps will continue to operate in a constrained fiscal and manpower environment where demand outpaces resources.



PERSONNEL

With an onset of economic growth, the JAG Corps will find it more difficult to recruit, train, and retain JAG Corps personnel.

PARALEGALS

JAG Corps paralegal roles and responsibilities must expand in order to meet the growing legal demands.

our people operate where the core missions are executed, in direct support of squadrons and wings, both at home station and deployed. Second, we serve wherever else the Air Force needs us, including joint and higher headquarters commands, the HAF, Air and Space Operations Centers, mishap sites, medical centers, and courthouses. Third, we serve across the full spectrum of the law in dozens of legal competencies. We analyze, apply, and advise on the law and its implications with the intent of using it as a constructive instrument and to minimize potential legal impediments to mission accomplishment. Commanders rely on these legal services, along with other factors, to make the best decisions for their units and the mission.

WHAT WE DO: Major Legal Functions—Our Enduring Critical Duties

Functions are the broad, general, and enduring roles for which an organization is designed, trained, and equipped. The JAG Corps expertly supports the Air Force core missions, functions, and strategy through five major legal functions. The legal functions involve both internal and external connections.

Internally, like the Air Force core missions, these legal functions are intertwined. In fact, the performance of any major function usually involves one or more of the others. For example, the functions involving

advice, advocacy, and informing others on the law play a role in almost everything a military lawyer does. In military justice cases, representing an individual client involves fostering justice, giving advice, employing advocacy and litigation, and engaging proactively with others.

Externally, engagement and partnering with other legal staffs, such as the Department of Defense and Air Force General Counsel offices, as well as joint and sister service legal offices, add valuable mutual support in performing these functions.

WHAT WE DO: Institutional and Occupational Competencies—Sets of Knowledge, Skills, Abilities

Competencies represent the distinctive components of *what we do*. They are the knowledge, skills, abilities, behaviors, and other characteristics needed to successfully perform institutional or occupational functions. JAG Corps members must master these competencies to carry out their professional military and legal duties.

Competencies

Air Force Institutional

Competencies are the leadership competencies expected of all Airmen throughout their careers. The three main categories are Organizational, People/Team, and Personal. JAG Corps members share the essentials of each institutional competency with all Airmen.

The JAG Corps expertly supports the Air Force core missions, functions, and strategy through **five major legal functions.**



THE AIR FORCE VISION

The world's greatest Air Force—powered by Airmen,
fueled by innovation



THE JAG CORPS VISION

Disciplined and legally-enabled Airmen and Air Force organizations
employing the law as an instrument to advance the mission

THE JAG CORPS CONTRIBUTES TO ACHIEVING THIS VISION BY ASSISTING LEADERS IN:

- ▶ Fostering Good Order and Discipline so that organizations perform their responsibilities within the law and Airmen know and comply with rules and standards both on and off duty
- ▶ Employing the Law in support of the Air Force and our clients to help sustain a healthy Air Force culture and assert, enforce, and protect Air Force and individual rights, interests, and resources
- ▶ Enabling Air Force Legal Readiness so that organizations successfully handle mission related legal requirements and problems while Airmen effectively navigate personal legal issues affecting their duties, lives, and families.

THE JAG CORPS PURSUES ITS VISION BY:

Maintaining JAG Corps Mission Readiness to supply the legal support the Air Force mission requires and be prepared to overcome complex and unexpected challenges at any time or place.



THE AIR FORCE MISSION

The mission of the United States Air Force is to fly, fight and win...
in air, space and cyberspace



THE JAG CORPS MISSION

The mission of the JAG Corps is to provide the Air Force, commanders, and Airmen with professional, full-spectrum legal support required for mission success in air, space, and cyberspace

JAG CORPS LEGAL SUPPORT IS CHARACTERIZED BY THESE QUALITIES:

- ▶ **AGGRESSIVE.** Acute situational awareness and proactive and decisive action takes advantage of opportunities and avoids or minimizes legal threats
- ▶ **COMPREHENSIVE.** Advice that carefully explores all factors, and plus corollary and unintended consequences, supplies a sound legal basis for decisions.
- ▶ **TIMELY.** Legal support that is on time to the demand is essential in the agile, fast-moving, Air Force
- ▶ **INDEPENDENT.** Candid, objective advice given free from interference, improper influence, and personal motives ensures statutorily required independence
- ▶ **VERSATILE.** The ability to apply specialized legal skills across the full breadth of rapidly-changing Air Force operations amplifies legal support relevance.
- ▶ **EFFECTIVE.** Legal support must be on target and actionable to create positive effects for the Air Force.

JAG CORPS

MAJOR LEGAL FUNCTIONS

Employ Advocacy
and Litigation

Deliver Advice
and Counsel

Represent
Individual Clients



Uphold Justice

Engage, Inform,
and Partner

THE JAG CORPS ACCOMPLISHES ITS MISSION

WHEN IT EFFICIENTLY, EFFECTIVELY, AND ECONOMICALLY
PERFORMS ITS MAJOR LEGAL FUNCTIONS:

UPHOLD JUSTICE

Advise commanders, serve as judges and as trial, defense, appellate, and special victims' counsel and lead a dynamic military justice system that serves the interests of command and control and good order and discipline, and protects the rights of the accused, victims, witnesses and all Airmen

DELIVER ADVICE AND COUNSEL

Provide decision makers at all levels with the expert, objective, and practical advice and wise counsel they need to best evaluate options, assess risks, and make informed decisions within the bounds of law and policy and consistent with the Air Force mission, doctrine, and culture

EMPLOY ADVOCACY AND LITIGATION

Advocate, negotiate, mediate, and litigate in judicial, administrative, and informal forums, both military and civil, to uphold Air Force standards and interests

REPRESENT INDIVIDUAL CLIENTS

Represent and support individual clients with independent counsel to the best of our ability, with the primary objective of serving their interests in military justice and administrative processes and civil legal issues

ENGAGE, INFORM, AND PARTNER

Proactively engage those outside the JAG Corps to inform and train on the law and its implications and to partner with Air Force and external organization to achieve optimal results and improve the legal system

Occupational Competencies are those required of all Airmen within a specific functional area. They describe the technical and functional skills, knowledge, abilities, behaviors, and other characteristics needed to perform that functional area's mission successfully. The JAG Corps has three types:

(1) **Body of Law** are the substantive and procedural competencies within the Air Force legal practice. The JAG Corps organizes the total body of law into eight major areas of practice:

- Acquisition and Fiscal Law
- Administrative Law and Ethics
- Claims
- Environmental Law
- Labor and Employment Law
- Legal Assistance
- Military Justice
- Operations and International Law

These practice areas encompass dozens of competencies and sub-competencies that are highly complex and subject to rapid changes resulting from developments in the military-legal environment. Moreover, the gravity of the legal challenges the Air Force faces requires high levels of proficiency in applying these competencies to real-world problems.

(2) **Legal Skills Occupational Competencies** are necessary to perform the duties of legal professionals. They include legal research and writing; legal program and case management; client, victim, and witness relations and interviewing; evidence; discovery; and the broad range of litigation and negotiation techniques. They are first learned in law school and paralegal training and are expanded through further training and experience.

(3) **Professional Responsibility Occupational Competencies** parallel their obligations as members of the profession of arms. Legal professionals have the duty to comply with the law, act ethically, avoid conflicts of interest, and put clients' interests ahead of their own. Members of the JAG Corps must know and comply with the rules of their licensing jurisdictions and the Air Force Professional Responsibility Program.

Sustainment

To support the development of these competencies, dedicated JAG Corps activities supplement Air Force programs to transform human capital and materiel resources into legal capabilities. Major areas include education and training, force management, inspections and standardization, legal information services, professional and leadership development, and strategic planning and programming.

What We Do: Mission Impact Contributions—What We Bring to the Fight

The JAG Corps makes deliberate contributions to the mission through capabilities developed by Air Force and JAG Corps sustainment programs. Legal services are delivered to every functional area to help employ, field, base, protect, support, and sustain the force across the range of joint operations and Air Force activities. This creates positive effects in areas including maximizing operational freedom of action; upholding justice and a disciplined force; promoting the rule of law; strengthening Airmen and their families; modernizing the fleet, infrastructure and equipment; preserving resources; and engaging globally to further relations and access.

How We Serve: Core Values and Guiding Principles

A values-based commitment to rule of law principles necessary for the continued existence of a free and democratic society is integral to the identity of JAG Corps members. Air Force Core Values, the virtues and attributes required of military professional, are reflected in the JAG Corps ethos. With the Core Values of Integrity First, Service Before Self, and Excellence in All We Do as the centerpiece, the JAG Corps evolved three distinct principles that more specifically apply those virtues to our activities: our Guiding Principles of Wisdom, Valor, Justice—or drawing upon our classical legal language: *Consilium, Virtus, Justitia*. Our

cultural adherence to the spirit of the Core Values and Guiding Principles predated their existence, but their articulation ensures their impact on new generations. Collectively, they bond the JAG Corps to the greater Air Force culture.

Each of the Guiding Principles apply to JAG Corps activities in interdependent ways. For one example, wisdom is essential for providing professional counsel, valor enables us to provide candid counsel, and justice requires independent counsel. To put it another way, our duties require the wisdom to identify suitable courses of action, the valor to advocate for the right results, and a dedication to justice to guide our decisions and actions.

How We Serve: Dual Professions Within Government Service

JAG Corps members are continually mindful that we serve the professions of arms and of law. Both are distinguished professions intertwined with the *U.S. Constitution* and our government service. This is a source of great pride, but it also carries a heavy responsibility to which we must be totally dedicated if we are to best serve the interests of our Nation. The profession of arms is a calling in which we hold ourselves to higher standards exemplified by unbreakable commitment to our cause, mutual respect, and our oaths to serve freely in support and defense of our *Constitution*.⁶ Our government service

⁶ U.S. DEPT OF AIR FORCE, *AMERICA'S AIR FORCE: A PROFESSION OF ARMS* (July 2015), <http://www.e-publishing.af.mil/shared/media/>

likewise calls for personal integrity and conduct that enables our citizens to have complete confidence in the integrity of their government.⁷

JAG Corps members embrace our two professions and government service simultaneously by acting with integrity, dedication and skill to apply the law in the context of the military mission and the requirements of government service. This role encompasses solemn duties to the client, as officers of the legal system and its courts, and as members of the profession.

Who We Are: Our People

Every great organization depends upon great people. In addition to accessing, retaining, and developing the right people they must serve in the right roles while armed with the right capabilities. The Judge Advocate General's Corps is the product of a diverse team of military officers and enlisted members from the RegAF, Guard, and Reserve, who serve alongside U.S. and host-nation civilian employees around the world. Our judge advocates, civilian attorneys, military paralegals, civilian paralegals, and civilian support staff support a team-oriented approach that results in collaborative expertise that best meets the need for professional, full-spectrum legal services.

document/AFD-150826-047.pdf at 2.

⁷ Exec. Order. No. 12674 of April 12, 1989, 54 Fed. Reg. 15159 (1989), as amended by Exec. Order. No. 12731 of October 17, 1990, 55 Fed. Reg. 42547 (1990).

Who We Are:

Organizational Qualities

Agility and Versatility. The *Air Force Vision* document recognizes that the core of the Air Force fighting success is at the squadron level, where installation legal offices serve as the critical node of legal services. Supporting them, the JAG Corps maintains and agile, integrated structure that includes higher headquarters, the Air Staff, and the Air Force Legal Operations Agency. JAG Corps support extends from the installations to combatant commands, other defense organizations, and government agencies. This is done by utilizing people having the necessary skills in specific legal competencies and a wide range of experiences across different commands, mission areas, operations, and locations. Highly versatile people and agile organizational structures are fundamental to how the JAG Corps does business.

Inclusiveness and Teamwork. JAG Corps members serve in all Air Force components and are from many sectors of society. This is particularly valuable in the military legal practice because while laws and regulations provide direction, they cannot address all the complex and ever-changing fact situations encountered in military operations. Inclusiveness is indispensable to applying the law to such situations because attorneys, paralegals, and civilian support staff look to each other with a collaborative mindset and blend their diverse perspectives into effective courses of action. Creativity

Timeline



1948

TJAG

The Air Force Military Justice Act created the Office of The Judge Advocate General (TJAG). CSAF designated the initial 205 AF judge advocates.

1949

JAG ARC

CSAF founded The Judge Advocate General's Department Reserve.



1951

UCMJ

The Uniform Code of Military Justice (UCMJ), enacted by President Truman, became effective 31 May 1951.

1968

MJ ACT

The Military Justice Act was passed to more closely align military and federal civilian systems and require an independent trial judiciary. The USAF Trial Judiciary was established, followed by the Air Force Court of Military Review in 1969 (renamed the Air Force Court of Criminal Appeals in 1994).



1974

ADC

The Area Defense Counsel (ADC) pilot program was launched. The first independent military defense system was approved by CSAF on 22 July 1975.

1979

AFLSC/AFLOA

The Air Force Legal Services Center stood up as a Separate Operating Agency, later named the Air Force Legal Services Agency and now, the Air Force Legal Operations Agency.



1989

PR

The AF Rules of Professional Responsibility (PR) were promulgated, followed by procedures instituted to oversee professional ethics in the JAG Corps.



1990 - 1991

DESERT SHIELD

Operations DESERT SHIELD and DESERT STORM—the first major Air Force deployment and engagement since Vietnam. JAGs and paralegals provided mission planning and multi-faceted legal support at various deployed locations and continued to do so in numerous subsequent operations.

1996

WebFLITE

WebFLITE was born, one of the first computer-assisted legal research systems to be accessible via the World Wide Web.



2001 - 2003

Operations

Operations NOBLE EAGLE, ENDURING FREEDOM, and IRAQI FREEDOM began. In these and ensuing operations, legal professionals provided unprecedented levels of support in areas such as target planning, detainee operations, counterterrorism, and homeland defense and support.

2006

JAG Corps 21

The Chief of Staff of the Air Force (CSAF) signed a decision memorandum implementing JAG Corps 21 to transform the JAG Corps for the 21st century.



2013

SVC Program

The AF Special Victims' Counsel Program stood up to provide independent counsel to victims of sexual assault—the first such governmental program. Congress subsequently mandated and expanded program coverage.

2015

SOLO/SELO

The Judge Advocate General's School created the Senior Officer Legal Orientation Course followed by the Senior Enlisted Legal Orientation Course to provide advanced senior leader legal training.



and solutions result when the views of all are sought and considered.

Innovation. The JAG Corps has long exhibited a spirit of innovation in the services we provide and how we are organized, trained, and equipped to provide them. Self-initiated changes are the norm. A few of our major innovation areas include services to clients, information technology, and transformational reorganizations.

- **Support to Airmen.** The Air Force was the first service to institute independent Area Defense Counsel (1974) and Special Victims' Counsel (2013) programs that assign counsel at installations to give essential legal services to both those accused of a crime and to sexual assault victims. These counsel protect clients' rights and give them a voice in the military justice process.
- **Information Technology.** Dramatic JAG Corps information technology advances began in the early 1960s. Today, the JAG Corps continues to provide critical applications that serve Department of Defense users and provide vital information to clients. This includes a complete renovation of the military justice reporting system so that it can perform broader and more advanced case management functions. Additionally, in 2016, new state-of-the-art, open-

source learning and knowledge management systems create a comprehensive training and knowledge-sharing environment for Air Force and Department of Defense (DoD) legal professionals.

- **Transformation.** Another major innovation area involves a creative approach to improving organizational structures and processes by choosing from among consolidating, redistributing, or reducing resources to best meet mission requirements. For example, over decades past, labor and employment law litigators, utilities law litigators, and claims specialists were consolidated in specialized offices to centralize expertise and eliminate duplication of effort. A prominent example is the 2006 JAG Corps 21 program through which the structure of the JAG Corps was transformed to better and more efficiently support field legal offices.

Where We've Been: Our Heritage

Congress established the Office of The Judge Advocate General in 1948, shortly after the creation of the Air Force. That foundation led to today's JAG Corps, which has undergone a progressive expansion of its roles as Air Force leaders called upon it to significantly broaden services to meet emerging mission and legal challenges. To support these requirements, innovation and dedication

have combined to provide the entire range of legal support required by command and Airmen to further the Air Force mission.

CONCLUSION

As the acclaimed author Oliver Wendell Homes, Sr. said, "I find that the great thing in this world is not so much where we stand as in what direction we are moving." With the Air Force strategy as our beacon, and the *JAG Corps Flight Plan* charting our direction, the entire Corps is indeed moving forcefully to execute dramatic measures to improve our service to our Air Force and Nation. This is a great endeavor with boundless opportunities. Every JAG Corps member will have an important role and will have stories to tell about how they helped reinforce the concepts of justice and a Nation of laws in the United States Air Force! **R**



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Parting Shot



Top Image: Heidelberg Castle is famous for its 600 year old ruins, its distinct red sandstone, and for housing the world's largest wooden wine barrel at 58,000 gallons!

Bottom Image: Major Teah Lambright taking in the sights at Heidelberg Castle which is nestled 300 feet above the city of Heidelberg Germany and the River Neckar.

If you have a unique, funny, or poignant photograph of your travels in the JAG Corps please e-mail the editors at AFLOA.AFJAGS@us.af.mil.



Two Air Force teams hand off their batons during the mile relay at the 27th annual Air Force Invitational. (U.S. Air Force photo/ Bill Evans)