Air Force Installation and Mission Support Center (AFIMSC)

Strategic Intent

1. Introduction

- 1.1 Our MAJCOM staffs have performed exceptionally well guiding our Air Force through the past two decades of nearly continuous conflict and engagement. However, the combination of increasing combatant commander demands on the COMAFFOR and his/her staff coupled with severe fiscal constraints force us to reexamine the way in which we operate our management headquarters staffs. Can we afford to continue providing common, day-to-day installation support/base operating support and expeditionary combat support activities in a decentralized fashion? Is there a more effective and efficient way to provide these capabilities to the COMAFFOR, MAJCOM and wing commanders?
- 1.2 There are many possible models to consider when answering this question. First, our sister services established installation management commands to address problems with inconsistent standards and service delivery methods, make better use of scarce resources and allow their mission commanders to concentrate on their mission instead of running installations. We've consulted with the Army and Navy to garner best practices and lessons learned from their experience over the past 10 to 20 years and there are clearly elements of their models we can and should incorporate.
- 1.3 The Air Force, however, views our installations from a different perspective. As General Henry H. "Hap" Arnold said, "Air bases are a determining factor in the success of air operations. The two-legged stool of men and airplanes would topple over without this equally important third leg." Unlike our sister services, we rely on an integrated approach with our Airmen working side by side their civilian counterparts to run our installations in garrison and be prepared to operate them in deployed locations around the world. Any model we develop must account for this unique Airman's perspective.
- 1.4 Previous Program Action Directives (PADs) over the past decade have directed consolidation of support functions in the "minimum number of MAJCOMs/Centers/Agencies as possible consistent with mission success." Activities such as contracting and services are no longer performed at the MAJCOM level and these capabilities are delivered through FOAs. Sizeable portions of other capabilities in multiple support areas reside in FOAs as well. While we have resisted fully centralizing and consolidating these capabilities at the intermediate headquarters level, we already use a centralized support model at many of our installations where Air Base Wings or Mission Wings serve as the host installation commander supporting multiple Air Force, joint and defense agency mission partners. If we can successfully deliver centralized installation support at the wing level, could we also be successful delivering these capabilities in a consolidated fashion at the next echelon of command? How would we define success for such an organization?

- 1.5 As Airmen, we inherently resist demands for specific numbers and types of aircraft to support field commanders; rather, we want to know the desired effects and the commander's requirements and we then develop the most effective and efficient means to deliver airpower. It's not about ownership, it's about access. That same argument applies to the delivery of installation and expeditionary combat support...commanders don't have to own those assets, they need access and they need to know that the organization providing the support will be responsive to their needs and put the mission first.
- 1.6 While we are driven to consolidate our installation and expeditionary combat support activities due to severe fiscal constraints, we should view this as an opportunity to create, for the first time, a single agile combat support center of expertise. During a recent all call, the Chief of Staff of the Air Force talked about the need to foster innovation throughout the Air Force and said, "perhaps we need an ACS innovation center within the AFIMSC." So, how could the collection of expertise in an AFIMSC enhance our ability to support our installations and commanders in the field? Can we design at the outset an organization that understands its sole purpose is to support commanders? We should also ask "how can we best leverage the talent and capability that will reside in the AFIMSC to support Air Force requirements, now and in the future?" Can the AFIMSC's singular focus on expeditionary combat support enhance Air Combat Command's ability to execute its Global Force Management responsibilities? How can these centralized capabilities be leveraged to support an Air Force-wide view of readiness training and support requirements for combat support Airmen? Can the AFIMSC act as the single focal point for installation and expeditionary combat support activities under the new Air Force Inspection System? This strategic guidance document is intended to shape and inform the discussion as we move forward and establish the AFIMSC.

2. Strategic Context VSIIISTOIN IIICS

- 2.1 As a result of Budget Control Act reductions, the Acting Secretary of the Air Force (SecAF) and Chief of Staff of the Air Force (CSAF) directed the Vice Chief of Staff of the Air Force to plan and present for decision, options to ultimately reduce management headquarters costs and staff levels by at least 20 percent. Within the 23 Jul 13 memo, they specifically called for further centralization of installation management functions. After months of study and deliberation, the SecAF and CSAF approved the establishment of the Air Force Installation and Mission Support Center (later, AFIMSC) under Air Force Materiel Command (AFMC) at CORONA South 2014 (18 Feb 14). The approved AFIMSC concept consolidates common installation and expeditionary combat support capabilities currently at MAJCOMs and integrates activities from supporting Field Operating Agencies and Centers into a single intermediate-level headquarters. Although driven by budget constraints, this new organization provides the AF a once in a lifetime opportunity to more effectively and efficiently manage installation resources and ease the burden on mission commanders so they can focus on their core missions.
- 2.2 This consolidation effort actually began in 2006, with the approval of HQ USAF PAD 06-09, and further solidified in HQ USAF PAD 07-13, which reengineered AF headquarters into Unified Combatant Commander (UCC) Service component headquarters, Lead MAJCOMs, Centers and Agencies. The PAD directed the AF, "to the maximum extent possible, consolidate

appropriate Service organize, train, equip and management functions into the minimum number of MAJCOMs/Centers/Agencies possible consistent with mission success." It further directed consolidation of "management and oversight of active duty base operations support functions from all MAJCOMs into field operating agencies (FOAs)... Lead MAJCOMs must refocus on their core 'Lead Command' competencies and allow the creation of operational and support reachback... and consolidation of those functions that are best executed across the Air Force as enterprise solutions, consistent with achieving mission success." The establishment of AFIMSC provides the single intermediate level organization to consolidate installation and expeditionary combat support in accordance with, and consistent with PAD 07-13.

3. Challenge

The Air Force currently delivers installation support capabilities through a decentralized control, decentralized execution concept of operation. Consequently, each MAJCOM has developed the necessary staffs and MAJCOM-unique processes for similar capabilities which could be delivered through consolidated reachback. When viewed from the perspective of the MAJCOM, this model has worked well. However, when viewed from an Air Force perspective, this model at times suboptimized the use of scarce resources and inhibited the Service's ability to fully apply those resources and capabilities against the Air Force's highest priorities. Although some centralization has occurred in the recent past, the current and projected fiscal climate has renewed interest in examining this area for further centralization in an effort to improve efficiency and effectiveness in providing installation and expeditionary combat support capabilities to supported mission commanders.

4. Commander's Intent

Consolidate the management and oversight of installation and expeditionary combat support capabilities in an AFIMSC, reporting directly to the Commander, AFMC. Additionally, realign authority, responsibility and resources for activities within AFIMSC's purview, as well as appropriate supporting Field Operating Agencies under AFIMSC, such that the AFIMSC will serve as the single intermediate-level headquarters supporting Air Force-wide installation and expeditionary combat support activities for supported commanders. These actions allow for effective and efficient management of limited resources, ensure consistency across all installations, and allow MAJCOMs and mission commanders to focus primarily on their core missions.

- 5. Objective: Develop a holistic, phased plan that presents Air Force-wide solutions to implement the CSAF/SECAF direction to consolidate the management and oversight of installation and expeditionary combat support capabilities in an AFIMSC and examine the opportunity provided by the establishment of the AFIMSC to consolidate appropriate Service organize, train, equip and management functions for installation and expeditionary combat support activities within this single organization.
- 5.1 Realign the following FOAs under the AFIMSC:

- 5.1.1 Air Force Civil Engineer Center (AFCEC)
- 5.1.2 Air Force Financial Services Center (AFFSC)
- 5.1.3 Air Force Installation Contracting Agency (AFICA)
- 5.1.4 Air Force Personnel Center, Services Directorate (AFPC/SV)
- 5.1.5 Air Force Security Forces Center (AFSFC)
- 5.1.6 Financial Management Center of Excellence (FM COE), a sub-element of the Air Force Cost Analysis Agency

6. Roles and Responsibilities

- 6.1 Headquarters Air Force/Secretary of the Air Force (HAF/SAF) will retain AF-level strategy, policy, planning, program integration, resource advocacy, Congressional and OSD engagement, and Career Field Management. AFIMSC will work closely with HAF functionals to ensure consistent application of HAF guidance and resource management.
- 6.1.1 Resource programming, program management, and any program or project execution activities historically accomplished by the HAF will migrate to the AFIMSC consistent with how other program responsibilities are transferring under the "Future Air Force Organization (FAFO)" construct for planning and programming. As such, the AFIMSC will also serve as the installation support resources programmer and advocate within the PPBE process, informed by strategic planning accomplished by the HAF and Agile Combat Support (ACS) Core Function Lead (CFL).
- 6.1.2 Installation resources will flow from the HAF, to the AFIMSC, to the installations. Installation support resources, once programmed and submitted as part of the President's Budget, should remain dedicated for the sole purpose of enabling required installation support capabilities. Any changes, especially migration of installation support resources for non-installation support requirements, should occur at the AFIMSC/CC level or higher. Thus, AFIMSC will develop standardized, effective and efficient governance processes to prioritize requirements and allocate resources to installations. These governance processes must also provide transparency and adequate avenues for supported commander input to key resource decision-making.
- 6.1.3 Installation support authorities, as documented in Mission Directives, and accompanying Standard Operating Procedures and Memorandums of Understanding, historically held at HAF and MAJCOMs, will be re-aligned and delegated to the AFIMSC to the maximum extent possible.
- 6.2 MAJCOM support requirements will be met in one of three ways: first, with personnel assigned to the MAJCOM and residing at the MAJCOM or within the MAJCOM area of responsibility; second, with personnel assigned to Centers and Agencies collocated with the MAJCOM staff or within the MAJCOM area of responsibility; and third, with personnel assigned to Centers and Agencies providing reachback support from geographically separate locations.

- 6.2.1 Lead and Component-MAJCOMs (C-MAJCOMs) will retain sufficient expertise on their staffs to support deliberative and adaptive/contingency planning; support planning for theater security cooperation and Building Partnerships activities; and validate, prioritize and advocate for direct mission-related requirements.
- 6.2.2 All Lead and C-MAJCOM capabilities associated with the defined AFIMSC installation and expeditionary combat support capabilities/activities will no longer be performed in a decentralized manner at each MAJCOM. These capabilities will be transformed/re-engineered and centralized within the AFIMSC to provide an Air Force-wide view of requirements, priorities and levels of support and funding to support MAJCOM missions and Air Force installations.
- 6.2.3 Reachback must be exercised to the maximum extent possible; and, in situations where reachback support may not be able to keep pace with operational demands, the AFIMSC will place sufficient capability in an AFIMSC Operating Location (OL) collocated with the appropriate MAJCOM. The AFIMSC OL at each MAJCOM will be under the direction of a colonel who is a graduated group commander (MSG or equivalent functional group). The Director, AFIMSC OL, will be responsible for orchestrating and synchronizing the efforts of AFIMSC elements in the OL as well as provide a link to reachback capability at HQ AFIMSC and associated FOAs. The Director, AFIMSC OL will directly support the MAJCOM/CC and his/her staff by understanding commander priorities and focus areas, maintaining DIRLAUTH with wing and mission support group commanders to understand installation requirements and priorities, build a synchronized execution strategy for installation requirements, monitor Air Force Common Output Level Standards (AF COLS) performance and effectiveness and serve as the AFIMSC/CC's senior representative to the MAJCOM. In crisis situations, the AFIMSC OL team may be chopped in whole or in part to support the MAJCOM CAT's need for information about the AFIMSC's ability to support the crisis or contingency situation. Additionally, the AFIMSC/CC will be prepared to forward deploy additional assets, as required, to augment the OL.
- 6.3. Control of manpower authorizations, personnel and payroll funding associated with ABW and mission wings with embedded MSGs, will function similar to the AF Medical Operations Agency (AFMOA) model, which provides reachback for medical groups. This means MAJCOMs continue to maintain UMD control of authorizations for ABWs and Mission Wings (including MSGs). AFIMSC will provide management and oversight of manpower resources and programming just as AFMOA does today. AFIMSC will manage the resources for the ABWs, appropriate wing staff agencies and MSGs but not "own" them. AFIMSC will only "own" authorizations, UMD control and payroll dollars for the AFIMSC HQ staff and subordinate aligned AF FOA organizations.
- 6.4 Supported/Supporting relationships, coordinating authority, and Direct Liaison Authorized (DIRLAUTH) will be established between supported MAJCOMs, NAFs, and installation commanders (wing and MSG) with the AFIMSC; and between AFIMSC and HAF to preserve direct lines of communication and enable required responsiveness.

7. Functional Capability Alignment

- 7.1 The following tables summarize the functional capability alignments of installation support and ECS capabilities. The delineation of duties depicted in these tables was based upon significant engagement and discussion with HAF functional leads and MAJCOM staffs and represent the most effective, efficient and consistent alternative to meeting the basic Commander's Intent: the creation of a single intermediate-level headquarters supporting Air Force-wide installation and expeditionary combat support activities for supported commanders, aligned with decisions made in previous CSAF-approved PADs. Capabilities shaded in grey indicate AFIMSC assets that will reside in an AFIMSC OL as described in paras 6.2 and 6.2.3.
- 7.2 In general, capabilities associated with the operational responsibilities of the COMAFFOR remain retained by the C-MAJCOM staff. Per Air Force Basic Doctrine, Volume 3 (5 Jun 13), these capabilities pertinent to installation support include:
 - Preparation of component plans (deliberate, crisis, and contingency planning support)
 - ▼ Exercise planning and support
 - M Planning for theater security cooperation & Building Partnership activities
 - ₩ Establishing theater rules of engagement
 - Direct intra-theater air mobility operations, and coordinate with inter-theater air mobility operations

As the Service component commander to a JFC, the COMAFFOR also has the following Service responsibilities:

- Organize, train, and sustain assigned and attached AF forces for CCDR missions (Note: Reachback should be used to the maximum extent possible for these responsibilities, and, in situations where reachback support may not be able to keep pace with operational demands, the AFIMSC will place sufficient capability in an AFIMSC OL collocated with the appropriate MAJCOM—either permanently, or temporarily assigned)
- Provide lateral liaisons with Service components, SOF, and Coalition partners
- M Accomplish assigned specified ADCON duties

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- 7.3 Due to the consolidation of most installation support capabilities in the AFIMSC, Lead MAJCOMs (AETC, AFMC, and ACC) are not envisioned to have a separate and distinct installation support directorate (i.e., "A4/7," "A6/7" or "A7"). Alternatively, MAJCOMs with retained functional capabilities should embed those assets within the supported A-Staff directorates which require that functional expertise. For example, Civil Engineer, Security Forces, Cyber/Communications, and Manpower and Personnel functional expertise required for deliberate, crisis and contingency planning support should reside within the A5/8. Similar expertise required for exercise planning and support, or for Host Nation/Coalition partner interface and engagement should reside within the A3.
- 7.3.1 C-MAJCOMs may choose to organize around an A4/7 or A7 structure; however, this must be firmly founded on the most effective and efficient structure to accomplish C-MAJCOM/AFFOR tasks. In accordance with USAF PAD 06-09, and AF Basic Doctrine, Volume 5, the size and span of the AFFOR staff should normally be held to the smallest number of divisions

necessary to handle the demands of the operation, with maximum use of reachback and support relationships to minimize manpower requirements.

7.3.2 The C-MAJCOM concept, outlined in USAF PAD 06-09, and further described in the AFFOR C2 Enabling Concept (Change 4 in draft), outlines a structure that enables the COMAFFOR to completely focus his/her efforts and the efforts of the AFFOR staff on the priorities of the CCDR while minimizing Service OT&E functions. Management functions should be minimized or eliminated to enable the COMAFFOR to concentrate on component tasks and exercise command of assigned and attached forces. Management functions not retained at the MAJCOM headquarters will be transferred to Lead MAJCOMs or FOAs. The creation of the AFIMSC provides a vehicle, the single intermediate-level headquarters, to consolidate installation support management capabilities that never existed in previous AF organizational constructs. In keeping with previous PADs and doctrine, this is an opportunity to consolidate to the maximum extent possible those installation support capabilities and expertise in a single organization with an AF-wide enterprise view, continuing past transformation efforts.

Chaplain

Capabilities Aligned to AFIMSC

- W Functional Area Manager (FAM)
- MAJCOM Functional Manager (MFM)
- W Develop, Manage, and Maintain UTCs
- Functional Oversight of Chaplain Corps Accounting Center (AETC)
- Personnel, Readiness, and Resources

Civil Engineer

Capabilities Aligned to AFIMSC

- ₩ Functional Area Manager (FAM)
- MAJCOM Functional Manager (MFM)
- Develop, Manage, and Maintain UTCs
- Basing & beddowns (permanent locations)
- Space planning & optimization
- ▼ Installations Host Nation/Coalition partner interface supporting the COCOM
- ▼ Installation Planning capabilities
- **X** Expeditionary engineering programs
- 🕱 Prioritization of built/natural infrastructure, equipment, and human capital requirements
- Family/Unaccompanied Housing programs
- Business Process Re-Engineering and enterprise lessons learned
- Built and Natural Infrastructure Programs
- Facilities Operations & Sustainment Pgms
- ₩ CE Enterprise IT

(Note: grey shading represents AFIMSC capabilities that delivered from an operating location at each MAJCOM, as appropriate)

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Capabilities Aligned to AFIMSC | Functional Area Manager (FAM) | MAJCOM Functional Manager (MFM) | Develop, Manage, and Maintain UTCs | Small Business Program Management | Command Competition Advocate | Programmatic Acquisition Planning/ | Services Designated Official (SDO) | All capabilities residing in AFICA

Cyber/Communications Capabilities Aligned to AFIMSC Functional Area Manager (FAM) MAJCOM Functional Manager (MFM) W Develop, Manage, and Maintain UTCs ₩ Officer/Enlisted Force Development Advice to DT and DDT ₩ C&I System Maintenance Records/Pubs & Forms Management M Privacy Act **W** FOIA Services ■ Long Haul Communications AF IT Asset Management Hardware W Transmission Systems igton Times W Cyber Force Training Management [V] Information Assurance Assessment IA Command COMSEC Management ₩ E&I Blueprint/Workplan

Financial Management		
Capabilities Aligned to AFIMSC		
X	Functional Area Manager (FAM)	
\mathbf{X} \mathbf{M}	AJCOM Functional Manager (MFM)	
Develop, Manage, and Maintain UTCs		
W	Anti-Deficiency Act (ADA) Investigations	
X	Non-Appropriated fund financial Analysis	
X	Audit Liaison	
W	Support Financial Analysis Internal Controls for Support Programs	
[X]	Internal Controls for Support Programs	
X		
X	Quality Assurance	
W	AEF Sourcing/War Planning	

Inspections Capabilities Aligned to AFIMSC M Functional Area Manager (FAM) MAJCOM Functional Manager (MFM) Develop, Manage, and Maintain UTCs

Evaluation and oversight of installation support and ECS activities W

W Augment MAJCOM Capstone visits to assess installation support and ECS

Judge Advocate 7 Capabilities Aligned to AFIMSC W Functional Area Manager (FAM) W MAJCOM Functional Manager (MFM) Develop, Manage, and Maintain UTCs Environmental law X X Real property X Admin law (ISO records management) Fiscal law in support of FM functions

Logistics			
Capabilities Aligned to AFIMSC			
Functional Area Manager (FAM)			
MAJCOM Functional Manager (MFM)			
■ Develop, Manage, and Maintain UTCs	Roseikkonski. 👁		
Base Level Support Agreements ROS PEM and Program Management	limes		
Base Level Support Agreements BOS PEM and Program Management Missian Plan Support SATAE			
▼ Mission Plan Support/SATAF			
Base Level Passenger Travel/Cargo Movement/Unit Deployment Support			

Manpower & Personnel **Capabilities Aligned to AFIMSC** W Functional Area Manager (FAM) MAJCOM Functional Manager (MFM) Develop, Manage, and Maintain UTCs Continuity of Operations Planning Deployed/Disaster Accountability (AFPAAS) **Emergency Response/CAT Operations** Force Support UTC Posturing Management and MEFPAK (Manpower, Equipment Force Packaging) Readiness Plans, Reporting, and Training Enterprise SORTS/DRRS/ART/JLLIS Analysis Deployment Requirements Sourcing X UTC Equipment Management GFM Risk Analysis/Shortfall Mitigation War Readiness Material (WRM) Management

Public Affairs

Capabilities Aligned to AFIMSC

- W Functional Area Manager (FAM)
- MAJCOM Functional Manager (MFM)
- W Develop, Manage, and Maintain UTCs
- M AF COLS Monitoring & Analysis

Security Forces Capabilities Aligned to AFIMSC W Functional Area Manager (FAM) ▼ Career Field Manager Develop, Manage, and Maintain UTCs Site (OL) Airfield Assessments ▼ Capacity Building Operations M Host Nation Security Coordination W Senior AT FP Advisor to MAJCOM X SF Representative to HAF DT ton Times SF Resiliency Program MAJCOM SF Awards and Board Process MAJCOM risk-managed working groups W Vulnerability Prioritization AF Combat Arms Program Management W CONUS SF RTC Program Management W General SF Training Program Management SF Lessons Learned Program Managed SF Equipment Program Management SF Vehicle Program Management M DAF Police Program Management Security IT System Program Management ¥ SF O&M Financial Management SF Installation Support Manpower Management Functional force development Contingency Operations Management Weapon Systems Security Deviation Control

Services

Capabilities Aligned to AFIMSC

- M All activities currently assigned to AFPC/SV
- Resource oversight and PPBE activities currently at MAJCOM/A1
- **X** Executive Agent

8. Milestones

The following actions will define IOC for AFIMSC:

- M Approved PAD, which will also serve as the OCR
- New OAC and Command ID for AFIMSC is established
- FOAs identified are transferred to AFIMSC CID and OAC. This includes all funding, to include civ pay dollars manpower and personnel. MAJCOM capabilities associated with AFIMSC aligned to AFIMSC
- Basing decision for the location of the AFIMSC Center staff headquarters is complete
- Governance process is established and documented, to include resource programming
- and allocation

 W Functional as-is processes mapped

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9. Conclusion

The Air Force faces a demanding fiscal climate in the foreseeable future; this fact, combined with a complex, uncertain and fluid global security environment and increasing combatant commander demands on the COMAFFOR and his/her staff, forces us to make hard choices between capability, capacity, and readiness in all core capabilities we provide to the Joint Force. Hence, we must continue to leverage concepts which provide opportunities to increase effectiveness and efficiency to target our limited resources toward combat enablers and concentrate our efforts on core operational tasks. The Air Force began such an effort in 2006, with PAD 06-09, and continued that effort in 2008 with PAD 07-13. Both CSAF directives sought to reengineer MAJCOMs into Service component headquarters with the aim of consolidating appropriate OT&E and management functions into the minimum number of staff organizations as possible.

Many of the objectives outlined in PADs 06-09 and 07-13 have been achieved through the consolidation of functional activities in centralized centers and agencies; however, the stand-up of the AFIMSC allows the Air Force to take the next step of establishing a single intermediate level headquarters for providing all installation and expeditionary combat support activities in the most effective, efficient and integrated manner to supported mission commanders around the world. We acknowledge the challenge ahead; nevertheless, the AFIMSC affords the opportunity to best leverage these constrained resources to provide garrison and expeditionary installation platforms for projecting Global Vigilance, Global Reach, and Global Power for our Nation.