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Operations

THE 21ST SPACE WING EXERCISE PROGRAM



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This instruction provides direction to 21st Space Wing (21 SW) organizations on the 21 SW exercise program. It supports Air Force Instruction 10-204, *Readiness Exercises and After-Action Reporting Program*, and Air Force Instruction 10-2501, *Full Spectrum Threat Response (FSTR) Planning and Operations*. It supports the program goals of the 21st Space Wing Commander, all other 21 SW units, commanders and Higher Headquarters (HHQ) goals and objectives of the military exercise program. It outlines the planning, development, conduct and assessment of all 21st Space Wing and HHQ exercises. This instruction applies to all Department of Defense (DOD) military, Air Force Reserve Component (AFRC), Air National Guard (ANG), foreign national and civil service personnel assigned to the 21st Space Wing performing mission ready operational and support duties. Maintain and dispose of records created as a result of prescribed processes IAW AFMAN 37-139, *Records Disposition Schedule*.

1. PURPOSE, OBJECTIVES AND PLANNING GUIDELINES

1.1. **Purpose.** The 21st Space Wing (21 SW) exercise program supports wartime and peacetime contingency training for the 21 SW and all subordinate units, tenants, and all supported wings. This publication outlines 21 SW procedures during all phases of the exercise cycle. Exercises are performance-based scenarios testing all aspects of the 21 SW mission.

1.2. **Objectives.** All 21 SW units develop objectives in accordance with AFI 10-204, para 3.1.2-3.1.4 to gain maximum benefit of exercise participation in a stressing environment. The goal is to improve “real-world” responses by regularly exercising contingency responses at all levels within the wing. Exercises allow personnel and agencies that do not normally interact on a day-to-day basis to operate as they would during crises or contingencies. Command and control relationships between 21st Space Wing Battle Staff (BS), Peterson Complex Unit Control Centers (UCCs), Wing Operations Center (WOC), and Crisis Response Elements (CREs) at Geographically Separated Units (GSUs) are evaluated during all exercises .

1.3. **Planning Guidelines.**

1.3.1. Scheduling. Ideally, 21 SW schedules wing exercises (i.e., CONDOR CREST) in conjunction with higher headquarters exercises (i.e., Chairman Joint Chiefs of Staff (CJCS), US Strategic Command (USSTRATCOM) and 14 AF). 21 SW/IG schedules CONDOR CREST exercises to accomplish specific wing objectives. The 21 SW exercise schedule is coordinated with the wing master schedule, the activities of tenants, and the preferences of the 21 SW commander. A consolidated schedule with all exercises in which 21 SW personnel participate will be published annually. CONDOR CREST exercises are normally scheduled IAW AFI 10-2501.

1.3.2. Exercise Participation. The goal is to maximize exercise participation among the wing's organizations, tenant units, supported wings, and to fully examine wing battle management, contingency response, and command, control, and communications. Commanders determine exercise objectives and develop an annual exercise plan to address how to meet their specific exercise goals and objectives. From this plan, unit Exercise Controllers (ECs) develop exercise inputs that satisfy each unit commander's training and readiness objectives and annual exercise requirements. Objectives may be influenced by past exercise problem areas, Operations Plans (OPLANS), unit plans in support of contingency operations, and inspection reports. Inputs should be realistic and credible enough for players to aggressively respond. Inputs must be consistent with command objectives and avoid unnecessary distractions. Inputs assess unit understanding of directives formulated for unit support/response to contingencies. Commanders will formulate and forward their annual plans to 21 SW/IG by 1 Jan for inclusion into the overall wing objectives.

1.3.2.1. Exemptions. Unit commanders who have scheduling conflicts or limitations that prevent exercise participation may submit requests for exemption. Exemptions must be submitted through their respective group commanders to 21 SW/IG. 21 SW/CC has final approval on exercise exemptions .

1.3.3. Exercise Design. Exercises will be designed considering the following factors: safety, security, unit objectives, effective learning environment, situational awareness, compliance with instructions, cyclical task coverage, and stressing infrequent task coverage.

1.3.4. Exercise Tempo. The wing will display an aggressive operations tempo during all exercises. Exercise tempo is set to take the best advantage of the time available. Events may be accelerated rather than occur at a real-world pace. While this may be unrealistic, exercises are meant to stress objectives and capabilities.

1.4. 21 SW Contractor Support.

1.4.1. Direct Contractor Participation. An exercise event involving a contractor operation that is not fully coordinated could result in a contractor claim for additional cost. Participation in exercises involving contractor support is limited to those activities specified under contract. 21 SW civilian contractor personnel are required to participate in 21 SW, tenant, and supported wing exercises as specified by their contract.

1.4.2. Contractor Support Exceeding Contract Requirements. If a contractor does not support exercise play (i.e., Battle Staff, response support, SIMCELL, etc.), then related contractor actions will be simulated. Contractors may perform exercise tasks over and above what is stipulated in their contract only if prior coordination for their participation is completed. This includes additional costs such as overtime pay, leave compensation, and other specified factors. The unit Senior Exercise Director (SED) must obtain the unit commander's permission and provide funds to the contracting officer sufficient to cover the associated costs. Once permission is obtained and funds

have been provided to 21 CONS, the unit SED will notify 21 SW/IGE to address the participating contracting agency in the wing exercise ground rules.

1.4.3. **Evacuation Procedures.** 21 SW contractor personnel should respond to all events which require evacuation of their facility. ECs will limit evacuation of contractor personnel to no longer than 15 minutes during exercises unless prior approval has been obtained for extended periods. If a contractor cannot participate in an evacuation because it will result in mission impact or a government caused delay of contractor performance, the unit EC will post a "21 SW Exemption" sign in the affected work areas. This ensures responding agencies do not interfere with operations in the critical areas. ECs should thoroughly research all contractor-required responses prior to submitting inputs to the 21 SW/IG. 21 SW/IG will approve any exemptions prior to the start of exercise (STARTEX). If the exercise is in progress and an area requires an exemption that was not identified prior to STARTEX, the ECs will contact a Wing Exercise Controller (WEC) or SED for guidance and coordination.

1.4.4. **21st Contracting Squadron (21 CONS).** For exercise events leading to the need for a contracting action, 21 CONS will simulate executing the final steps in renting, leasing, or contracting of commercial services. Units will request support and contracting personnel will prepare all required documentation and submit to their squadron ECs. For example, submit AF Form 9, **Request for Purchase**, with necessary requirements identified. Actions suitable for Government Purchase Card may be simulated in lieu of preparing an AF Form 9 purchase.

1.4.5. **All other non-21 SW contractor and delivery personnel.** When safety or security is not in jeopardy, contractors and delivery personnel should not be prevented from entering the base or an affected area. To eliminate confusion with responders in an exercise area, contractor personnel/vehicles will be directed to the Entry Control Point (ECP). All ECs will avoid entry delays or work stoppages that may incur unnecessary additional costs.

2. RESPONSIBILITIES

2.1. **General Outline.** This section identifies the responsibilities of all personnel in support of 21 SW exercises.

2.2. **Wing Commander Responsibilities.** 21 SW Commander:

2.2.1. Approves the wing consolidated exercise schedule and commits the wing and/or components to participate.

2.2.2. Approves exemptions on a case-by-case basis for units requesting exemption.

2.3. **21 SW Inspector General Responsibilities.** The 21 SW/IG:

2.3.1. Plans, coordinates, executes, and assesses 21 SW exercises.

2.3.2. Is responsible for the Master Scenario Events List (MSEL), exercise After Actions Report (AAR), and recommending exercise exemptions and/or limiting factors (LIMFACS).

2.4. **21 SW/IGE Responsibilities.** 21 SW/IGE:

2.4.1. Is the focal point for all wing and HHQ exercises.

2.4.2. Is responsible for compiling the development, coordination, execution, and assessment of all wing and HHQ exercise activities.

2.4.3. Ensures 21 SW/CC is informed of exercise plans and approves all wing-level exercise activities.

2.4.4. Coordinates the development of the 21 SW portions of the HHQ exercise. Publishes a consolidated annual schedule based on AFI 10-2501, USSTRATCOM, and 14 AF requirements. Publishes the exercise milestones on their website.

2.5. Wing Exercise Director (WED) Responsibilities. The WED:

2.5.1. Is a member of the 21 SW/IG staff and is the Office of Primary Responsibility (OPR) for facilitating, monitoring, and coordinating all exercise activities. For wing exercises, the WED is responsible to develop exercise scenarios IAW AFI 10-2501 requirements and facilitate all unit specific objectives in the final exercise MSEL. For exercises in which the wing is not the sponsoring agency (i.e., HHQ, tenant organization and supported wing exercises), the WED ensures wing objectives and inputs conform to the sponsoring agency's goals and objectives.

2.5.2. Establishes and chairs wing-level Combined Planning Team (CPT) meetings. The WED is the primary coordinator with civil authorities, HHQ agencies, base tenant units, and locally supported wings for exercise participation.

2.5.3. Trains all ECs to facilitate the exercise process and ensure they receive mandatory disaster preparedness training IAW AFI 10-2501. Training covers responsibilities in this instruction. ECs learn their roles in the exercise process, how to document exercise inputs and discrepancies, and use exercise tools (i.e., MSEL, simulation devices, etc.). All personnel identified by unit commanders for EC duty must be trained prior to performing in an exercise. Peterson area ECs will attend local training conducted by 21 SW/IGE, while ECs at GSUs will be trained by host bases or by correspondence through the 21 SW/IGE.

2.5.3.1. Trains personnel acting as "trusted agents" in support of exercises. These personnel serve as accident victims, hostages, perpetrators, and other miscellaneous duties. Although they are not ECs, they will be familiar with their roles, responsibilities, and expectations to ensure a safe, secure, and effective event execution.

2.6. Wing Exercise Controllers (WEC) Responsibilities.

2.6.1. WECs are assigned to 21 SW/IGE. They report to and support the WED in developing all wing exercise activities. They provide direction and guidance to 21 SW senior exercise controllers, primarily on the planning and execution of the exercise.

2.6.2. Develop documentation to support the planning and execution of individual wing exercises. These include exercise announcements, setting up the SIMCELL, augmentee tasking, notification letters for scenario support, and formulating and providing the training to develop the MSEL.

2.6.3. Provide on-scene guidance and control during major wing scenarios.

2.7. Group Commander and Wing Director of Staff Responsibilities. Group Commanders:

2.7.1. Approve group and squadron long-term annual exercise goals and objectives as specified in the squadron exercise plan.

2.7.2. Assess each unit exemption request and mission impacts prior to submitting to 21 SW/IG.

2.7.3. Appoint a Senior Exercise Director (SED) for their respective group. The Director of Staff (DS) serves as a group commander equivalent and approves wing staff exercise goals and objectives .

2.8. Senior Exercise Director (SED) Responsibilities. The group-level SED:

2.8.1. The SED is a group/wing staff level exercise controller. SEDs should be a deputy group commander, squadron commander, senior NCO, or civilian.

2.8.2. Coordinates the efforts of squadron exercise controllers as they plan, coordinate, execute, and assess exercise scenarios. Ensures plans comply with applicable exercise directives (AFI 10-204, 21SWI 10-204, and AFI 10-2501).

2.8.3. Plans and coordinates squadron and wing staff exercise goals and objectives to thoroughly test group readiness and capabilities.

2.8.4. Attends all wing CPT meetings with their unit ECs.

2.9. Squadron and Unit-Level Exercise Controllers (EC).

2.9.1. Squadron and other unit-level ECs (i.e., DOV or other appropriate agency at GSUs) are responsible for their unit's participation in wing exercises. Each EC must be thoroughly knowledgeable of unit mission and procedures. During the exercise, the EC is responsible to inject scenario inputs which they have placed into the MSEL, monitor the conduct of their unit's exercise activities, and assess their unit's performance. All 21 SW and tenant units will participate during wing exercises. If a unit is unable to participate in any portion of a wing or HHQ exercise, the lead unit EC will ensure an exemption request is sent to and approved by their group commander and 21 SW/IG (for 21 SW/CC approval). The EC will perform the following in the development of each exercise:

2.9.2. Meet with their commander to determine objectives; determine scope and level of play; discuss general scenarios.

2.9.3. Coordinate with other affected organizations on proposed scenarios.

2.9.4. Provide support for exercise inputs (i.e., Dental Clinic provide moulage, OSI support, etc.).

2.9.5. Draft inputs in MSEL format; review and submit inputs; and coordinate on the final MSEL.

2.9.6. Ensure deviations/limitations received prior to submitting inputs are coordinated through their SED and 21 SW/IGE.

2.9.7. Ensure that unanticipated deviations from the MSEL (change in time or activities) are coordinated with the WED prior to the start time of the affected scheduled event.

2.9.8. Ensure safety, security, and real-world requirements take precedence over all exercise activities.

2.9.9. Ensure unit After Action Report (AAR) inputs are submitted during the EC "hot wash." This meeting will take place within 48 hours following the end of exercise (ENDEX) message. GSUs submit their inputs for the AAR through 21 OG/OGV to 21 SW/IGE. Major problems will be discussed and validated during the EC hot wash. The hot wash schedule is published in the wing milestones and on the 21 SW/IG website prior to an exercise. 21 SW/IGE will finalize and distribute the AAR based upon problem areas submitted by ECs, and additional information received during the mid-level and wing hot washes.

2.10. Letters of Appointment.

2.10.1. Unit commanders identify assigned SED/ECs to 21 SW/IGE for inclusion in the EC directory. Once assigned, personnel will remain as ECs for the duration of their tour of duty and not be tasked for other exercise duties (i.e., Battle Staff, SIMCELL, etc.). Commanders will notify 21 SW/IG if circumstances require an EC to be released/replaced.

3. THE EXERCISE CYCLE

3.1. Planning.

3.1.1. 21 SW/IG publishes and distributes an annual exercise schedule in December and updates it as necessary. The schedule includes all 21 SW quarterly and HHQ exercises as published by 14 AF, tenant exercises, and supported wing exercises. The 21 SW exercise planning milestones for each exercise start 90 calendar days prior to every wing exercise. HHQ exercises require earlier planning. Tenant organizations and supported wings are responsible for including 21 SW representatives in their planning sessions and apprising 21 SW of finalized plans. 21 SW/IGE and HHQ sponsored agencies identify broad objectives, and then sketch a general scenario to support those objectives. This broad outline is provided to 21 SW units. Each subordinate unit reviews their memorandums, OPLANS, and all agreements to formulate local objectives. They develop inputs to insert into the scenario that support their unit objectives while facilitating the overall wing exercise goals. Ideally, their plans would stress recurring tasks that drive the scenario development for that cycle (i.e., a task list matrix with a notional schedule for when it will be exercised/evaluated).

3.1.2. Exercise Input Levels. Exercise inputs are categorized based on three different impact levels. Level one and level two inputs are required to support HHQ exercises. CONDOR CREST exercises are primarily level three inputs, and these local exercises usually include level one and level two inputs.

3.1.3. Level-one input. These are inputs that impact USSTRATCOM. These inputs will be upchannelled to USSTRATCOM during an exercise. Examples of level one inputs are Operations Capability (OPSCAP) changes, Status of Resources and Training System (SORTS) changes, Site Reporting and/or Voicetell, and Operations Reporting (OPREP) reportable events.

3.1.4. Level-two inputs. These are inputs that impact 14 AF. Examples of level two inputs are OPSCAP and SORTS changes, Force Protection Condition (FPCON) changes, and events involving key wing staff personnel (i.e., 21 SW/CC or CV).

3.1.5. Level-three inputs. These are inputs that will not be upchannelled to any higher headquarters. Examples of level three inputs are injects from Peterson Complex agencies or GSUs that involve wing or unit-level exercise activity only.

3.2. Coordination.

3.2.1. The planning and coordination process must achieve the highest quality training opportunity that the wing can afford. The wing CPT (consisting of SED, ECs, and 21 SW/IGE) integrates inputs from all units into the MSEL. GSU inputs will be brought into the CPT process via teleconferencing and through 21 SW/OGV. Each event will be coordinated with all agencies affected by that exercise scenario. The ECs ensure that the exercise event satisfies their respective command's objectives. Exercise presentation will facilitate a training event, which is as close to real-world as possible. Exercise controllers will assess accomplishment of event objectives. Actual support

equipment, personnel, and presentation cards and/or oral inputs are used to satisfy exercise event objectives and improve realism.

3.3. Execution .

3.3.1. 21 SW/IGE executes the exercise to include modifying MSEL inputs, ops tempo, and conflict resolution. For safety and security, tight control of exercise events is essential so ECs will present the exercise events IAW the MSEL. ECs will not prompt exercise participant responses except to stop unsafe actions or prevent destruction of government property. ECs will halt exercise activity if players must perform real-world actions. ECs provide event stimulus to participants and then assess their response against applicable directives, checklists, or other standards. The EC's assessment provides feedback to wing exercise participants in order to improve their task performance and job knowledge. ECs will eliminate "free play" in wing exercises. "Free play" is the uncoordinated insertion of status or inputs into an exercise that are not scripted in the Master Scenario Event Listing (MSEL). Event time changes or cancellations will be coordinated with 21 SW/IG and reported to the SIMCELL along with senior exercise personnel.

3.3.2. Simulation Cell (SIMCELL). The SIMCELL supports all 21 SW organizations and is established during exercises to simulate non-participating organizations. SIMCELL also assists in controlling exercise activities (as an exercise control center during HHQ exercises). The highest-level participating organization in an exercise will establish the SIMCELL requirements. For CONDOR CREST exercises, the SIMCELL is established by 21 SW/IGE and supported by Peterson Complex ECs. Personnel supporting the SIMCELL report to 21 SW/IGE and are not subject to unit recalls.

3.3.3. SIMCELL Communications. To contact the SIMCELL, use the telephone numbers published in the STARTEX message. Callers should identify what non-participating agency they are calling, the telephone number of that agency, and then state the nature of the call.

3.4. Assessment.

3.4.1. Exercise controllers assess participant responses during an exercise. Observations are documented; however, assessments should be done in the context of a training environment. ECs are encouraged to correct problems "on-the-spot" whenever possible. Following the exercise, ECs will meet to identify major wing observations for discussion during the EC hot wash. The hot wash covers conduct of the exercise and observations found, and gives the exercise director an opportunity to review inputs to be briefed to mid-level supervisors and senior wing staff. After the hot wash, ECs forward their findings to 21 SW/IGE for incorporation into the AAR.

3.5. Exercise Controller Duties.

3.5.1. ECs do not participate as subjects in exercises since they are evaluators for their organization. ECs design exercise events for their organization and inject those events during the exercise. In such cases, they should not compromise the scenario and affect the responses of other exercise participants. In the case of HHQ exercises, ECs must take into account the impact of their inputs when upchannelled to HHQ agencies. For the duration of wing/HHQ exercises, ECs support 21 SW/IGE and may perform their normal duty functions as long as they do not interfere with their exercise responsibilities.

3.6. Ground Rules.

3.6.1. Before the start of any exercise, 21 SW/IGE publishes and distributes the rules governing the conduct of that exercise. The ground rules are also published on the 21 SW/IG webpage.

3.7. Starting Status.

3.7.1. Prior to the start of all wing exercises, 21 SW/IGE provides an exercise starting status to each 21 SW unit and the WOC. Starting status will include, at a minimum, OPSCAP, LERTCON, FPCON, INFOCON, participating agencies, SIMCELL telephone numbers, and SORTS at the start of the exercise.

3.8. Exercise Termination.

3.8.1. 21 SW/IG will conclude wing exercises with an ENDEX. All participating units cease exercise actions IAW the ENDEX message.

4. MASTER SCENARIO EVENT LIST (MSEL)

4.1. General Information.

4.1.1. The MSEL is the chronological sequence of events to be injected during an exercise. The MSEL program allows inputs to be drafted at different organizations and consolidated into one large database.

4.2. Lines of Authority.

4.2.1. 21 SW/IGE retains authority for MSEL development and viewing. Input development follows the structure of the exercise control group through the CPT and GSU working groups. Unit-level ECs develop MSEL exercise inputs based upon guidance by higher-level ECs and submit inputs to group SEDs.

4.3. Responsibilities.

4.3.1. SEDs submit all exercise inputs from their respective groups to 21 SW/IGE in MSEL format. SEDs will coordinate with unit ECs to ensure inputs are developed within the required timelines .

4.4. MSEL Development and Format.

4.4.1. All MSEL input fields contain important information. The information in the MAJCOM REMARKS field is especially important. The following information must be in MAJCOM REMARKS:

4.4.1.1. Objectives of the event.

4.4.1.2. A full description of the event.

4.4.1.3. Expected responses, listing specific responding units.

4.4.1.4. All agencies involved with the event.

4.4.1.5. Number of casualties and description of injuries, fatalities, etc. (if applicable).

4.4.1.6. Aircraft incidents will include manifest info, type of aircraft, munitions specifics, classified on board, tail number/call sign, and originating station .

4.4.1.7. All expected SIMCELL inquiries with specific responses.

4.4.1.8. Any other pertinent information necessary to ensure proper flow of the event.

4.4.2. Implementor actions are included in the IMPLEMENTOR REMARKS field. Lower-level organizations will forward their inputs up through the exercise control group, where each level merges data to form a larger database, until the exercise sponsor has a complete database of all exercise scripted events. Each exercise level should deconflict inputs. 21 SW/IGE and the ECs will review and deconflict the MSEL. 21 SW/IGE will distribute the final MSEL to applicable organizations.

4.5. Use of the MSEL During Exercise Execution.

4.5.1. The final MSEL will be the exercise script used by ECs at all levels to conduct exercise activities. Deviations from the MSEL must be coordinated through 21 SW/IGE, the WED, and sponsoring agency's exercise control cell as soon as possible. Deviations may include cancellation, rescheduling, or modification of an exercise event. Notification of changes should follow the normal exercise control structure upwards and should include notification to all ECs whose agencies are affected by the change.

5. POST-EXERCISE ACTIVITIES AND REPORTS

5.1. Purpose and Structure.

5.1.1. ECs will conduct post-exercise debriefings to inform responders of lessons learned and observed performance. Formal debriefings will occur at three different levels: EC; squadron commander and major player; and group/wing commander levels. Commanders may complete an optional exercise survey and submit it to 21 SW/IGE. Feedback, surveys, and written and AAR critiques are used to improve the exercise program's various functions. Exercise results are documented in the AAR. This report will itemize the topics discussed during the debriefings, and will recommend an Office of Primary Responsibility/Office of Collateral Responsibility (OPRs/OCRs) and suspense for "get-well" dates. 21 SW/IG approves and distributes the exercise AAR. Tenant units and supported wings will create their own AARs and distribute these to affected 21 SW units.

5.2. After Action Reporting/Analysis (AAR).

5.2.1. ECs are primarily responsible for assessment of their particular functional area, but they may also comment on performance outside their specific area of expertise. ECs will forward problems to 21 SW/IGE for consideration of inclusion in the AAR. GSUs will forward problems to 21 OG/OGV for review and inclusion in the AAR. ECs should use their judgment in determining which critique items need to be resolved at the unit level or forwarded to 21 SW/IGE. Problems which cross group lines, affect satisfying event objectives, or cannot be resolved within a group will be forwarded to 21 SW/IGE for consideration in the AAR.

5.3. Supplemental Reports.

5.3.1. Groups and individual units may produce separate reports addressing exercise performance. Supplemental reports may be used to identify concerns not reflected in the AAR .

6. CORRECTIVE ACTIONS

6.1. Documentation.

6.1.1. For each action item in the AAR, an OPR is assigned to accomplish the corrective action. An OCR may also be assigned to assist in problem resolution. 21 SW units will document discrepancies IAW 21SWI90-201, *Commander's Self-Inspection Program (SIP)*, to identify and track these action items to closure. Identify observations noted during exercises by checking the "EXERCISE" block on the 21 SW Form 101, **Discrepancy Report**. Tenant units and supported wings will maintain their own action item listing and work with each involved 21 SW functional area on corrective actions.

6.2. Re-exercising Problem Areas.

6.2.1. In virtually all cases, major problem areas identified through exercises (or other wing actions) will be re-exercised. If the problem still exists and is observed during consecutive exercises, the AAR will identify it as a repeat item. Repeat items warrant additional attention and training in order to resolve the problem. Repeat items will be re-exercised until satisfactory completion. Repeat items will be tracked as in para. 6.1. .

6.3. Scenario "Retests".

6.3.1. Some observations are significant enough that waiting to reassess performance until the next scheduled exercise might pose a threat to safety, security, or mission accomplishment. In such cases, 21 SW/IG will conduct small-scale "retests" on a no-notice basis to resolve the issue. These "retests" will be scoped to involve the specific area identified as an observation, and will occur before the next scheduled exercise but after the applicable group commander is satisfied that the corrective action has been accomplished. Retests may be tracked as in para. 6.1.1.

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