



Office of the Chief Master Sergeant of the Air Force
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The United States Air Force has much to be proud of—it's a beacon of light around the world in humanitarian and peacekeeping operations while tirelessly pursuing terrorists and those that support them. The war on terrorism has changed us, challenged us, and given us an opportunity to serve our nation like never before.

At the very foundation of every accomplishment and success we've had as an Air Force is you and the team of dedicated men and women who make the mission happen every day. Be proud of your part in those successes.

As you look toward promotion, let me encourage you to use this manual as more than just a study guide to help you attain your next stripe. As you read the words about leadership, customs and courtesies, history, doctrine and the multitude of other subjects contained herein, find ways to apply the knowledge for your own personal and professional growth, but more importantly, to become a better supervisor, mentor and leader to those around you. Turn the words into action and the promotions will follow.

The Air Force will continue to face challenges as we sharpen ourselves as an Air Expeditionary Force. Through these challenges it is up to you – the NCOs and future NCOs—to make sure we remain a combat ready force and one that you'll continue to be proud to serve.

Thank you for your continued dedication to our great nation and Air Force. I wish you much success in your quest to become a better leader.


GERALD R. MURRAY
Chief Master Sergeant of the Air Force

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Personnel



PROMOTION FITNESS EXAMINATION (PFE) STUDY GUIDE

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This pamphlet implements AFI 36-2201, Volume 2, *Air Force Training Program, Training Management*, Chapter 5. Information in this study guide is taken primarily from Air Force publications and is based on knowledge requirements from the Military Knowledge and Testing System (MKTS) as determined by the MKTS Advisory Council of the Chief Master Sergeant of the Air Force and MAJCOM Command Chiefs. **This study guide is current as of 31 December 2002.** (**NOTE:** If an Air Force publication changes any information referenced in this study guide, the governing publication takes precedence.) Attachment 1 contains references and supporting information used in this publication.

This study guide is the only source for the PFE. It is also used with AFPAM 36-2241, Volume 2, *USAF Supervisory Examination (USAFSE) Study Guide*, as a primary reference for senior noncommissioned officers preparing for the USAFSE. Recommendations to change, add, or delete information in AFI 36-2201, Volume 2, Chapter 5, or this pamphlet should be sent to the Air Force Occupational Measurement Squadron (AFOMS/OMP), 1550 5th Street East, Randolph AFB TX 78150-4449, DSN 487-4075, e-mail: pfesg@randolph.af.mil. **NOTE:** Do not use AF Form 1000, **IDEA Application**.

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SUMMARY OF REVISIONS

This document is substantially revised and must be completely reviewed. The MKTS code key and corresponding subject codes have been deleted; they do not apply to PFE or USAFSE (test) development and have no bearing on the level of comprehension required for promotion test preparation.

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INTRODUCTION

There are numerous changes in this edition of the PFE Study Guide. We strongly urge you to take the time to read this before diving into the chapters and studying for your next PFE or USAFSE. The most obvious change is the deletion of the MKTS code key and subject codes. The 1999 MKTS Advisory Council, led by Chief Master Sergeant of the Air Force (CMSAF) Jim Finch, decided that the standard should no longer apply to test development. Beginning with promotion cycle 01-E9 in September 2001, all promotion fitness and US Air Force supervisory examinations followed the more widely used and understandable go-no go standard. In other words, there is no variance to the degree of ease or difficulty written into test questions. CMSAF Gerald Murray confirmed this decision in October 2002 and authorized the deletion of the MKTS code key and corresponding subject codes.

We have made substantial changes in other areas as well. Our recommendations were reviewed, discussed, and many were adopted by the council to enhance this pamphlet and to further the professional development of the Air Force enlisted corps. The changes incorporated are a result of feedback received from the field identifying new subject areas, as well as ways to improve the format, readability, and adequacy of the current subject matter. We seriously consider all suggestions to improve the study guide. Our objective is to provide enlisted personnel a reference that is easy to understand yet provides ample coverage of those subjects you, the enlisted force, consider appropriate.

Many of you are unaware of the process used at the Air Force Occupational Measurement Squadron to determine the subject matter in this volume and in AFPAM 36-2241, Volume 2, USAF Supervisory Examination Study Guide (USAFSE). Therefore, it is important we mention the role of the MKTS Advisory Council. The MKTS Advisory Council is chaired by the CMSAF and is comprised of all major command (MAJCOM) and selected field operating agencies (FOA) and direct reporting units (DRU) command chief master sergeants (CCM). The council convenes every 2 years to determine the applicability of the information contained in the current study guides and approves new subject matter for inclusion in the next revision. Their decisions are based on the results of an MKTS field evaluation survey administered to a stratified random sample of approximately 4,000 NCOs throughout the Air Force. This survey lists, by topic, the content of both study guides and asks that each topic be rated according to the need in which knowledge of, or skill in, that particular area is necessary to perform at the respondent's present grade. If you are given the opportunity to take the survey, please consider your responses carefully; it's your opportunity to let the CMSAF and other senior enlisted leadership know what subjects you consider important. After all surveys are analyzed and the data compiled, the council then has a clear picture of those subject areas the enlisted corps thinks should be published in the study guides and the extent of coverage. An electronic version of the online MKTS survey is available at the following link: <http://www.omsq.af.mil/omp>.

We review and discuss all comments and suggestions we receive and decide whether to implement them based on practicality. Many suggestions have been of such importance that we recorded them on past agendas for the MKTS Advisory Council's analysis. Also, we must abide by AFI 33-360, Volume 1, *Publications Management Program*, which stipulates "You may not supplement nondirective publications... nor issue interim changes or emergency message changes to them." Therefore, we will not provide write-in changes, page-insert changes, or any other notification of revised material or information as changes occur. We will maintain all corrections, changes, and updates for publication in the next study guide.

For your convenience, this publication and AFPAM 36-2241, Volume 2, are available electronically on the Air Force Electronic Publications Library (AFEPL) (CD ROM) and can also be downloaded at the following Air Force Publishing web site: <http://www.e-publishing.af.mil/>.

STUDY ROUTINE

Test development teams use the MKTS survey to outline important areas they want to ensure are covered during test development. Keep in mind that all material in this study guide is testable. You should set a definite time and place to study. Each day, set aside an hour or two to study. If possible, use the same time each day. This helps develop a routine and will minimize the risk of letting time slip by without studying. Also, you should have a specific place to study that is free of noise and distractions. You might find it beneficial to face your desk and chair toward an empty wall to minimize distractions. By going to a specific place at a certain time to study, you will find it easier to warm up to your subject and it should help you concentrate.

AIR FORCE TEST COMPROMISE POLICY

WARNING!!! The PFE counts for up to 100 points of your total Weighted Airman Promotion System (WAPS) score; therefore, it is important for you to establish a SELF-STUDY program that will help you score well. Self-study is highlighted to emphasize that group study (two or more people) and training programs specifically designed to prepare for promotion tests are strictly prohibited by AFI 36-2605, *Air Force Military Personnel Testing System*. This prohibition protects the integrity of the promotion testing program by helping to ensure WAPS test scores are a reflection of each member's individual effort.

In addition to group study, specific compromise situations you must avoid include, but are not limited to, discussing the contents of a PFE with anyone other than the test control officer or test examiner and sharing pretests or lists of test questions recalled from a current or previous PFE, personal study materials, or underlined or highlighted study reference material, or commercial study guides with other individuals.

Air Force members who violate these prohibitions are subject to prosecution under Article 92 (1) of the Uniform Code of Military Justice (UCMJ) for violating a lawful general regulation. Refer to Chapter 13 of this study guide for more information regarding WAPS test compromise.

WAPS was developed as an objective method of promoting the most deserving airmen to the next higher grade. Any time a promotion examination is compromised, there's a possibility that one or more undeserving airmen will get promoted at the expense of those who followed the rules. **Do not place your career in jeopardy. Study, take your promotion examinations, and earn your next stripe—on your own!**

Chapter 1

AIR FORCE DOCTRINE

The Air Force Vision: Global Vigilance, Reach, and Power

To defend the United States and protect its interests through air and space power

1.1. Introduction:

1.1.1. Since early in the 20th century when the Wright Brothers first took to the skies, the flightpath for air and space power has been onward and upward. The pioneers who established the United States Air Force were committed to achieving air and space power's enormous potential to serve the nation. The journey continues. At the dawn of the 21st century, the Air Force has reached ever higher, faster, and farther. Revolutionary technological developments have been matched by dramatically improved operational concepts to produce profound increases in combat capability. Air Force Vision 2020 builds on previous work and reflects key organizational and conceptual improvements and lays the foundation for the future force.

1.1.2. The next two decades will present many unknowns. As Joint Vision 2020 (JV 2020) suggests, the nation will face a wide range of challenges and opportunities. In an environment with an uncertain rhythm, the Air Force must be prepared to maintain its strategic and nuclear vigilance while sustaining peacetime operations, ensuring preparations for major theater war (MTW), and conducting the training necessary to prepare each new generation of airmen to lead. In a world that is globally connected, national security and international stability are vital foundations of America's prosperity.

1.1.3. Ensuring security and stability requires global vigilance, reach, and power—global vigilance to anticipate and deter threats, strategic reach to curb crises, and overwhelming power to prevail in conflicts and win America's wars. With global vigilance, reach, and power, the Air Force will provide balanced air and space capabilities key to meeting national security objectives and realizing the full-spectrum dominance envisioned by JV 2020. The United States Air Force is a mission focused, combat proven, decisive fighting force. **NOTE:** The material in this chapter is taken directly from Air Force Vision 2020 (<http://www.af.mil/vision>), JV 2020, and AFDD 1, *Air Force Basic Doctrine*.

1.2. The Foundation—Air Force People and Air Force Values:

1.2.1. America's airmen are warriors willing to fight and win whenever the nation calls. The air and space realm is the Air Force's domain, and the Air Force is vigilant in its commitment to defend, control, and use it for the nation's interest. Members of the Air Force are leaders who live by a set of core values. In addition, the Air Force is a total force—active duty, guard, reserve, and civilian—seamless in providing air and space power. Members of the Air Force team do not operate alone. The great efforts and support of many, including the families, the retirees, the employers of guardsmen and reservists, industry partners, and the communities in which people live and work, enable the mission to succeed.

1.2.2. The Air Force is a partner in the Joint Team that projects air and space power anywhere in the world and operates in concert with America's land and sea forces and with America's allies. Wherever airmen serve, whatever airmen do, they are America's airmen. The Air Force will recruit, train, and retain America's best young men and women to provide global vigilance, reach, and power to the nation in the 21st century. Everyone will command and lead effectively at all levels—with decisiveness and concern for their people. America's airmen must provide an environment that encourages all members to achieve personal and professional excellence, taking pride in being part of the air and space force that is respected the world over.

1.2.3. The Air Force will size, shape, and operate the force to meet the needs of the nation. In addition, it must manage the effects of tempo on the people. This is particularly important for those elements of the force currently in short supply but in high demand. The Air Force will continue leading the way to leverage the strengths of all components to optimize total force effectiveness in peace as well as war. America's airmen will be smart, sharp, and tough. The Air Force will provide airmen with the education, equipment, and training to perform at their best and will demonstrate commitment to all the members and to their families, providing quality of life that lives up to their trust. The Air Force will be worthy of the great men and women who join.

1.3. The Domain—Air and Space:

1.3.1. The United States Air Force is an integrated air and space force. Its domain stretches from the earth's surface to the outer reaches of space in a seamless operational medium. The Air Force operates aircraft and spacecraft optimized for the air and space environment, but the art of commanding air and space power lies in integrating systems to produce the exact effects the nation needs. To meet this need, command organizations have been modified to take full advantage of air, space, and information expertise. A new air and space basic course has been implemented, ensuring newly commissioned officers understand the breadth and value of the different components of air and space power. A new space warfare center now emphasizes how to leverage the combination of space and atmospheric capabilities. Space training has been added to the air combat training at the weapons school. Air Force information capabilities support operations across the entire air and space domain. Air, space, and information operators are being put into all key commands and training courses, focusing on expanding and cross-flowing knowledge to maximize effectiveness.

1.3.2. Integrating air, space, and information operations will continue, while leveraging the strengths of each operation. Airmen will think in terms of controlling and exploiting the full air and space continuum on a regional and global scale to achieve effects both on earth and in flight regimes beyond the horizon. Commanders' abilities to command and control air and space forces will strengthen. Their air and space operations centers will gather and fuse the full range of information, from national to tactical, in real-time, and will rapidly convert this information to knowledge and understanding—thus ensuring decision dominance over adversaries.

1.3.3. To employ these air and space capabilities effectively, the Air Force must continue to develop commanders who think in terms of exploiting the whole air and space continuum—leaders able to employ forces that produce the desired effects, regardless of where platforms reside, fly, or orbit. With experience and cross-competence in the increasingly complex range of military disciplines, these leaders will lead air and space and joint forces to victory for the nation.

1.4. The Method—Air and Space Expeditionary Force (AEF):

1.4.1. AEF.

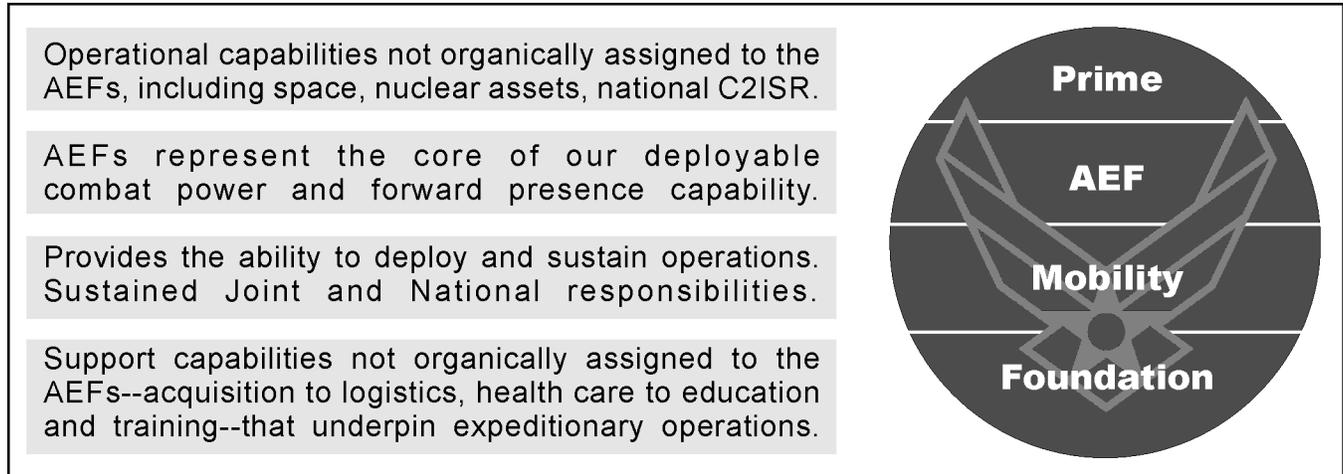
The Air Force is an AEF configured for the full spectrum of air and space operations. It has returned to its expeditionary roots in the way it organizes itself and presents its forces. This shift, brought about by force down-sizing and scaled-back overseas basing due to the end of the Cold War, provides a unifying structure that brings all Air Force members together in shared challenges, goals, and successes. An expeditionary military force by definition is one that can conduct military operations on short notice in response to crises with forces tailored to achieve limited and clearly stated objectives. Airmen from all across the Air Force contribute to expeditionary capabilities—from those who provide the deterrent umbrella under which the Air Force operates, to those who deploy, to those who operate the fixed facilities on which the service depends when reachback for support occurs (Figure 1.1).

1.4.2. Expeditionary Capabilities:

1.4.2.1. Ten deployable AEFs have been constituted. Two AEFs, trained to task, are always deployed or on call to meet current national requirements, while the remaining forces train, exercise, and prepare for the full spectrum of operations. AEFs provide joint force commanders with ready and complete air and space force packages that can be tailored to meet the spectrum of contingencies thus ensuring situational awareness, freedom from attack, freedom to maneuver, and freedom to attack. They either fit into established theater-based command and control structures, when available, or bring their own command and control when needed.

1.4.2.2. In addition, the Air Force maintains a total of five bomber group leads (BGL) to support the oncall AEFs, as well as oncall lead wings to open expeditionary bases. In a smaller-scale contingency, one AEF task force can provide intelligence, surveillance, reconnaissance, and command and control of air and space forces over an area roughly half the size of Texas. The AEF can provide air superiority while striking some 200 targets per day. One AEF can surge to provide these capabilities 24 hours a day. More AEFs can be added, expanding the space it can control and contributing to the Air Force's ability to transition rapidly from contingency operations to MTW.

Figure 1.1. The Air and Space Expeditionary Force.



1.4.3. AEF Rotation Cycle.

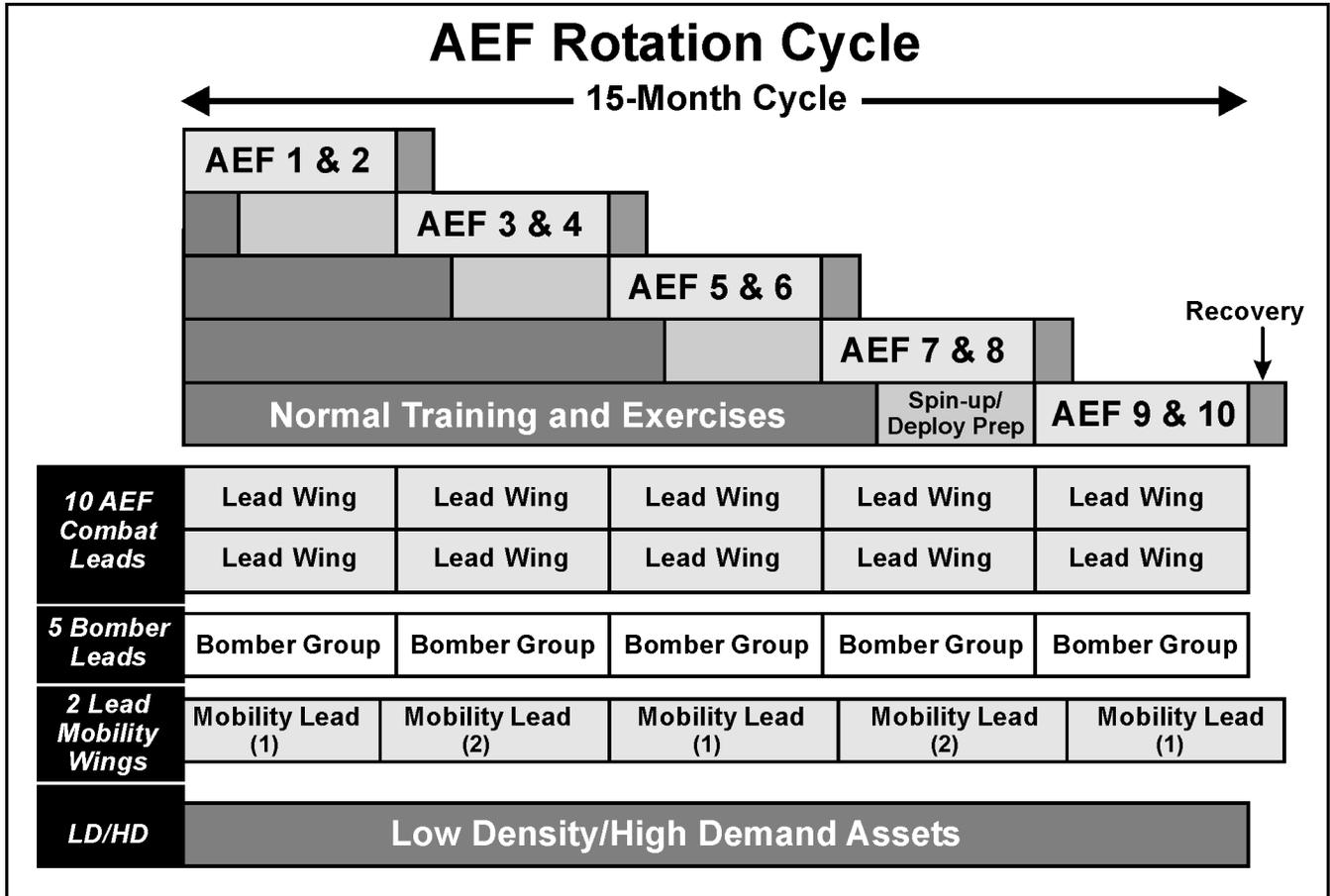
The rotational structure provides Air Force personnel predictability for their lives and stability for their training. Predictability also is key to optimizing peacetime participation of the traditional guardsmen and reservists who must balance military duties with full-time civilian employment. The 15-month AEF cycle includes periods of normal training, preparation, and oncall or deployment eligibility. The approximate 10-month normal training period concentrates on unit missions and basic proficiency events. The 2-month deployment preparation period focuses unit activities on area of responsibility (AOR) specific events required (if known) for the 3-month oncall or deployment eligibility period that follows. Following the deployment or oncall period, units will enter into a major command (MAJCOM) defined recovery period. Personnel assigned to the BGLs are on the same 15-month cycle. In addition, there are also some limited forces that must be managed carefully so they can support the AEFs. These forces are the low density/high demand (LD/HD) assets such as JSTARS, EC-130 Compass Call electronic warfare platforms, and U-2 aircraft. LD/HD assets are not managed under the same training and deployment cycle as AEFs. These capabilities are managed by the Joint Staff and have the highest tempo (temporary duty [TDY] rotation schedule) in the Air Force. This life cycle is illustrated in Figure 1.2.

1.4.4. AEF Spectrum of Operations.

The National Military Strategy dictates that the Air Force be prepared to support requirements across the spectrum of operations from humanitarian and disaster relief operations up to and including an MTW. The ability of the Air Force to transition from steady-state operations to MTWs is reflected in the following paragraphs (Figure 1.3):

1.4.4.1. Steady-State Operations. The steady-state of ongoing deployments is represented by the dotted line toward the bottom of Figure 1.3. The Air Force has a steady-state limit on forces, which equates to the capabilities of about two AEFs, a lead mobility wing, plus one BGL, and available LD/HD forces. This limit is approximately 20 percent of the Air Force's combat-coded force, which is represented by the solid line toward the bottom of Figure 1.3. Any substantial or sustained commitment of forces beyond this level constitutes a surge and requires some degree of reconstitution of the involved forces after the surge ends. The steady-state commitment of two AEFs, the BGL, a lead mobility wing, and available LD/HD forces is sustainable over time, provided the Air Force can maintain appropriate levels of personnel and materiel.

Figure 1.2. AEF Rotation Cycle.



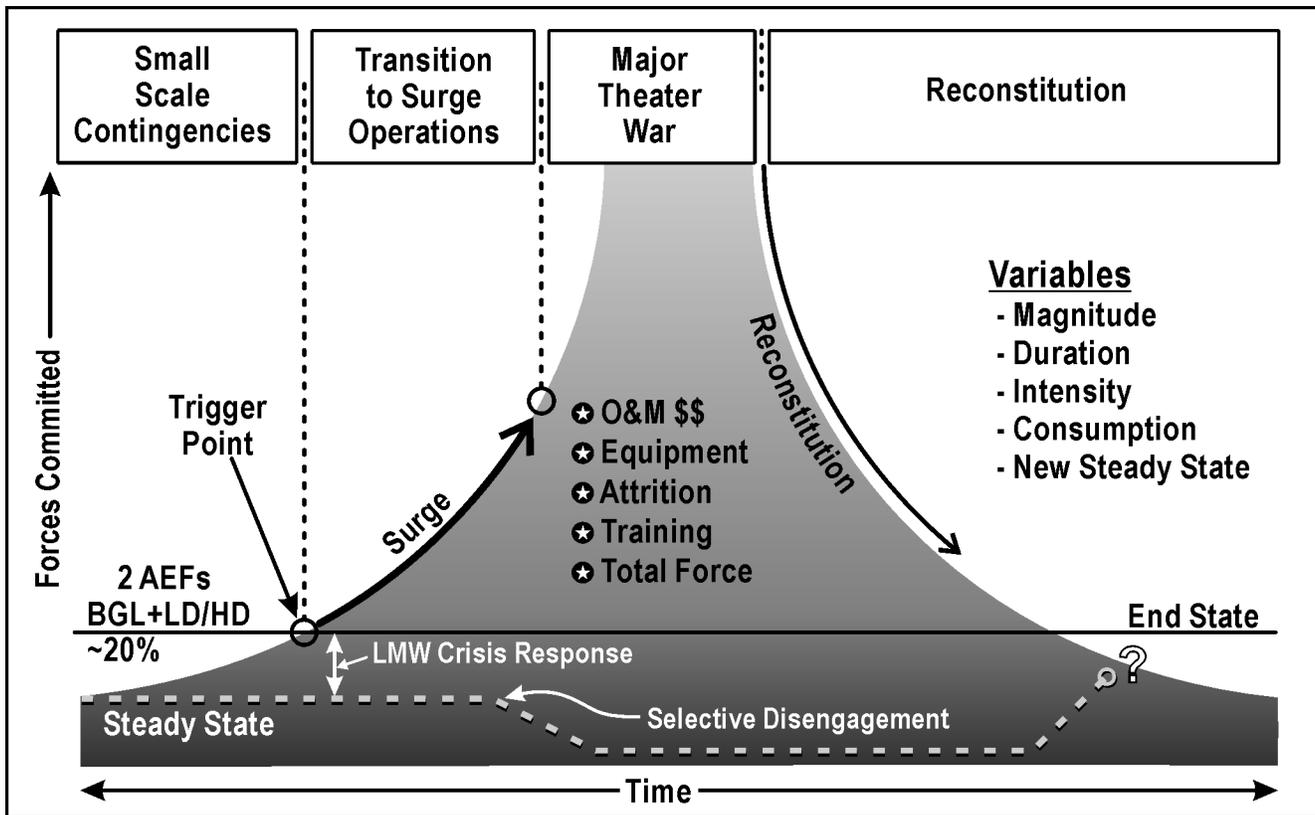
1.4.4.2. Transition to Surge Operations. Transition begins when requirements begin to exceed the capabilities of the two AEFs, the BGL, and available LD/HD forces. This point is known as the surge trigger point (see Figure 1.3), or the time at which the US Air Force begins to exceed its sustainable level and must use forces outside the scheduled AEFs to meet mission requirements. Established parameters for the day-to-day steady-state AEF schedule are broken for the duration of surge operations. At this surge trigger point, the Air Force must also begin the planning for reconstitution that will return the force back to the presurge activity level. In cases of significant surges, reconstitution will include reduced commitment levels and operations by reconstituting forces, allowing them the time and resources needed to recover their readiness levels and prepare for future deployments. During a surge, Air Force and Joint Force leaders may reduce the reconstitution impact by selectively disengaging Air Force forces from other operations, requesting selective recalls of reserve forces, and activating active forces' stop-loss procedures.

1.4.4.3. MTW. This level of activity is normally associated with an activation of an established theater-level war plan. In the AEF concept, however, the force management effects associated with an MTW require the Air Force to deploy more forces than contained in two AEFs and a BGL. At this trigger point, the size of the deployment will begin to degrade the Air Force's ability to maintain its forces at peak readiness for mobilization in support of an MTW plan.

1.4.4.4. Reconstitution. Reconstitution planning begins during the initial states of surge operations. Actual reconstitution of the force continues beyond the end of the contingency operation. Factors to consider in reconstitution planning include restoring levels of consumables and munitions expended, lost training, examining the impact of operations on personnel retention and attrition rates across the total force, and post-contingency steady-state operational requirements. In cases of significant surges, a consideration for reconstitution includes examining reduced commitment levels and operations for reconstituting forces to

allow them the time and resources needed to recover their readiness levels and prepare for future deployments.

Figure 1.3. AEF Across the Spectrum of Conflict.



1.4.5. Future AEF Goals.

The Air Force will continue to improve its expeditionary capabilities as it becomes lighter and leaner—at the same time, lethal. Air Force forces are already responsive, but they will become even more so. An AEF will be able to deploy in 48 hours—fast enough to curb many crises before they escalate. According to Air Force Vision 2020, the Air Force will be able to rapidly deploy additional AEFs—up to 5 AEFs in 15 days—providing Joint Force commanders options to begin offensive operations and halt and win MTWs. In addition, each AEF will improve its capabilities. For example, the size of the battlespace an AEF can control will expand and the AEF will enhance its ability to do real-time, adaptive targeting to dominate this battlespace. The number of targets one AEF can engage in a day will dramatically increase. Long-range and stealthy assets will be leveraged to ensure access to any target and the quick defeat of enemy defenses to allow other forces to operate. Focus will be placed on the expeditionary combat support capabilities that underpin the ability to operate anywhere. Effective, efficient logistics will be key to sustaining expeditionary forces. The harnessing of information technology, rapid transportation, and the strengths of both the organic and industrial logistics base will ensure responsive, dependable, precise support. Finally, skills and discipline will be constantly improved to protect the force in any environment.

1.5. The Building Blocks—The Air Force’s Distinctive Capabilities:

1.5.1. America’s Air Force is focused on the air and space domain. Although the Air Force makes no claim to exclusivity, air and space power is its primary mission. This mission is executed by mastering the service’s distinctive capabilities. The Air Force’s distinctive capabilities are:

1.5.1.1. Air and Space Superiority. The ability to control what moves through air and space—ensuring freedom of action.

1.5.1.2. Information Superiority. The ability to control and exploit information to the nation's advantage—ensuring decision dominance.

1.5.1.3. Global Attack. The ability to engage adversary targets anywhere, anytime—holding an adversary at risk.

1.5.1.4. Precision Engagement. The ability to deliver desired effects with minimal risk and collateral damage—denying the enemy sanctuary.

1.5.1.5. Rapid Global Mobility. The ability to rapidly position forces anywhere in the world—ensuring unprecedented responsiveness.

1.5.1.6. Agile Combat Support. The ability to sustain flexible and efficient combat operations—ensuring the foundation of success.

1.5.2. These distinctive capabilities are built upon foundations of world class support across a wide range of disciplines—acquisition to logistics, health care to education and training. The Air Force will develop and field the critical future capabilities to sustain its distinctive capabilities and the command and control through which they are employed.

1.5.3. Any discussion of the distinctive capabilities would be incomplete without looking at their relationship to the Joint Service vision of the future. JV 2020 guides all the Services into the next century with its vision of future war fighting. JV 2020 sets forth four overarching operational concepts: dominant maneuver, precision engagement, focused logistics, and full-dimensional protection. Each of these operational concepts reinforces the others. The aggregate of these four concepts, along with their interaction with information superiority and innovation, allows joint forces to dominate the full range of military operations from humanitarian assistance through peace operations to the highest intensity conflict. Such full-spectrum dominance allows joint forces to prevail across the range of national military strategy from peacetime engagement to deterrence and conflict prevention to fighting and winning in combat. Air Force distinctive capabilities of air and space superiority, rapid global mobility, global attack, agile combat support, precision engagement, and information superiority, coupled with the speed, flexibility, and the global nature of its reach and perspective, produce unique contributions to the joint concepts of dominant maneuver, precision engagement, focused logistics, and full-dimensional protection. Air and space forces today contribute directly to achieving each of these joint concepts and the ultimate goal of full-spectrum dominance.

1.5.3.1. Dominant Maneuver. The distinctive capabilities of global attack, rapid global mobility, air and space superiority, and information superiority help achieve the JV 2020 concept of dominant maneuver. The ability of air and space power to engage at any place in minimum time, from either centralized or widely dispersed locations, and to shape the conflict describes an important aspect of dominant maneuver. The ability to strip away an adversary's own air and space power and place the adversary's forces under constant threat of attack from American air and space power forces the adversary to maneuver at the discretion of the joint force commander—another facet of dominant maneuver. The freedom of action for joint forces made possible through air and space superiority, coupled with the leverage offered by information superiority, enables all joint forces to gain advantages in achieving dominant maneuver.

1.5.3.2. Precision Engagement. The distinctive capabilities of precision engagement and global attack help achieve the JV 2020 concept of precision engagement. Precision has been an integral aspect of air strategy since the advent of daylight bombing doctrine in the 1930s. From the earliest attempts at precision bombing during World War II to the deadly accuracy of today's precision-guided munitions delivered through global attack, the United States continues to develop the most accurate aerial munitions employed in combat. Precision, however, is not limited to kinetic weapons. It may also mean precisely delivering materiel or forces to a forward location. Or it may be precisely implanting a computer virus in some adversary's command and control or information network. Accurate weaponry, maneuver, delivery, and information combine to make precision engagement a critical element of joint force employment.

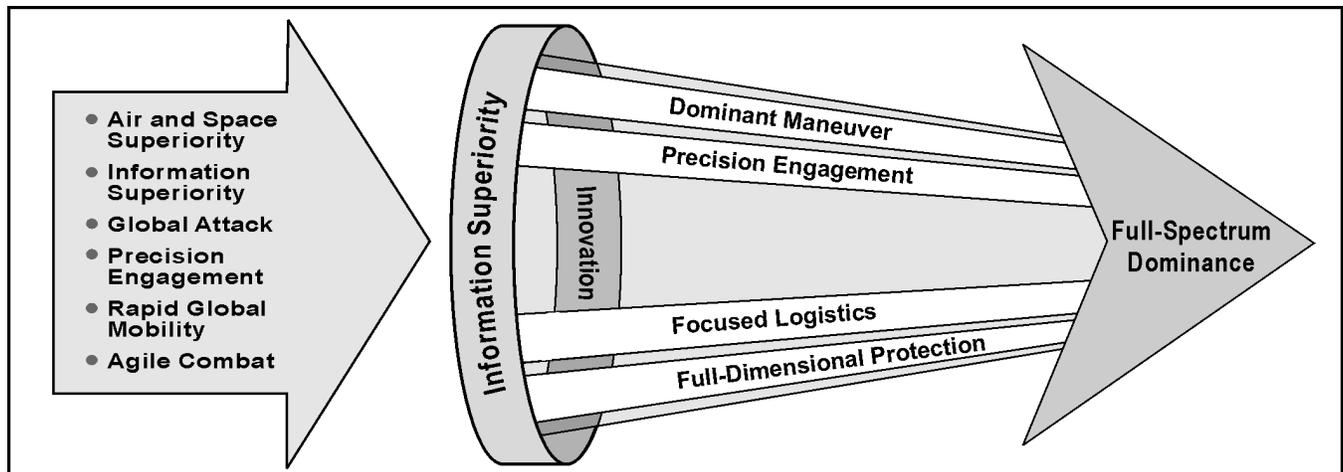
1.5.3.3. Focused Logistics. The distinctive capabilities of rapid global mobility, precision engagement, and agile combat support help achieve the JV 2020 concept of focused logistics. Focused logistics requires a

combination of information and logistics technologies to ensure required supplies arrive with precision—at the right time, at the right place, every time, no matter the level of conflict. To this end, the competency of agile combat support is key. Increased information about, and control of, the asset pipeline ensures rapid movement of supplies directly from factory to flight line. This process provides a “reach back” sustainment capability that gives the forces a smaller logistical footprint in a theater of operations. This reduced logistics “tail” allows the commander more flexibility in deploying and employing forces rapidly, requires fewer security resources to protect, and provides fewer lucrative targets to the enemy. In responding to theater needs, this agile system of support also provides the theater commander significantly improved combat capability. Moving and tracking materiel by commercial carriers and advanced airlift aircraft improve battlefield distribution for users and increase the system’s ability to respond quickly to change.

1.5.3.4. Full-Dimensional Protection. The distinctive capabilities of global attack, precision engagement, and air and space superiority help achieve the JV 2020 concept of full-dimensional protection. Air and space power provides a responsive and flexible force capable of attaining air and space superiority, the basis for full-dimensional protection. The flexibility given to air forces by global attack and precision engagement provides a means for quickly countering unexpected threats and for exploiting fleeting opportunities.

1.5.4. Air Force distinctive capabilities make significant and multidimensional contributions to full-spectrum dominance through dominant maneuver, precision engagement, focused logistics, and full-dimensional protection, all of which are enhanced by information superiority and innovation (Figure 1.4).

Figure 1.4. Air Force Distinctive Capabilities and JV 2020.



1.6. The Approach—Innovation and Adaptation:

1.6.1. America’s Air Force is an innovative, adaptive force. This approach is not a new situation for the Air Force. This service was born of change and is a part of every airman’s character. Airmen challenge themselves after every mission and after every day. They ask themselves: What worked? What didn’t? How do I become better? This kind of continuing innovation over time leads to dramatic improvement, sometimes known as transformation. Real transformation is not the result of a one-time improvement, but a sustained and determined effort. The Air Force has been engaged in this effort for more than 10 years and it is paying off in the dramatic improvements in capability that have been on display in places like the Persian Gulf, Kosovo, and Afghanistan.

1.6.2. Impressive as these improvements have been, they are just the beginning. Members of the Air Force recognize that air and space power is America’s asymmetric advantage and are determined to ensure America keeps this advantage. Science and technology, along with operational concepts, will be continually explored to identify ideas that offer potential for evolutionary or revolutionary increases in capability. These ideas will be tested rigorously through experimentation to determine which have practical applications worthy of development.

1.6.3. Technological innovations will continue to be accompanied by innovations in doctrine, organization, and training. These innovations will prepare airmen to conduct and sustain decisive operations in MTWs and in other forms of conflict. Information technology will be leveraged as a way to continue transforming operational capabilities and command and control. Innovation will be encouraged in research and battle labs, product centers, and logistics and warfare centers across the force—recognizing that it is in the imagination of individuals that new concepts and technologies that are key to future air and space operations will be born.

1.7. The Commitment—Keeping the Trust.

All Air Force members are partners in the nation's security. The Air Force dominates the air and space domain to facilitate the effectiveness of the Joint Team. The commitment is firm—to work effectively with soldiers, sailors, marines, and coast guardsmen anywhere the United States' interests and its people are at risk. And as members of the Joint Team, the Air Force's commitment is equally firm to live up to the trust of multinational partners. Airmen must never forget the trust the American people place in them to protect their ideals, their security, and their prosperity. The American people give the Air Force their finest young men and women to sustain this effort. The United States Air Force will keep faith with these young men and women—America's airmen—and they will keep faith with the nation.

A commander in chief sends America's sons and daughters into a battle in a foreign land only after the greatest care and a lot of prayer. We ask a lot of those who wear our uniform. We ask them to leave their loved ones, to travel great distances, to risk injury, even to be prepared to make the ultimate sacrifice of their lives. They are dedicated, they are honorable; they represent the best of our country. And we are grateful.

President George W. Bush

1.8. Conclusion.

This chapter provided information on Air Force doctrine by presenting material from the Air Force Vision 2020, Joint Vision 2020, and AFDD 1. Every NCO must be knowledgeable of Air Force doctrine and be capable of relating the information presented to their unit mission and the overall mission of the Air Force.

Chapter 2

ORGANIZATION

Section 2A—Overview

2.1. Introduction.

The Armed Forces of the United States are not separate and independent parts of the government; rather, they compose one of the instruments of national policy. Since the birth of the nation, policies and directives have been made by civilians assigned to the military and to the executive and legislative branches of the government. Military leaders do not make national military policy decisions. Civilian leadership is a key concept in the military organization, beginning with the President's role as Commander in Chief (CINC). This chapter begins with a discussion of the President's role. It highlights the structure of the Department of Defense (DoD) and defines the roles of the military departments, Joint Chiefs of Staff (JCS), unified combatant commands, and combined commands. It emphasizes the key elements of the Department of the Air Force and focuses on force structure and MAJCOMs. It also includes a discussion of the structure and functions of the various lower levels of command and air reserve components (ARC).

Section 2B—Command Authority

2.2. CINC.

The US Constitution establishes the basic principle of civilian control of the Armed Forces. As CINC, the President has the final word of command authority; however, as head of the executive branch, he is subject to the "checks and balances" system of the legislative and judicial branches. The President delegates responsibility for national defense matters to the Secretary of Defense (SECDEF).

Section 2C—DoD

2.3. DoD.

Established by the National Security Act of 1947, the DoD's function is to maintain and employ Armed Forces. It includes the Office of the Secretary of Defense (OSD); the JCS; the Joint Staff; the Departments of the Army, Navy (including the US Marine Corps), and Air Force. It also includes the unified combatant commands and forces dedicated to combined commands, defense agencies, and DoD field activities. As the civilian head of the DoD, the SECDEF reports directly to the President.

2.4. SECDEF.

The President appoints the SECDEF with the advice and consent of the Senate. As principal assistant to the President for military matters, the SECDEF has the authority to exercise direction and control over all elements of the DoD. The operational chain of command runs from the President to the SECDEF to the combatant commanders. However, a provision of the Goldwater-Nichols DoD Reorganization Act of 1986 permits the President to authorize communications through the Chairman, Joint Chiefs of Staff (CJCS). Consequently, DoDD 5100.1, *Functions of the Department of Defense and Its Major Components*, places the CJCS in the communications chain of command. The JCS (the Chairman, Vice Chairman, and the four service chiefs or their deputized alternates) are not in the operational chain of command. Communications between the President or SECDEF and the combatant commanders pass through the CJCS. Further, the CJCS can be assigned oversight responsibilities for the Secretary's control and coordination of the combatant commanders. That is, the CJCS provides feedback to the Secretary about the Secretary's control of the combatant commanders. The SECDEF, like the President, must also delegate authority. The Deputy SECDEF is a chief assistant.

2.4.1. The Armed Forces Policy Council.

The Armed Forces Policy Council assists in matters requiring a long-range view and in formulating broad defense policy. It advises the SECDEF on matters of broad policy and reports on other matters as requested. This council is considered the most important advisory body that works directly with the SECDEF. The council consists of the SECDEF (Chairman); the Deputy SECDEF; Secretaries of the Army, Navy, and Air

Force; the CJCS; Under Secretaries of Defense; the Deputy Under Secretary of Defense for Acquisition; and the four service chiefs. Other departments and agencies in the executive branch may be invited to attend specific meetings.

2.4.2. Under Secretaries of Defense.

There are four Under Secretaries of Defense (Policy; Comptroller; Personnel and Readiness; and Acquisition and Technology) who assist the SECDEF. The SECDEF receives staff assistance through a number of special agencies. Included among these are the Defense Threat Reduction Agency (DTRA), Security Service, and Defense Logistics Agency (DLA). These agencies, as well as others, provide special skills, expertise, and advice to the SECDEF.

2.5. JCS:

2.5.1. Subject to the authority, direction, and control of the President and the SECDEF, members of the JCS serve as advisors to the President, SECDEF, and the National Security Council. They provide the strategic direction of the Armed Forces. They review major materiel and personnel requirements of the Armed Forces according to strategic and logistic requirements and establish joint doctrine. Members of the JCS are also responsible for the assignment of logistic responsibilities to the military services, formulation of policies for joint training, and coordination of military education.

2.5.2. Members of the JCS consist of the CJCS; Vice Chairman, Joint Chiefs of Staff (VCJCS); Chief of Staff, US Army (CSA); Chief of Naval Operations (CNO); Chief of Staff, US Air Force (CSAF); and Commandant of the Marine Corps (CMC). The CJCS serves as a member of and presides over the JCS and furnishes the recommendations and views of the JCS to the President, National Security Council, or the SECDEF. Other members of the JCS may also provide advice to these bodies, when requested. If a member disagrees with an opinion of the CJCS, the CJCS must present that advice in addition to his or her own. For the service chiefs (CSA, CNO, CSAF, CMC), their JCS duties take precedence over all other duties. Consequently, as the military heads of their respective services, JCS members delegate many duties to their vice chiefs of staff while retaining overall responsibility.

2.6. Joint Staff.

The Joint Staff assists members of the JCS in carrying out their assigned responsibilities of strategic direction, unified operation of combatant commands, and the integration of all land, naval, and air forces into an efficient force. By law, the direction of the Joint Staff rests exclusively with the CJCS. The staff's more than 1,500 military and civilian personnel are composed of approximately even numbers of officers from the Army, Navy, and Air Force. Marines make up about 20 percent of the number allocated to the Navy.

2.7. Unified Combatant Commands and Combined Commands:

2.7.1. Unified Combatant Commands.

The President, assisted by the CJCS through the SECDEF, establishes unified combatant commands for the performance of military missions. The SECDEF assigns military missions. The combatant commander deploys, directs, controls, and coordinates the action of the command's forces; conducts joint training exercises; and controls certain support functions. Combatant commanders are responsible to both the SECDEF and the President. The component commanders or the commanders of subordinate commands exercise operational command. A unified combatant command has a broad, continuing mission and is composed of forces from two or more military departments. Unified commands are organized on a geographical and functional basis and include the US Joint Forces Command, US European Command, US Pacific Command, US Northern Command, US Southern Command, US Central Command, US Special Operations Command, US Transportation Command, and US Strategic Command. Once assigned to a unified command, a force cannot be transferred except by authority of the SECDEF or under special procedures of that office with the approval of the President. All units not assigned to a unified command remain with their respective services.

2.7.2. Combined Commands.

Combined commands consist of forces from more than one nation. Since combined commands are binational or multinational, their missions and responsibilities (including command responsibilities) must be established and assigned to conform to binational and multinational agreements. Normally a combined command operates under the terms of a treaty, alliance, or bilateral agreement between or among the nations concerned. The North American Aerospace Defense Command (NORAD), Combined Forces Command Korea (CFC), and Allied Command Europe (ACE) are examples of multinational commands.

2.8. Military Departments.

The military departments consist of the Army, Navy (including the Marine Corps and, in wartime, the Coast Guard), and the Air Force. The military departments and the Service secretaries are responsible for providing efficiently organized, trained, and equipped ready forces to the combatant commanders. Although operational command of the forces rests with the combatant commanders under the direction of the SECDEF, the Service secretaries assist the SECDEF in managing the administrative, training, and logistic functions of the military departments. Except in operational matters, the SECDEF issues orders to a service through its secretary. Each service develops and trains its forces to perform functions that support the efforts of other services and accomplish the overall military objectives. The military departments share general and specific functions as outlined below, and the Air Force has primary functions designed to support the general and specific functions of the military departments.

2.8.1. Departmental Functions.

The traditional roles and mission of each branch of service are commonly referred to as functions. Besides specific combat roles, they furnish operational forces to unified commands. The SECDEF and the JCS established the functions of each branch of the Armed Forces in the Key West Agreement of 1948. The Key West Agreement was revised in 1953 and again in 1958. The general functions of the Armed Forces are to:

2.8.1.1. Support and defend the US Constitution against all enemies, foreign and domestic.

2.8.1.2. Ensure, by timely and effective military action, the security of the United States, its possessions, and areas vital to its interests.

2.8.1.3. Uphold and advance the national policies and interests of the United States.

2.8.2. Specific Functions. Along with general functions, military departments also have some specific functions they share. These include, but are not limited to, the following:

2.8.2.1. Preparing forces and establishing reserves of personnel, equipment, and supplies for effective prosecution of war and military operations short of war, and planning for the expansion of peacetime components to meet the needs of war.

2.8.2.2. Maintaining, in readiness, mobile reserve forces properly organized, trained, and equipped for deployment in an emergency.

2.8.2.3. Preparing and submitting to the SECDEF budgets for their respective departments, and justifying (before Congress) budget requests as approved by the SECDEF.

2.8.2.4. Administering the funds made available for maintaining, equipping, and training the forces of their respective departments, including those assigned to unified commands.

2.8.2.5. Assisting each other in accomplishing their respective functions, including the provision of personnel, intelligence, training, facilities, equipment, supplies, and services.

Section 2D—Department of the Air Force

2.9. Overview.

The Department of the Air Force is comprised of the Office of the Secretary of the Air Force (SECAF), the Air Staff, and field units.

2.10. Primary Functions of the Air Force.

The Air Force is responsible for preparing the air forces necessary for the effective prosecution of war and military operations short of war and expanding the peacetime components of the Air Force to meet the needs of war. Primary functions of the Air Force are to:

2.10.1. Organize, train, equip, and provide forces for the conduct of prompt and sustained combat operations in the air—specifically, forces to defend the United States against air attack, gain and maintain air supremacy, defeat enemy air forces, and conduct space operations.

2.10.2. Organize, train, equip, and provide forces for strategic air and missile warfare.

2.10.3. Organize, equip, and provide forces for joint amphibious, space, and airborne operations in coordination with the other military services, and to provide for their training in accordance with joint doctrines.

2.10.4. Organize, train, equip, and provide forces for close air support and air logistic support to the Army and other forces, as directed, including airlift, air support, resupply of airborne operations, aerial photography, tactical air reconnaissance, and air interdiction of enemy land forces and communications.

2.10.5. Organize, train, equip, and provide forces, as directed, to operate lines of communications.

2.10.6. Organize, train, equip, and provide forces for the support and conduct of psychological operations.

2.10.7. Provide equipment, forces, procedures, and doctrine necessary for effective electronic warfare operations.

2.11. SECAF.

The Office of the SECAF includes the Secretary, Under Secretary, Assistant Secretaries, General Counsel, The Inspector General, Air Reserve Forces Policy Committee, and other offices and positions established by law or the SECAF. The Office of the SECAF has responsibility for acquisition and auditing, comptroller issues (including financial management), inspector general matters, legislative affairs, and public affairs.

2.12. Air Staff.

The Air Staff primarily consists of military advisors to the CSAF and the SECAF. This includes the Chief of Staff, Vice Chief of Staff, and Assistant Vice Chief of Staff, the Chief Master Sergeant of the Air Force (CMSAF), four deputy chiefs of staff (DCS), the US Air Force Surgeon General, The Judge Advocate General, the Chief of the Air Force Reserve, and additional military and civilian personnel as the SECAF deems necessary.

2.13. Field Units.

The Department of the Air Force field units are MAJCOMs, field operating agencies (FOA), and direct reporting units (DRU).

2.13.1. MAJCOMs.

The Air Force is organized on a functional basis in the United States and a geographical basis overseas. A MAJCOM represents a major Air Force subdivision having a specific portion of the Air Force mission. Each MAJCOM is directly subordinate to HQ USAF. MAJCOMs are interrelated and complementary, providing offensive, defensive, and support elements. An operational command consists (in whole or in part) of strategic, tactical, space, or defense forces; or of flying forces that directly support such forces. A support command may provide supplies, weapon systems, support systems, operational support equipment, combat

materiel, maintenance, surface transportation, education and training, or special services and other supported organizations. The MAJCOMs in the US Air Force are as follows:

2.13.1.1. Air Combat Command (ACC). ACC, headquartered at Langley AFB VA, was activated 1 June 1992. This MAJCOM is the primary provider of air combat forces to America's unified combatant commands.

2.13.1.1.1. Mission. ACC operates fighters, bombers, reconnaissance, battle management, and rescue and theater airlift aircraft, as well as command, control, communications, and intelligence systems. As a force provider, ACC organizes, trains, equips, and maintains combat-ready forces for rapid deployment and employment while ensuring strategic air defense forces are ready to meet the challenges of peacetime air sovereignty and wartime air defense. ACC provides nuclear forces for US Strategic Command and theater air forces for the five geographic unified commands (US Joint Forces Command, US European Command, US Pacific Command, US Central Command, and US Southern Command). ACC also provides air defense forces to the NORAD.



2.13.1.1.2. Personnel. More than 109,000 active duty members and civilians make up ACC's workforce (approximately 98,000 active duty members and more than 11,000 civilians). When mobilized, more than 63,000 members of the Air National Guard (ANG) and Air Force Reserve (AFR), are assigned to ACC.

2.13.1.1.3. Resources. In total, ACC and ACC-gained units consist of more than 1,700 aircraft.



2.13.1.2. Air Mobility Command (AMC). AMC, headquartered at Scott AFB IL, was created 1 June 1992. AMC provides America's Global Reach. This rapid, flexible, and responsive air mobility promotes stability in regions by keeping America's capability and character highly visible.

2.13.1.2.1. Mission. AMC's primary mission is rapid, global mobility and sustainment for America's Armed Forces. The command also plays a crucial role in providing humanitarian support at home and around the world. The men and women of the AMC—active duty, ANG, AFR, and civilians—provide tactical and strategic airlift and aerial refueling for all of America's Armed Forces. Many special duty and operational support aircraft and stateside aeromedical evacuation missions are also assigned to AMC. On 1 April 1997, stateside-based C-130E/H and C-21 aircraft returned to AMC's stewardship.

2.13.1.2.2. Personnel. AMC's mission encompasses more than 140,000 active duty and ARC military and civilian personnel. They include approximately 51,000 active duty, 8,000 civilians, 44,000 AFR, and 37,000 ANG members.

2.13.1.2.3. Resources. AMC's strategic mobility aircraft include the C-5 Galaxy, C-9A Nightingale, C-17 Globemaster III, C-141 Starlifter, KC-10 Extender, and KC-135 Stratotanker. The stateside-based C-130 Hercules is AMC's tactical airlifter. Operational support aircraft are the VC-9, VC-25 (Air Force One), C-20, C-21, C-32, C-37, C-40, and UH-1.

2.13.1.3. Air Force Space Command (AFSPC). AFSPC, created 1 September 1982, is headquartered at Peterson AFB CO. AFSPC defends America through its space and intercontinental ballistic missile (ICBM) operations, vital force elements in projecting global reach and global power. AFSPC is a key factor in implementing the AEF organizational structure.

2.13.1.3.1. Mission. AFSPC assures access to and exploitation of space and space-based capabilities for the war fighter. The command is a "cradle-to-grave" organization that develops, operates, and supports



space systems. The men and women of AFSPC provide missile warning; global navigation and weather; satellite communications; space surveillance; spacelift; satellite command and control; and strategic nuclear deterrence for deployed forces and the Nation.

2.13.1.3.2. Personnel. Approximately 40,000 people (comprised of 26,000 active duty military and civilians, and 14,000 contractor employees) combine to perform AFSPC missions.

2.13.1.3.3. Resources. AFSPC develops, operates, and supports space capabilities in four mission areas. Space force enhancement provides support to other war fighters with the Global Positioning System (navigation and timing); Defense Satellite Communications Systems III; MILSTAR satellites (satellite communications); Defense Support Program satellites; Ballistic Missile Early Warning System; PAVE PAWS; and PARCS radars (ballistic missile warning). AFSPC also operates the Nation's primary source of continuous, real-time solar flare warnings. Space support missions deploy our space systems and operate them every day. Atlas II, Delta II, Titan II, and Titan IV launch vehicles are used to deliver satellites to orbit, while the command operates a worldwide network of tracking stations to command and control those satellites—a system called the Air Force Satellite Control Network. Space control consists of ensuring our use of space while denying that capability to an adversary. Space tracking and surveillance are provided by the Ground-based Electro-Optical and Deep Space Surveillance System, Passive Space Surveillance System, and phased-array and mechanical radars around the globe. Various techniques are used to protect our satellites from potential threats; the command is examining ways to prevent an adversary from using space capabilities against us in the future. The ICBM force fulfills the space force application mission, providing strategic deterrence and power projection through space. More than 500 Minuteman III and Peacekeeper missiles are the critical component of America's on-alert strategic forces. As the Nation's "silent sentinels," ICBMs and the people who operate them have remained on continuous around-the-clock alert since 1959—longer than any other US strategic force. AFSPC is the Air Force's largest operator of UH-1N Huey helicopters, which are responsible for missile operations support and security.

2.13.1.4. Pacific Air Forces (PACAF). PACAF, headquartered at Hickam AFB HI, is the principal air component of US Pacific Command (PACOM).

2.13.1.4.1. Mission. PACAF's primary mission is to provide ready air and space power to promote US interests in the Asia-Pacific region during peacetime, through crisis, and in war. PACAF's area of responsibility extends from the west coast of the United States to the east coast of Africa and from the Arctic to the Antarctic—more than 100 million square miles. The area is home to nearly 2 billion people who live in 44 countries. PACAF maintains a forward presence to help ensure stability in the region.

2.13.1.4.2. Personnel. The command has approximately 45,000 military and civilian personnel serving in 9 major locations and numerous smaller facilities, primarily in Hawaii, Alaska, Japan, Guam, and South Korea.

2.13.1.4.3. Resources. Approximately 300 fighter and attack aircraft are assigned to the command.



2.13.1.5. US Air Forces in Europe (USAFE). USAFE, headquartered at Ramstein AB GE, commands, deploys, and sustains air and space expeditionary forces to execute the full spectrum of military operations. USAFE is responsible for organizing, training, and equipping its assigned forces. USAFE is the principal air component of the unified US European Command (USEUCOM) and provides air forces for USEUCOM-directed operations. The USAFE Commander also commands Allied Air Forces North, the air component to the North Atlantic Treaty Organization's (NATO) northern region command known as Allied Forces North. As part of this alliance, USAFE provides air forces for NATO's northern and southern air components, known as AIRNORTH and AIRSOUTH.

2.13.1.5.1. Mission. USAFE supports US military plans and operations in Europe, the Mediterranean, the Middle East, and most of Africa. As witnessed in the command's support of contingency and humanitarian operations throughout Europe and Africa, USAFE remains a highly responsive combat command with a rapidly deployable expeditionary force. The USAFE mission is to command, deploy, and sustain air and space expeditionary forces to execute the full spectrum of military operations for America and its allies. In peacetime, USAFE organizes, trains, equips, and sustains forces to produce specific capabilities needed to act unilaterally or in concert with coalition partners to enhance the security of NATO and its partners or to advance US interests. During wartime conditions, USAFE's role is to provide expeditionary forces, usually as part of an integrated joint force to achieve US national, NATO, and/or coalition objectives. The command's resources perform a broad range of air and space power functions: counterair; counterland; counterinformation; command and control; airlift; air refueling; intelligence, surveillance, reconnaissance (ISR); and weather services. Assets from other MAJCOMs, the ANG, or from other US military components may provide augmentation to USAFE forces.

2.13.1.5.2. Personnel. More than 32,000 active duty, reserve, and civilian employees are assigned to USAFE.

2.13.1.5.3. Resources. Equipment assets include about 220 fighter, attack, tanker, and transport aircraft and a full complement of conventional weapons.

2.13.1.6. Air Education and Training Command (AETC). AETC, headquartered at Randolph AFB TX, was established 1 July 1993 with the realignment of Air Training Command and Air University. AETC is responsible for the free world's largest training system.



2.13.1.6.1. Mission. AETC recruits new people into the US Air Force and provides them with military, technical, and flying training. AETC also provides precommissioning, professional military, and continuing education. During their careers, every Air Force officer and enlisted person receives education and training administered by AETC.

2.13.1.6.2. Personnel. The command includes two numbered air forces (NAF), as well as Air University, and Air Force Recruiting Service. More than 41,000 active duty members and 13,800 civilian personnel make up AETC.

2.13.1.6.3. Resources. The command is responsible for approximately 1,600 aircraft.



2.13.1.7. Air Force Materiel Command (AFMC). AFMC, headquartered at Wright-Patterson AFB OH, was created 1 July 1992. The command was formed through the reorganization of Air Force Logistics Command and Air Force Systems Command.

2.13.1.7.1. Mission. AFMC's mission is to develop, acquire, and sustain air and space power needed to defend the United States and its interests—today and tomorrow.

2.13.1.7.2. Personnel. AFMC has a workforce of about 90,000 military and civilian personnel. It is the Air Force's largest command in terms of funding and second in terms of personnel. AFMC's operating budget represents 57 percent of the Air Force budget, and AFMC employs more than 40 percent of the Air Force's total civilian workforce.

2.13.1.7.3. Resources. AFMC fulfills its mission of equipping the Air Force with the best weapons systems through a series of facilities that foster cradle-to-grave oversight for aircraft, missiles, munitions, and the people who operate them. Weapon systems, such as aircraft and missiles, are developed and acquired through four product centers using science and technology from the research sites that make up the Air Force Research Laboratory. The systems are tested in AFMC's two test centers, then are serviced and receive major

repairs over their lifetime at the command's air logistics centers. Eventually, aircraft and missiles are "retired" to AFMC's Arizona desert facility, the Aerospace Maintenance and Regeneration Center at Davis-Monthan AFB AZ.

2.13.1.8. Air Force Special Operations Command (AFSOC). AFSOC, headquartered at Hurlburt Field FL, was established 22 May 1990. AFSOC is the Air Force component of US Special Operations Command.

2.13.1.8.1. Mission. AFSOC is America's specialized air power. It provides Air Force special operations forces for worldwide deployment and assignment to regional unified commands. AFSOC's core tasks have been grouped into four mission areas: forward presence, information operations, precision employment, and special operations forces mobility.

2.13.1.8.2. Personnel. AFSOC has approximately 12,500 active duty, AFR, ANG, and civilian personnel.

2.13.1.8.3. Resources. The command's three active duty flying units are composed of more than 128 fixed- and rotary-wing aircraft.



2.13.1.9. Air Force Reserve Command (AFRC). The AFRC, headquartered at Robins AFB GA, became a MAJCOM of the Air Force on 17 February 1997. Previously, the AFR was an FOA.

2.13.1.9.1. Mission. AFRC's mission is to provide citizen airmen to defend the United States and protect its interests through air and space power. AFRC Vision: Citizen airmen fully engaged in global vigilance, reach, and power.

2.13.1.9.2. Resources. AFRC has more than 74,000 officer and enlisted personnel who serve 37 flying wings equipped with their own aircraft and 7 associate units that share aircraft with an active duty unit. Four space operations squadrons share satellite control mission with the active force. The AFRC has more than 620 mission support units equipped and trained to provide a wide range of services, including medical and aeromedical evacuation, aerial port, civil engineer, security forces, intelligence, communications, mobility support, logistics, and transportation operations. AFRC has more than 440 aircraft assigned to it. The inventory includes the latest, most capable models of the B-52, C-5, C-130, C-141, F-16, HH-60, KC-135, MC-130, MC-130P, and O/A-10. On any given day, 99 percent of these aircraft are mission ready and able to deploy within 72 hours. ACC, AMC, AETC, and AFSOC would gain these aircraft and support personnel if mobilized. These aircraft and their crews are immediately deployable without need for additional training.

2.13.1.10. ANG. The ANG is administered by the National Guard Bureau, a joint bureau of the departments of the Army and Air Force, located in the Pentagon, Washington DC. It is one of the seven Reserve components of the United States Armed Forces that augment the active components in the performance of their missions. **NOTE:** The ANG is *not* a MAJCOM, but is a very important component of the Total Force in offensive, defensive, and relief operations.

2.13.1.10.1. Mission. The ANG has both a federal and state mission. The dual mission, a provision of the US Constitution and the US Code of Laws, results in each guardsman holding membership in his or her state National Guard and in the National Guard of the United States.



2.13.1.10.1.1. Federal Mission. The ANG's federal mission is to maintain well-trained and well-equipped units available for prompt mobilization during war and to provide assistance during national emergencies (such as natural disasters or civil disturbances). During peacetime, the combat-ready units and support units are assigned to most Air Force MAJCOMs to carry out missions compatible with training, mobilization

readiness, and contingency operations. The ANG provides almost half of the Air Force's tactical airlift support, combat communications functions, aeromedical evacuations, and aerial refueling. In addition, the ANG has total responsibility for air defense of the entire United States.

2.13.1.10.1.2. State Mission. When ANG units are not mobilized or under federal control, they report to the governor of their respective state, territory (Puerto Rico, Guam, Virgin Islands), or the commanding general of the District of Columbia National Guard. The adjutant general of the state or territory supervises each of the 54 National Guard organizations. Under state law, the ANG provides protection of life and property and preserves peace, order, and public safety.

2.13.1.10.2. Personnel. The ANG has more than 108,000 officers and enlisted personnel who serve in 88 flying units and 279 independent support units. The primary sources of full-time support for ANG units are the dual-status military technicians and guardsmen on active duty. These people perform day-to-day management, administration, and maintenance. By law, dual-status military technicians are civil service employees of the Federal Government who must be military members of the unit that employs them. Technicians train with the unit and are mobilized with it when it's activated. Active duty members serve under the command authority of their respective state or territorial governors until mobilized for federal duty.

2.13.2. FOAs.

FOAs are subdivisions of the Air Force directly subordinate to a headquarters US Air Force functional manager. A FOA performs field activities beyond the scope of the MAJCOMs. The activities are specialized or associated with an Air Force-wide mission and do not include functions performed in management headquarters (such as AMC), unless specifically directed by a DoD authority. Two examples are the Air Force Personnel Center (AFPC) under the DCS, Personnel, and the Air Force Office of Special Investigations (AFOSI) under The Inspector General. Similar organizations at MAJCOM level are called MAJCOM FOAs.

2.13.3. DRUs.

DRUs are Air Force subdivisions directly subordinate to the CSAF. A DRU performs a mission that does not fit into any of the MAJCOMs. A DRU has many of the same administrative and organizational responsibilities as a MAJCOM. Two examples are the USAF Academy and the Air Force Doctrine Center.

2.14. Lower Levels of Command.

Below the MAJCOMs are the following levels, in descending order: NAF, wing, group, squadron, and flight.

2.14.1. NAF.

The NAF is a level of command directly under a MAJCOM. NAFs are tactical echelons that provide operational leadership and supervision. They are not management headquarters and do not have complete functional staffs. Many NAFs are responsible for MAJCOM operations in a specific geographic region or theater of operations. The number of personnel assigned varies, but should not exceed 99 manpower authorizations without an Air Staff waiver. A NAF is assigned subordinate units, such as wings, groups, and squadrons.

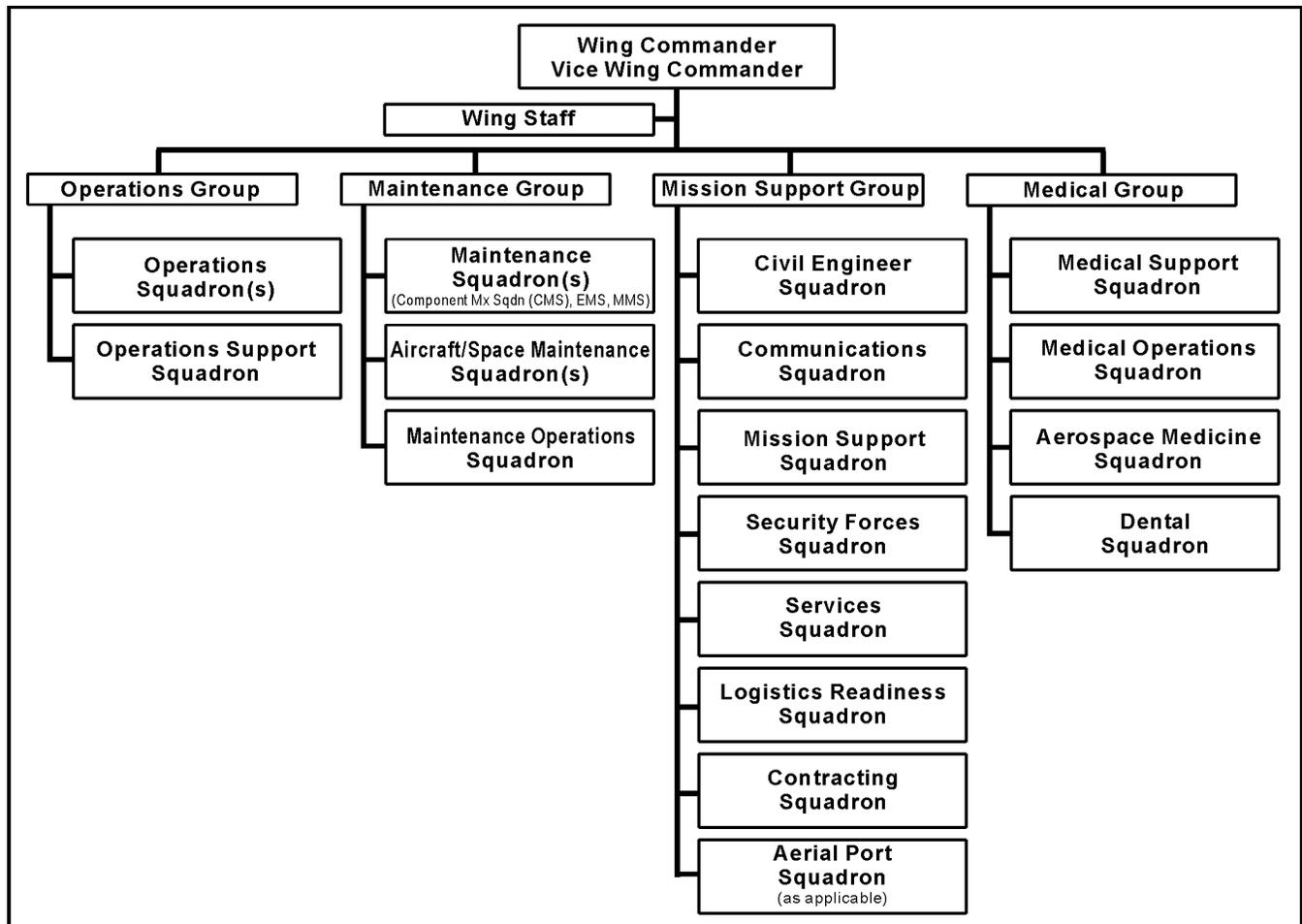
2.14.2. Wing.

The wing is a level of command below the NAF. A wing has approximately 1,000 to 5,000 personnel and a distinct mission with significant scope. It is responsible for maintaining the installation and may have several squadrons in more than one dependent group. A wing may be an operational wing, an air base wing, or a specialized mission wing. A wing structure is depicted in Figure 2.1.

2.14.2.1. Operational Wing. An operational wing is one that has an operations group and related operational mission activity assigned to it. When an operational wing performs the primary mission of the base, it usually maintains and operates the base. In addition, an operational wing is capable of self-support in functional areas like maintenance, supply, and munitions, as needed. When an operational wing is a tenant organization, the host command provides it with varying degrees of base and logistics support.

2.14.2.2. Air Base Wing. An air base wing performs a support function rather than an operational mission. It maintains and operates a base. An air base wing often provides functional support to a MAJCOM headquarters.

Figure 2.1. Wing Organization.



2.14.2.3. Specialized Mission Wing. A specialized mission wing performs a specialized mission and usually does not have aircraft or missiles assigned to it. Examples include intelligence wings, training wings, and so on. This wing may be either a host or a tenant wing, depending on whether it maintains and operates the base.

2.14.3. Group.

A group is a level of command below the wing. Like the NAF, it is a tactical echelon with minimal staff support. A group usually has two or more subordinate units. A dependent group is a mission, logistics, support, medical, or large functional unit, such as a civil engineer group. Such groups may possess small supporting staff elements, such as standardization and evaluation or quality control, that are organized as sections. An independent group has the same functions and responsibilities as a like-type wing, but its scope and size do not warrant wing-level designation. A group has approximately 500 to 2,000 personnel.

2.14.4. Squadron.

The squadron is the basic unit in the Air Force. A squadron may be either a mission unit, such as an operational flying squadron, or a functional unit, such as a civil engineer, security forces, or transportation

squadron. Squadrons vary in size according to responsibility. A squadron has approximately 50 to 750 personnel.

2.14.5. Flight.

If internal subdivision is required, a flight may consist of sections, then elements. A flight may be either a numbered, alpha, or functional flight.

2.14.5.1. Numbered Flight. A numbered flight is the lowest level unit in the Air Force. A flight primarily incorporates smaller elements into an organized unit. Its administrative characteristics, such as strength reporting, are like those of a squadron.

2.14.5.2. Alpha Flight. Alpha flights are part of a squadron (usually a mission squadron) and composed of several elements that perform identical missions. Because an alpha flight is not a unit, it is not subject to unit reporting.

2.14.5.3. Functional Flight. Functional flights are usually part of a squadron and composed of elements that perform specific missions. Because a functional flight is not a unit, it is not subject to unit reporting.

2.15. ARC:

2.15.1. Components.

The ANG and AFR form a significant part of our air and space capability. Together they are called the ARC. Forces are drawn from the ARC when circumstances require the active force to rapidly expand. AFD 10-3, *Air Reserve Component Forces*, establishes policy to fully integrate the ANG, AFR, and active Air Force into a single Total Force.

2.15.2. Staffing and Equipping.

ARC forces are staffed and trained to meet the same training standards and readiness levels as active component forces and are supplied with the same equipment on an equal priority. Equipment may not be withdrawn, diverted, or reassigned to the active force for other commitments without the SECDEF's written approval. To ensure responsiveness and combat readiness, ARC forces are continuously evaluated and modernized.

2.15.3. Use.

Under the Total Force policy established by DoD in 1973, both active and reserve assets are considered as parts of a single US military resource. All aspects of active and reserve forces are considered when determining an appropriate force mix. Significant factors include contribution of forces to national security, availability of forces in view of time, statutory or regulatory constraints, and the cost to equip and maintain forces. Considerations unique to ANG units include their dual state and federal missions.

2.15.4. Organization.

ANG and AFR units are organized parallel to similar active force units with one exception. ARC units are sometimes separated to take advantage of state or regional demographics and cannot be centralized at major, multisquadron bases, as would be the case with active duty resources. This exception is beneficial because it implements a strong relationship with the civilian community and builds public support for the Air Force as a whole.

2.15.5. Jurisdiction.

Command jurisdiction for nonmobilized ANG units is vested in the governor of the state, commonwealth, or possession, or in the President, who in essence is the governor of the District of Columbia. The President delegates authority to the Secretary of the Army to carry out the powers of the President as "governor" of the District of Columbia. Command of nonmobilized AFR units is exercised through the Commander, Air Force Reserve, who, in turn, is responsible to the CSAF. Command of nonmobilized AFR individual mobilization

augmentees (IMA) is exercised through the unit of assignment. When the President authorizes involuntary activation, the SECAF delegates authority to gaining MAJCOM commanders who order ANG and AFR forces to active duty. When activated, operational command of ARC forces transfers to the gaining MAJCOM commander who is also responsible for establishing training resources for all assigned ARC forces.

2.16. Conclusion.

Organized with civilian leadership throughout, the Armed Forces of the United States are not separate and independent parts of the Government and serve as instruments of national policy. This chapter began with a discussion of the President's role as CINC and continued with the DoD, JCS, unified combatant commands, and combined commands. It contained information on the Department of the Air Force and focused on force structure and MAJCOMs. It also included a discussion of the structure and functions of the various lower levels of command and ARCs.

Chapter 3

MILITARY CUSTOMS AND COURTESIES

Section 3A—Overview

3.1. Introduction.

Military customs and courtesies are proven traditions that explain what should and should not be done in many situations. They are acts of respect and courtesy when dealing with other people and have evolved as a result of the need for order, as well as the mutual respect and sense of fraternity that exists among military personnel. Military customs and courtesies go beyond basic politeness; they play an extremely important role in building morale, esprit de corps, discipline, and mission effectiveness. Customs and courtesies ensure proper respect for the chain of command and build the foundation for self-discipline. This chapter outlines customs and courtesies in three sections: Symbols, Professional Behavior, and Drill and Ceremonies. The chapter is not all-inclusive, but highlights many of the customs and courtesies that make the Air Force and its people special.

Section 3B—Symbols

3.2. The US Flag:

The lines of red are lines of blood, nobly and unselfishly shed by men who loved the liberty of their fellow men more than they loved their own lives and fortunes. God forbid that we should have to use the blood of America to freshen the color of the flag. But if it should ever be necessary, that flag will be colored once more, and in being colored will be glorified and purified.

President Woodrow Wilson
Flag Day, 1915

3.2.1. Types of US Flags.

The Air Force authorizes the use of five US flag types: base, all-purpose, ceremonial, organizational, and aircraft and automobile. The first two are displayed on stationary flagstuffs. Figure 3.1 shows the flags used by the Air Force.

3.2.1.1. US Base Flag. This flag is displayed in fair weather from reveille to retreat. On special patriotic occasions, the flag may be displayed all night if properly illuminated.

3.2.1.2. US All-Purpose Flag. The all-purpose flag comes in two materials:

3.2.1.2.1. A flag of lightweight nylon bunting material (9 feet 6 inches by 5 feet) replaces the base flag during inclement weather. It is also used for outdoor display with flags of friendly nations in foreign dignitary arrival ceremonies.

3.2.1.2.2. A flag of rayon bunting material (4 feet by 3 feet) is used for outdoor display with flags of friendly foreign nations in arrival ceremonies or to indicate joint occupancy of a building by two or more countries.

3.2.1.3. US Ceremonial Flag. This flag is carried by a color guard during ceremonies when two or more squadrons participate representing a group, wing, NAF, MAJCOM, or the Department of the Air Force. It is carried only on occasions when the Air Force ceremonial flag or another flag of the same size is necessary or appropriate. The flags are positioned in line from right to left in the following order: the US flag, Air Force flag, and individual unit flag or flags.

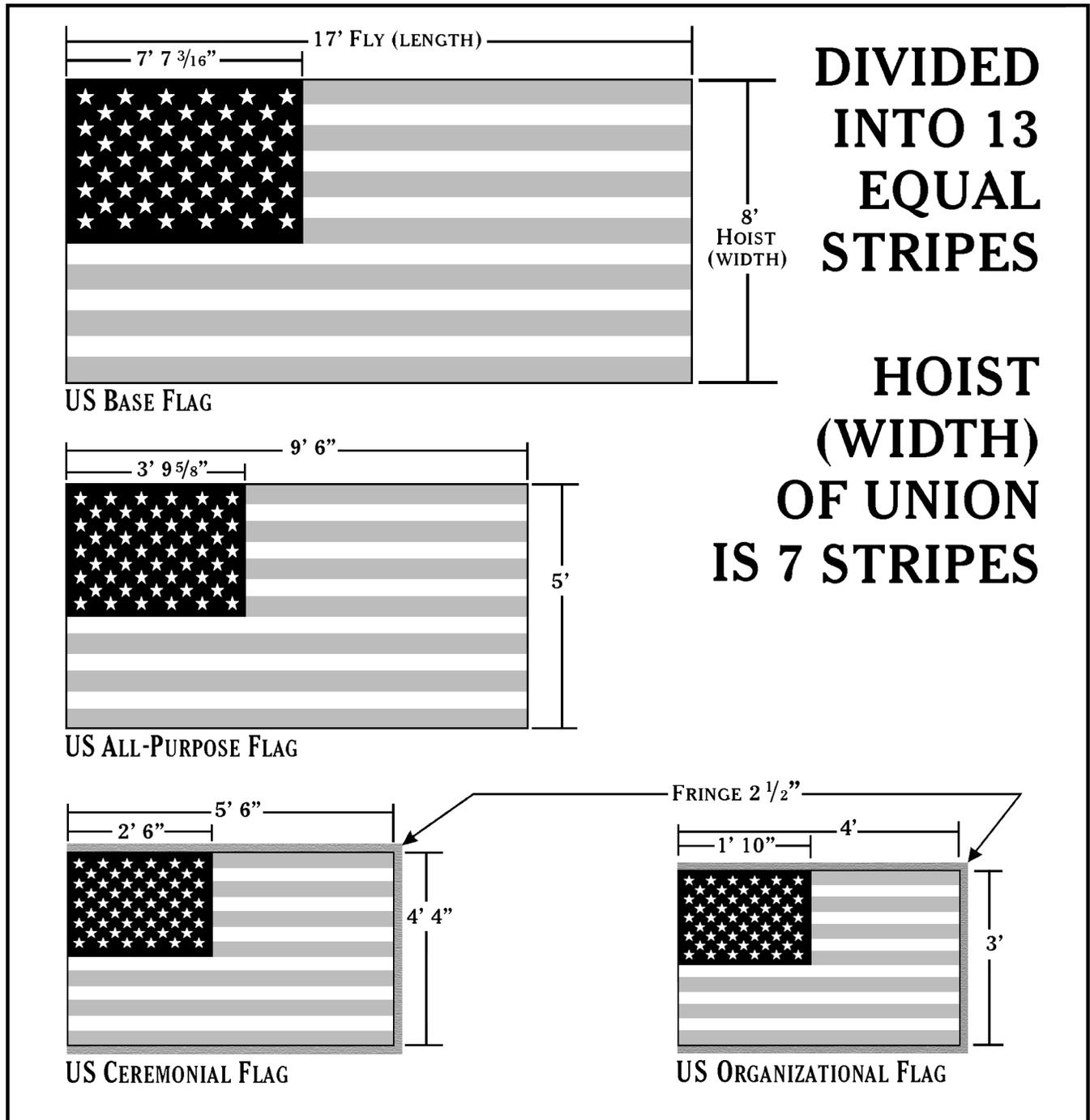
NOTE: Organizations authorized Air Force flags but do not have approved emblems use the provisional flag. The words “United States Air Force” appear on the scroll.

3.2.1.4. US Organizational Flag. The organizational-size US flag is carried on all other occasions.

3.2.1.5. Aircraft and Automobile Flags or Plates. When certain individuals such as the President, Vice

President, SECDEF, SECAF, CJCS, CSAF, and general officers travel by air, a distinguishing metal plate or placard may be displayed in a window of the aircraft. When they travel by automobile, either a distinguishing flag is attached to the automobile hood or a metal plate is displayed near the license plate. In addition to the above individuals, Air Force commanders at the wing level or above and other persons as designated by MAJCOM commanders may have distinguishing metal plates displayed on their automobiles.

Figure 3.1. US Flags Used by the Air Force.



3.2.2. Displaying the Flag (Figure 3.2):

3.2.2.1. Twenty-Four Hour Display. It is the universal custom to display flags only from sunrise to sunset on buildings and stationary flagstaffs in the open. However, when a patriotic effect is desired, the flag may be displayed 24 hours a day if properly illuminated during the hours of darkness. The flag should be hoisted briskly and lowered ceremoniously. The flag should not be displayed on days when the weather is inclement, except when the all-weather (all-purpose) flag is displayed. The flag should be displayed daily on or near the main administration building of every public institution, in or near every polling place on election days, and in or near every schoolhouse during school days.

3.2.2.2. Halfstaff (In the United States). The flag is displayed at halfstaff to indicate mourning when someone of national importance dies. The President specifies the period of time the flag flies at halfstaff. An installation also flies the flag at halfstaff in honor of the death of its commander. In the same fashion, the installation may honor the death of any assigned officer or airman on active duty or any civilian who died while employed by the Air Force. Each Memorial Day, the flag will fly at halfstaff until noon. It is then raised to fullstaff for the remainder of the day unless directed otherwise by presidential proclamation. When flown at halfstaff, the flag is first hoisted to the peak and then lowered to the halfstaff position. At the end of the day, the flag is once again raised to the peak before lowering it. Flags are only flown at halfstaff on stationary flagstaffs. Keep in mind, a staff projecting from a building is also considered a stationary flagstaff.

3.2.2.3. Halfstaff (In a Foreign Country). The information in paragraph 3.2.2.2 also applies to flags displayed in a foreign country. Also, when the President directs, the US flag will fly at halfstaff on Air Force installations in foreign countries whether or not the flag of another nation is flown fullstaff alongside the US flag. At no other time is the US flag flown at a lesser height than other flags.

3.2.3. Honor or Tributes.

The US flag is not to be:

3.2.3.1. Dipped to any person or thing. (Military organizational flags, state flags, and civilian organizational or institutional flags are dipped as a mark of honor.)

3.2.3.2. Used as a furniture covering.

NOTE: Refer to Figure 3.2 for additional restrictions.

3.2.4. Care and Disposition of US Flags.

Extreme care must be exercised to ensure proper handling and cleaning of soiled flags. A torn flag may be professionally mended, but a badly torn or tattered flag should be destroyed. When the flag is in such a condition that it is no longer a fitting emblem for display, destroy it in a dignified manner, preferably by burning. There may be instances when a flag is retired from service and preserved because of its historical significance. In this case, the unit requests disposition instructions from the proper authority.

3.3. Department of the Air Force Seal:

3.3.1. Description.

The official Air Force colors of ultramarine blue and Air Force yellow are reflected in the Air Force Seal; the circular background is ultramarine blue, and the trim is Air Force yellow (Figure 3.3). The 13 white stars represent the original 13 colonies. The Air Force yellow numerals under the shield stand for 1947, the year the Department of the Air Force was established. The band encircling the whole design is white edged in Air Force yellow with black lettering reading "Department of the Air Force" on the top and "United States of America" on the bottom. Centered on the circular background is the Air Force coat of arms, consisting of the crest and shield.

Figure 3.2. Displaying the American Flag.

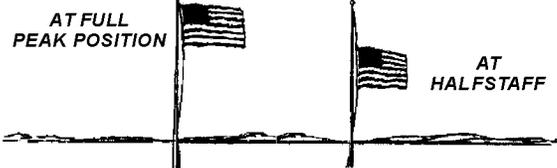
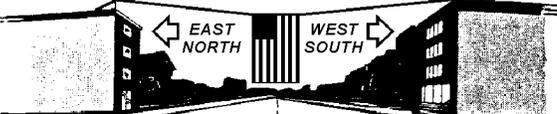
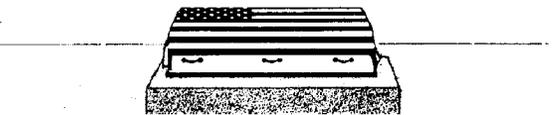
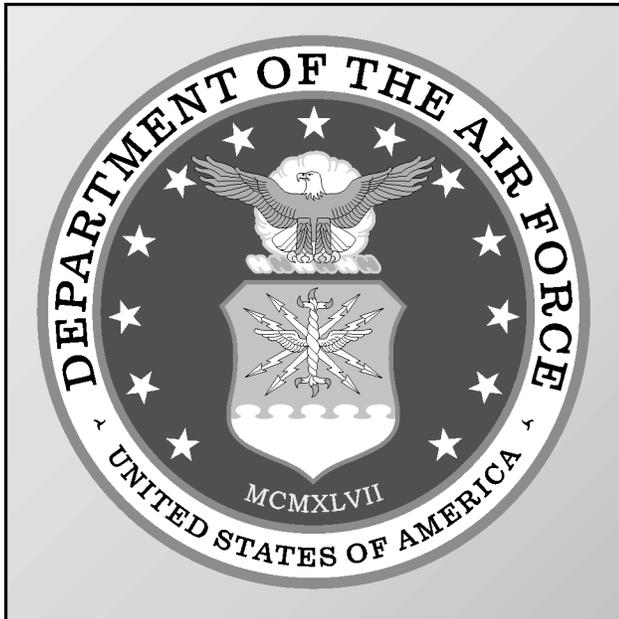
CONDITION	WAY TO DISPLAY
FROM STATIONARY FLAGSTAFF	
FROM A STAFF PROJECTING FROM A BUILDING	
HANGING ACROSS A STREET	
IN THE AUDITORIUM	
HORIZONTALLY OR VERTICALLY ON A WALL OR WINDOW	
POSITION ON SPEAKER'S PLATFORM	
CROSSED-STAFFS	
DISPLAYED WITH FLAGS OF OTHER NATIONS	
AMERICAN FLAG IN A GROUP OF FLAGS (NOT OF OTHER NATIONS)	
CARRYING FLAGS AT CEREMONIES	
DRAPED OVER A CASKET	
<p>NOTE: ADDITIONAL RESTRICTIONS</p> <ol style="list-style-type: none"> 1. Never place marks, insignias, letters, words, emblems, figures, or designs on the flag. 2. Do not drape flag over any part of a vehicle, railroad train, boat, or airplane. 3. Do not display, fasten, use, or store the flag in a manner that it can be easily torn, soiled, or damaged. 4. Do not use the flag as a receptacle for receiving or carrying objects. 	

Figure 3.2. Displaying the American Flag (cont'd).

EXPLANATION	RESTRICTIONS (see note)
<p>When displaying the flag at halfstaff, raise the flag briskly to the peak of the staff for an instant and then lower it ceremoniously to halfstaff position (1/2 the distance between top and bottom of the staff). Before lowering it for the day, also raise it to the peak first.</p>	<p>Do not display flag with union down, except as a distress signal.</p> <p>When raising and lowering the flag, do not allow it to touch anything beneath it, such as the ground, floor, or water.</p>
<p>Flag is displayed with the union away from the building. Place the union at the peak of the staff, unless the flag is at halfstaff.</p>	
<p>Suspend flag vertically. If the street runs primarily east-west, the union will be at the top and to the north. If the street runs north-south, display union at the top and to the east.</p>	
<p>In church or public auditorium, the American flag is in place of honor to the speaker's right, other flags to the speaker's left. The flag holds the position of prominence in front of the audience.</p>	
<p>Always display the flag with the union at the top to the observer's left.</p>	<p>Do not use the flag as a cover for a ceiling.</p>
<p>When used on speaker's platform, the flag, if displayed flat should be displayed above and behind the speaker. The union will be to the speaker's right or observer's left. This holds true regardless of whether the flag is suspended horizontally or vertically.</p>	<p>Do not use the flag as a drapery of any sort. It is never festooned, but always allowed to fall and hang freely.</p>
<p>American flag is crossed over and in front of the other flag. American flag is to the observer's left.</p>	
<p>Display flags on separate staffs of equal height. American flag is to its own right, or to the observer's left.</p>	
<p>When displayed with other flags, such as state flags, place the American flag at the highest point in the center. If using staffs of equal heights, American flag must be on its own right.</p>	
<p>If American flag is carried with only one other flag, color bearer should march in line, but to the right of the other flag. If carried with several other flags, color bearer should march in front and to the right.</p>	<p>Do not carry the flag flat or horizontally, always free and aloft.</p>
<p>Use the all-purpose flag. Flag is draped over the casket with the union at the head and over the left shoulder of the deceased. Flag is usually given to next-of-kin after the funeral.</p>	<p>Do not place anything on top of the flag when using it to cover a casket.</p> <p>Do not lower flag into the grave.</p>
<p>NOTE: ADDITIONAL RESTRICTIONS (cont'd)</p> <p>5. Never use the flag for advertising purposes. Never embroider it on articles such as cushions and handkerchiefs, nor print or otherwise impress it on paper napkins, boxes, or anything designed for temporary use. Never use it as a part of wearing apparel.</p> <p>6. You may use the American flag as a distinctive feature of an unveiling ceremony of a statue or monument, but never use it to cover the statue or monument.</p>	

Figure 3.3. The Air Force Seal.

feiting, mutilating, or altering the seal or knowingly using or possessing with fraudulent intent any such altered seal is punishable by law.

3.4. Air Force Symbol:

3.4.1. The Air Force symbol (Figure 3.4) honors the heritage of our past and represents the promise of our future. It retains the core elements of our Air Corps heritage—the “Arnold” wings and star with circle—and modernizes them to reflect our air and space force of today and tomorrow.

3.4.2. The symbol has two main parts. In the upper half, the stylized wings represent the stripes of our strength—the enlisted men and women of our force. They are drawn with great angularity to emphasize our swiftness and power and are divided into six sections, which represent our core competencies—air and space superiority, global attack, rapid global mobility, precision engagement, information superiority, and agile combat support.

3.4.3. In the lower half are a sphere, a star, and three diamonds. The sphere within the star represents the globe. It reminds us of our obligation to secure our nation’s freedom with global vigilance, reach, and power. The globe also reminds us of our challenge as an expeditionary force to respond rapidly to crises and to provide decisive air and space power worldwide.

3.4.4. The area surrounding the sphere takes the shape of a star. The star has many meanings. Its five points represent the components of our one force and family—our active duty, civilians, Guard, Reserve, and retirees. The star symbolizes space as the high ground of our nation’s air and space force. The rallying symbol in all our wars, the star also represents our officer corps, central to our combat leadership.

3.3.1.1. The crest consists of the eagle, wreath, and cloud form. The American bald eagle symbolizes the United States and its air power, and appears in its natural colors. The wreath under the eagle is made up of six alternate folds of metal (white, representing silver) and light blue. This repeats the metal and color used in the shield. The white clouds behind the eagle show the start of a new sky.

3.3.1.2. The shield, directly below the eagle and wreath, is divided horizontally into two parts by a nebular line representing clouds. The top part bears an Air Force yellow thunderbolt with flames in natural color that shows striking power through the use of air and space. The thunderbolt consists of an Air Force yellow vertical twist with three natural color flames on each end crossing a pair of horizontal wings with eight lightning bolts. The background of the top part is light blue representing the sky. The lower part is white representing metal silver.

3.3.2. Authorized and Unauthorized Uses of the Seal. AFMAN 33-326, *Preparing Official Communications*, describes the authorized uses of the seal or any part thereof. The Department of the Air Force must approve specific exceptions. Falsely making, forging, counter-

Figure 3.4. Air Force Symbol.

3.4.5. The star is framed with three diamonds that represent our core values—integrity first, service before self, and excellence in all we do. The elements come together to form one symbol that presents two powerful images—at once it is an eagle, the emblem of our nation, and a medal, representing valor in service to our Nation.

Section 3C—Professional Behavior

3.5. Respect for the Flag.

Use the following procedures when showing respect to the flag and the national anthem:

3.5.1. All personnel in uniform and outside must face the flag and salute during the raising and lowering of the flag. Upon the first note of the national anthem or “To the Colors,” all personnel in uniform who aren’t in formation should stand and face the flag (or the sound of the music if the flag is not visible) and salute. Hold the salute until the last note of the music is played.

3.5.2. All vehicles in motion should come to a stop at the first note of the music and the occupants should sit quietly until the music ends.

3.5.3. When in civilian clothes, face the flag (or the sound of the music if the flag is not visible) and stand at attention with the right hand over the heart.

3.5.4. If indoors during retreat or reveille, there’s no need to stand or salute. However, everyone must stand during the playing of the national anthem before a showing of a movie while in the base theater. When listening to a radio or watching television, no specific action is necessary. Additionally, a folded flag is considered cased; therefore, it is not necessary to salute or continue saluting.

3.6. Saluting.

The salute is a courteous exchange of greetings, with the junior member always saluting the senior member first. A salute is also rendered to the flag as a sign of respect. Any airman, noncommissioned officer (NCO), or officer recognizing a need to salute or a need to return one may do so anywhere at any time. When returning or rendering an individual salute, the head and eyes are turned toward the flag or person saluted. When in ranks, the position of attention is maintained unless otherwise directed. The following guidance is offered on exchanging salutes:

3.6.1. Outdoors.

Salutes are exchanged upon recognition between officers or warrant officers and enlisted members of the Armed Forces when they are in uniform. Saluting outdoors means salutes are exchanged when the persons involved are outside of a building. For example, if a person is on a porch, a covered sidewalk, a bus stop, a covered or open entryway, or a reviewing stand, the salute will be exchanged with a person on the sidewalk outside of the structure or with a person approaching or in the same structure. This applies both on and off military installations. The junior member should initiate the salute in time to allow the senior officer to return it. To prescribe an exact distance for all circumstances is not practical; however, good judgment should dictate when salutes are exchanged. A superior carrying articles in both hands need not return the salute, but he or she should nod in return or verbally acknowledge the salute. If the junior member is carrying articles in both hands, verbal greetings should be exchanged. Also, use the same procedures when greeting an officer of a foreign nation.

3.6.1.1. In Formation. Members do not salute or return a salute unless given the command to do so. Normally the person in charge salutes and acknowledges salutes for the whole formation.

3.6.1.2. In Groups, But Not in Formation. When a senior officer approaches, the first individual noticing the officer calls the group to attention. All members face the officer and salute. If the officer addresses an individual or the group, all remain at attention (unless otherwise ordered) until the end of the conversation, at which time they salute the officer.

3.6.1.3. In Public Gatherings. Salutes between individuals are not required in public gatherings, such as sporting events or meetings, or when a salute would be inappropriate or impractical.

3.6.1.4. In Moving Military Vehicles. Exchange of salutes between military pedestrians (including gate sentries) and officers in moving military vehicles is not mandatory. However, when officer passengers are readily identifiable (for example, officers in appropriately marked vehicles), the salute must be rendered.

3.6.1.5. In the Presence of Civilians. Persons in uniform may salute civilians. The President of the United States, as Commander in Chief of the Armed Forces, is always accorded the honor of a salute. In addition, if the exchange of salutes is otherwise appropriate, it is customary for military members in civilian clothes to exchange salutes upon recognition.

3.6.1.6. In a Work Detail. In a work detail, individual workers do not salute. The person in charge salutes for the entire detail.

3.6.2. Indoors.

Except for formal reporting, salutes are not rendered.

3.7. Military Etiquette.

Etiquette is defined as common, everyday courtesy. The military world, like the civilian world, functions more smoothly and pleasantly when members practice good manners.

3.7.1. Simple things like saying “please” and “thank you” help the organization run smoother because people respond more enthusiastically when asked in a courteous manner to do something. They also appreciate knowing their efforts are recognized when told “thank you.”

3.7.2. One of the most valuable habits anyone can develop is to be on time. Granted, there are times when a person cannot avoid being late. If this happens, it is best to call ahead to let the people know you’ll be late or to reschedule the appointment. Do not keep others waiting.

3.7.3. Address civil service employees properly. As a rule, address them appropriately as “Mr,” “Mrs,” “Miss,” or “Ms” and a last name, unless requested to do otherwise. Always address a superior formally. This is especially important in most foreign countries where use of first names on the job is much more limited than in the United States.

3.7.4. Don’t gossip. A discussion of others’ personal habits, problems, and activities, real or rumored, often results in quarrels and disputes among people who work together. The morale of any unit may suffer because of feuds that arise from gossip. The best policy is to not gossip and to discourage others from gossiping.

3.7.5. Use proper telephone etiquette. Always be polite and identify yourself and your organization. When an individual is not available to take a call, ask: “May I take a message?” or “Is there something I may help you with?” If a call is to be returned, write down the individual’s name, organization, telephone number, the message, and then pass this information along to the intended recipient.

3.7.6. Do not lean or sit on desks. Also, do not lean back in a chair or put feet on desks. This type of conduct doesn’t present a professional military image.

3.7.7. In general, use common sense and be considerate of other people and insist your subordinates do the same.

3.8. Courtesies to Other Services:

3.8.1. The collective efforts of the Air Force, Army, and Navy, Marines, and Coast Guard provide for the defense of the country against aggression. All Services are part of the military team; therefore, extend the same military courtesies to members of the other Services. While it is natural that friendly rivalries exist between the Services, military courtesies among Services remain the same. Thus, the members of the other Services are as much comrades-in-arms as are any airmen.

3.8.2. This is equally true of the friendly armed forces of the United Nations. Salute all commissioned officers and pay the same respect to the national anthems and flags of other nations as rendered the US national anthem and flag. While it is not necessary to learn the identifying insignia of the military grades of all nations, you should learn the insignia of

the most frequently contacted nations, particularly during an overseas assignment.

3.9. Respect and Recognition:

3.9.1. Common Acts of Courtesy.

Common acts of courtesy among all Air Force personnel aid in maintaining discipline and promoting the smooth conduct of affairs in the military establishment. When courtesy falters within a unit, discipline ceases to function, and accomplishing the mission is endangered. Many of the Air Force courtesies involve the salute. There are, however, many other courtesies commonly extended to superiors, subordinates, and working associates. The following paragraphs list some of these courtesies:

3.9.1.1. Always give the senior person—enlisted or commissioned—the position of honor when walking, riding, or sitting with him or her. The junior person should take the position to the senior's left.

3.9.1.2. When reporting to an officer indoors, if not under arms, knock once and enter when told to do so. Upon entering, march to approximately two paces from the officer or desk, halt, salute, and report in this manner: "Sir (Ma'am), Airman Smith reports as ordered," or "Sir (Ma'am), Airman Smith reports." When the conversation is completed, execute a sharp salute and hold it until the officer acknowledges it, then perform the appropriate facing movements and depart.

3.9.1.3. Unless told otherwise, rise and stand at attention when a senior official enters or departs a room. If more than one person is present, the person who first sees the officer calls the group to attention. However, if there is an officer already in the room who is equal to or has a higher rank than the officer entering the room, do not call the room to attention.

3.9.1.4. Except in the field under campaign or simulated campaign conditions, observe certain personal courtesies in association with officers. Unless the officer directs otherwise, stand at attention when speaking to an officer. If in a parked vehicle, always get out before speaking to or replying to a senior who is not in the vehicle.

3.9.1.5. Military personnel enter automobiles and small boats in reverse order of rank. Juniors will enter a vehicle first (and take their appropriate seat on the senior's left). The senior officer will be the last to enter the vehicle and the first to leave it.

3.9.1.6. Upon entering or leaving transport aircraft, the senior officer enters last and exits first. This procedure only applies to passengers and not to crewmembers of the aircraft who must be free to carry out their normal duties.¹

3.9.2. Rank Has Its Privileges (RHIP).

The military system is a hierarchy. Leaders placed in charge of units in the military structure exercise control. These leaders are officers and NCOs. All must display disciplined obedience combined with loyalty, in accordance with law and policy. From the highest to the lowest, subordinates must extend an unflinching respect to the authority that issues their orders. Personal admiration is a voluntary tribute to another that the military service does not demand. But the service does demand respect for authority by unflinching courtesy to people who exercise it. The privileges of rank do not include the privilege of abuse of position. The privileges of rank and position are privileges indeed, well worth striving for and attaining.

3.9.3. Proper Addresses.

Senior service members frequently address juniors by their first names, but this practice does not give juniors the privilege of addressing seniors in any way other than by proper titles. If airmen are present, senior service members should address junior service members by their titles. Service members of the same grade, when among themselves, may address one another by their given names. Increasingly, service members use first names. Formality, however, is the best policy. Junior service members should always be conservative until they can sense what is appropriate. It is wiser to err by being too formal, rather than too familiar.²

¹ Col Jeffrey C. Benton, *Air Force Officer's Guide*, 3rd edition, "Rank Has Its Privileges," Stackpole Books, 1996, 137

² Ibid.

Section 3D—Drill and Ceremony

3.10. Flag Ceremonies:

3.10.1. Reveille.

The signal for the start of the official duty day is the reveille. Because the time for the start of the duty day varies between bases, the commander designates the specified time for reveille. If the commander desires, a reveille ceremony may accompany the raising of the flag. This ceremony takes place after sunrise near the base flagstaff. In the unit area, reveille is normally held using the formation of squadron in line. This formation is used when a reveille ceremony is not held at the base flagstaff. Procedures for reveille include:

3.10.1.1. Shortly before the specified time, troops are marched to a predesignated position near the base flagstaff, halted, faced toward the flagstaff, and dressed. The flag security detail arrives at the flagstaff at this time and remains at attention.

3.10.1.2. The unit commander (or senior participant) commands “Parade, REST.”

3.10.1.3. At the specified time for reveille, the unit commander commands “SOUND REVEILLE.” The flag detail assumes the position of attention, moves to the flagstaff, and attaches the flag to the halyards.

3.10.1.4. After reveille has been played, the unit commander commands “Squadron, ATTENTION” and “Present, ARMS” and then faces the flagstaff and executes present arms. On this signal, the national anthem or “To the Colors” is sounded.

3.10.1.5. On the first note of the national anthem or “To the Colors,” the flag security detail begins to raise the flag briskly. The senior member of the detail holds the flag to keep it from touching the ground.

3.10.1.6. The unit commander holds the salute until the last note of the music is played. Then he or she executes order arms, faces about, and commands “Order, ARMS.” The troops march back to the dismissal area.

3.10.2. Raising the Flag:

3.10.2.1. When practical, a detail consisting of an NCO and two airmen hoists the flag. This detail should carry sidearms if the special equipment of the guard includes sidearms.

3.10.2.2. The detail is formed in line with the NCO carrying the flag in the center. The detail is then marched to the flagstaff and halted, and the flag is attached to the halyards. The flag is always raised and lowered from the leeward side of the flagstaff. The two airmen attend the halyards, taking a position facing the staff to hoist the flag without entangling the halyards.

3.10.2.3. The NCO continues to hold the flag until it is hoisted clear of his or her grasp, taking particular care that no portion of the flag touches the ground. When the flag is clear of the grasp, the NCO comes to attention and executes present arms.

3.10.2.4. On the last note of the music or after the flag has been hoisted to the staff head, all members of the detail execute order arms on command of the senior member. The halyards are then secured to the cleat of the staff or, if appropriate, the flag is lowered to halfstaff and the halyards are secured. The detail is formed again and marched to the dismissal area.

3.10.3. Retreat Ceremony:

3.10.3.1. The retreat ceremony serves a twofold purpose: it signals the end of the official duty day and serves as a ceremony for paying respect to the US flag. Because the time for the end of the duty day varies, the commander designates the time for the retreat ceremony. The retreat ceremony may take place at the squadron area, on the base parade ground, or near the base flagstaff. If conducted within the squadron area, it usually does not involve a parade. If conducted at the base parade ground, retreat may be part of the parade ceremony. For retreat ceremonies conducted at the base flagstaff, the units participating may be formed in

line or massed, depending on the size and number of units and the space available.

3.10.3.2. Shortly before the specified time for retreat, the band and troops participating in the ceremony are positioned facing the flagstaff and dressed. If marching to and from the flagstaff, the band precedes the troops participating in the ceremony.

3.10.3.3. If the band and troops march to the flagstaff, a flag security detail also marches to the flagstaff and halts, and the senior member gives the command "Parade, REST" to the security detail.

3.10.3.4. As soon as the troops are dressed, the commander commands "Parade, REST." The commander then faces the flagstaff, assumes the position of the troops, and waits for the specified time for retreat.

3.10.3.5. At the specified time, the commander orders the bandleader to sound retreat by commanding "SOUND RETREAT."

3.10.3.6. The band plays retreat. If a band is not present, recorded music may be played over the base public address system. During the playing of retreat, junior members of the flag security detail assume the position of attention and move to the flagstaff to arrange the halyards for proper lowering of the flag. Once the halyards are arranged, the junior members of the flag security detail execute parade rest in unison.

3.10.3.7. Uniformed military members not assigned to a formation face the flag (if it is visible) or the music and assume the position of parade rest on the first note of retreat. Upon completion of retreat, they should assume the position of attention and salute on the first note of the national anthem or "To the Colors."

3.10.3.8. After the band plays retreat, the commander faces about and commands "Squadron (Group, etc.), ATTENTION."

3.10.3.9. The commander then commands "Present, ARMS." As soon as the troops execute present arms, the commander faces to the front and also assumes present arms. The members of the flag security detail execute present arms on command of the commander.

3.10.3.10. The band plays the national anthem, or the bugler plays "To the Colors." The junior members of the flag security detail lower the flag slowly and with dignity.

3.10.3.11. The commander executes order arms when the last note of the music is played and the flag has been securely grasped. The commander faces about, gives the troops "Order, ARMS," and then faces to the front.

3.10.3.12. The flag security detail folds the flag as illustrated in Figure 3.5. The senior member of the detail remains at attention while the flag is being folded unless needed to control the flag.

3.10.3.13. When the flag is folded, the flag security detail, with the senior member on the right and the flag bearer in the center, marches to a position three paces from the commander. (*NOTE:* In an informal ceremony, the detail marches three paces from the officer of the day.) The senior member salutes and reports "Sir (Ma'am), the flag is secured." The commander returns the salute, and the flag security detail marches away. The troops are then marched to their areas and dismissed.

3.10.4. Lowering the Flag:

3.10.4.1. When practical, the persons lowering the flag should be an NCO and three airmen for the all-purpose flag and an NCO and five airmen for the base flag.

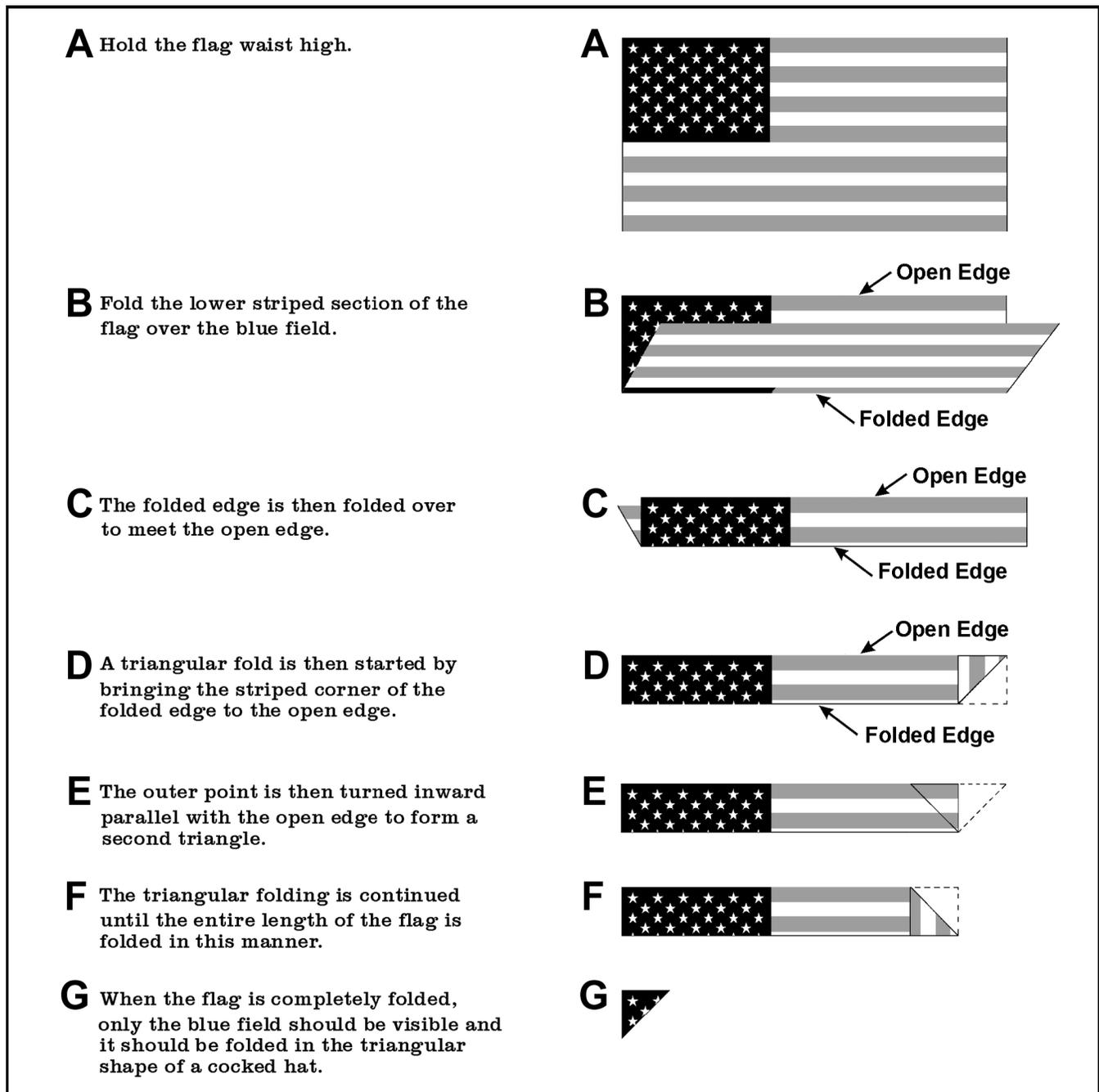
3.10.4.2. The detail is formed and marched to the flagstaff. The halyards are detached and attended from the leeward side.

3.10.4.3. On the first note of the national anthem or "To the Colors," the members of the detail not lowering the flag execute present arms. The lowering of the flag is coordinated with the playing of the music so the two are completed at the same time.

3.10.4.4. The senior member commands the detail “Order, ARMS” when the flag is low enough to be received. If at halfstaff, the flag is hoisted briskly to the staff head while retreat is sounded and then lowered on the first note of the national anthem or “To the Colors.”

3.10.4.5. The flag is detached from the halyards and folded. The halyards are secured to the staff.

Figure 3.5. Folding the Flag.



3.10.5. Pledge of Allegiance to the Flag.

In military formations and ceremonies, the Pledge of Allegiance is not recited. At protocol functions, social, and sporting events that include civilian participants, military personnel should do the following:

3.10.5.1. When in uniform outdoors, stand at attention, remain silent, face the flag, and render the hand salute.

3.10.5.2. When in uniform indoors, stand at attention, remain silent, and face the flag. Do not render the hand salute. If the participants are primarily civilians or in civilian attire, reciting the Pledge of Allegiance is optional for those in uniform.

3.10.5.3. When in civilian attire, recite the Pledge of Allegiance standing at attention, facing the flag with the right hand over the heart. Men should remove head cover with the right hand and hold it over their left shoulder, hand over the heart.

3.11. Air Force Ceremonies.

The Air Force has many different types of ceremonies that are unique customs of our military profession. Some of these ceremonies are very formal and elaborate, while others are quite simple and personal. Award, decoration, promotion, reenlistment, and retirement ceremonies are a few of the most common within the Air Force.

3.11.1. Award Ceremony.

An award ceremony affords an opportunity to recognize a member's accomplishments. The commander or other official determines whether to present an award at a formal ceremony or to present it informally. Many units present awards during commander's call. Since there are no specific guidelines for an award presentation, commanders and supervisors must ensure the presentation method reflects the significance of the award.

3.11.2. Decoration Ceremony:

3.11.2.1. Basic Guidelines. Decoration ceremonies formally recognize service members for meritorious service, outstanding achievement, or heroism. A formal and dignified ceremony is necessary to preserve the integrity and value of decorations. When possible, the commander should personally present the decoration. Regardless of where the presentation is conducted, the ceremony should be conducted at the earliest possible date after approval of the decoration. All military participants and attendees should wear the uniform specified by the host. If in doubt, the blue uniform rather than the battle dress uniform (BDU) is recommended. It is also proper for participating retired members to wear a uniform. At the commander's discretion, a photographer may take pictures during the ceremony.

3.11.2.2. Procedures. Although decoration ceremonies may differ slightly from one unit to another, they normally begin by announcing "ATTENTION TO ORDERS." All members in attendance stand at attention and face the commander and the recipient. The commander's assistant reads the citation while the commander and recipient stand at attention. After the citation is read, the commander and recipient face each other, and the commander affixes the medal on the individual's uniform. The commander next extends personal congratulations and a handshake while presenting the decoration certificate. The recipient salutes the commander, and the commander returns the salute to conclude the formal part of the ceremony. Attendees are then invited to personally congratulate the recipient and enjoy any refreshments provided.

3.11.3. Promotion Ceremony:

3.11.3.1. Basic Guidelines. Promotions are significant events in the lives of military people. Commanders and supervisors are responsible for ensuring their personnel receive proper recognition. Many of the guidelines for promotion ceremonies are the same as for decoration ceremonies. Since most promotions are effective the first day of the month, it is customary to conduct the ceremony on the last duty day before the promotion. Some bases hold a base-wide promotion for all promotees, and many organizations have operating instructions detailing how promotion ceremonies will be conducted.

3.11.3.2. Procedures. The national anthem, reaffirmation of the Oath of Enlistment, and the Air Force Song are options that add decorum to the event.

3.11.4. Reenlistment Ceremony:

3.11.4.1. Basic Guidelines. Unit commanders will honor all reenlistees through a dignified reenlistment ceremony, without special gimmicks or publicity stunts. The airman may request any commissioned officer to perform the ceremony and may invite guests. The member's immediate family should be invited. This reinforces the fact that when a member makes a commitment to the Air Force, the family is also making a commitment. Any active duty, reserve, guard, or retired commissioned officer of the US Armed Forces may perform the ceremony, which may be conducted in any place that lends dignity to the event. The US flag must form a backdrop for the participants. Reenlistees and reenlisting officers must wear an authorized uniform for the ceremony. **EXCEPTION:** The uniform requirement is optional for retired officers.

3.11.4.2. Procedures. The core of the ceremony is the Oath of Enlistment. The oath is recited by the officer and repeated by the reenlistee. The reenlistee and the officer administering the oath must be physically collocated during the ceremony. Once completed, the officer congratulates the reenlistee and invites the other attendees to do the same. Refreshments may be served.

3.11.5. Retirement Ceremony:

3.11.5.1. Basic Guidelines. Recognition upon retirement is a long-standing tradition of military service. Each commander makes sure members leave with a tangible expression of appreciation for their contributions to the Air Force and its mission and with the assurance that they will continue to be a part of the Air Force family in retirement. Anyone involved in planning a retirement should consult AFI 36-3203, *Service Retirements* for complete details. The following paragraphs are extracts from this publication:

3.11.5.1.1. Commanders are responsible for ensuring members have a retirement ceremony to recognize their contributions. They must offer the retiring member the courtesy of a formal ceremony in keeping with the customs and traditions of the Service. If possible, a general officer conducts the ceremony. Ceremonies held as part of formal military formations, such as retreats and parades, are further encouraged if conditions permit.

3.11.5.1.2. During the retirement ceremony, the member will receive a certificate of retirement, the Air Force retired lapel button, and appropriate awards, decorations, honors, and letters of appreciation. If possible, avoid using "dummy" elements that the member cannot keep. Family members and friends should be invited and encouraged to attend the ceremony. It is customary to present the member's spouse with a certificate of appreciation for the support and sacrifices made during the member's career.

3.11.5.1.3. Commanders follow formal ceremony procedures unless the member prefers otherwise. If the member doesn't want a formal ceremony or for any reason (leave or hospitalization) can't be present for duty on the retirement date, the commander personally presents all decorations and any awards or honors to the member at another time. The retirement certificate is not mailed to the member's retirement address unless there is no other choice.

3.11.5.2. Procedures. Ceremonies can range from simple to elaborate depending on the individual's desires. Figure 3.6 provides a general guideline that may be used to assist in planning a retirement ceremony as well as many other ceremonies. It may be adjusted to fit the type of ceremony the honoree wishes.

3.12. Special Ceremonies and Events.

The ceremonies we cover in this section are social. The Dining-In, Dining-Out, and Order of the Sword Induction ceremonies have become valued traditions in the military.

3.12.1. The Dining-In and Dining-Out:

3.12.1.1. The only difference between a Dining-In and Dining-Out is that nonmilitary spouses, friends, and civilians may attend a Dining-Out. The Dining-In is a formal dinner for military members only. The present Dining-In format had its beginnings in the Air Corps when General Henry H. "Hap" Arnold held his famous windings. The association of Army Air Corps personnel with the British and their dinings-in during World War II also encouraged their popularity in the Air Force. Members now recognize the Dining-In as an occasion where ceremony, tradition, and good fellowship serve an important purpose.

3.12.1.2. Specifically, these ceremonies provide an occasion for Air Force members to meet socially at a formal military function. They also provide an excellent means of saying farewell to departing members and welcoming new ones, as well as providing the opportunity to recognize individual and unit achievements. These are effective in building and maintaining high morale and esprit de corps. Military members who attend these ceremonies must wear the mess dress or the semiformal uniform. Civilians wear the dress specified in the invitations. AFPAM 36-2241, Volume 2, provides detailed information on how to set up and conduct these ceremonies.

Figure 3.6. A General Guideline for Planning a Retirement Ceremony.

Appoint someone to set up the ceremony.

Notify the honoree to ensure the date and time are good. Select and reserve a location for the ceremony.

Determine who the honoree would like to assist with the ceremony honors and have the honoree extend the invitation.

Mail personal invitations to guests (optional).

Ensure all award elements and certificates are ready. Select an emcee and individuals to act as escorts to any special guests as required.

Request photographic support from the base photo lab.

Ensure media equipment, if appropriate, is available. Recommend a “walk through” of the actual ceremony.

Order refreshments.

Print programs and make or obtain signs for seating and parking of special guests. Verify guest list with honoree and obtain special guest information (relationship, title, and correct spelling of name). Provide guest information, agenda, proposed remarks, applicable biographies or personnel records, and honoree’s personal data to officiating officer and emcee.

Dry run the ceremony with all key players.

Set up the location at least 2 hours before the ceremony. Meet with honoree to go over last-minute details.

Honoree and special guests often meet with the officiating officer just before the ceremony. The ceremony begins with the emcee announcing their arrival at the ceremony location.

Emcee welcomes everyone and introduces the special guests.

The emcee or officiating officer provides career highlights of the honoree.

The emcee reads the special order of the honoree and the officiating officer performs ceremony procedures.

Photos are taken throughout the ceremony.

Honoree provides remarks.

The emcee thanks everyone for coming and invites participants to congratulate the honoree and enjoy the refreshments.

3.12.2. The Order of the Sword Induction Ceremony.

Induction into the Order of the Sword is an honor reserved for people who have given outstanding leadership and support to enlisted people. The induction ceremony occurs at a formal evening banquet held to honor the inductee as a “Leader among Leaders and an Airman among Airmen.” The entire event is conducted with the dignity that reflects its significance as the highest recognition enlisted people can bestow on anyone. Each command has an Order of the Sword and develops its own selection and induction procedures.

3.13. Drill:

3.13.1. Introduction to Drill.

For the purpose of drill, Air Force organizations are divided into elements, flights, squadrons, groups, and wings. Drill consists of certain movements by which the flight or squadron is moved in an orderly manner from one formation to another or from one place to another. Standards such as the 24-inch step, cadence of 100 to 120 steps per minute, distance, and interval have been established to ensure movements are executed with order and precision. The task of each person is to learn these movements and execute each part exactly as described. Individuals must also learn to adapt their own movements to those of the group. Everyone in the formation must move together on command.

3.13.2. Drill and Ceremony.

While the term “ceremony” was defined earlier in this chapter, it should be noted that certain ceremonies use drill. In these events, ceremonies not only honor distinguished persons and recognize special events, but also demonstrate the proficiency and training state of the troops. Ceremonies are an extension of drill activities. The precision marching, promptness in responding to commands, and teamwork developed on the drill field determine the appearance and performance of the group in ceremonies. The following paragraphs cover only the basic aspects of drill. For more information, see AFMAN 36-2203, *Drill and Ceremonies*.

3.13.3. Types of Commands:

3.13.3.1. Drill Command. A drill command is an oral order that usually has two parts: the preparatory command and the command of execution. The preparatory command explains what the movement will be. When calling a unit to attention or halting a unit’s march, the preparatory command includes the unit designation. In the command “Flight, HALT,” the word “Flight” is the preparatory command and, at the same time, designates the unit. The command of execution follows the preparatory command. The command of execution explains when the movement will be carried out. In “Forward, MARCH,” the command of execution is “MARCH.” The preparatory command and command of execution are given as the heel of the foot corresponding to the direction of the movement strikes the ground.

3.13.3.2. Supplementary Command. A supplementary command is given when one unit of the element must execute a movement different from other units, or the same movement at a different time. Examples include: “CONTINUE THE MARCH” and “STAND FAST.”

3.13.3.3. Informational Command. An informational command has no preparatory command or command of execution and isn’t supplementary. It is used to direct others to give commands. Examples are: “PREPARE FOR INSPECTION” and “DISMISS THE SQUADRON.”

3.13.3.4. Mass Commands. Mass commands help develop confidence, self-reliance, assertiveness, and enthusiasm by making the individual recall, give, and execute proper commands. Mass commands are usually confined to simple movements, with short preparatory commands and commands of execution carried out simultaneously by all elements of a unit. Each person is required to give commands in unison with others as if that person alone was giving the commands to the entire element. The volume of the combined voices encourages every person to perform the movement with snap and precision.

3.13.4. General Rules for Giving Commands.

When giving commands, the commander is at the position of attention. Good military bearing is necessary for good leadership. While marching, the commander must be in step with the formation at all times. The commander faces the troops when giving commands except when the element is part of a larger drill element or when the commander is relaying commands in a ceremony.

3.13.5. Command Voice Characteristics.

The way a command is given affects the way a movement is executed. A correctly delivered command is loud and distinct enough for everyone in the element to hear. It is given in a tone, cadence, and snap that demands a willing, correct, and immediate response. A voice with the right qualities of loudness, projection,

distinctness, inflection, and snap enables a commander to obtain effective results.

3.13.5.1. Loudness. Loudness is the volume used in giving a command. The loudness should be adjusted to the distance and number of individuals in the formation. The commander takes a position in front of, and centered on, the unit and facing the unit so his or her voice reaches all individuals.

3.13.5.2. Projection. This is the ability of your voice to reach whatever distance is desired without undue strain. To project the command, the commander should focus his or her voice on the person farthest away. Erect posture, proper breathing, a relaxed throat, and an open mouth help project the voice.

3.13.5.3. Distinctness. Distinct commands emphasize clear enunciation.

3.13.5.4. Inflection. Pronounce the preparatory command with a rising inflection near or at the end of its completion, usually the last syllable. A properly delivered command of execution has no inflection. However, it should be given at a higher pitch than the preparatory command.

3.13.5.5. Snap. To achieve snap, commanders must know the commands and have the ability to voice them effectively. One of the most effective uses of the voice to achieve snap is to give the command of execution at the precise instant the heel of the proper foot strikes the ground while marching.

3.13.6. Drill Positions:

3.13.6.1. Attention. To come to attention, bring the heels together smartly and on line. Place the heels as near each other as the conformation of the body permits and ensure the feet are turned out equally to form a 45-degree angle. Keep the legs straight without stiffening or locking the knees. The body is erect with hips level, chest lifted, back arched, and shoulders square and even. Arms hang straight down alongside the body without stiffness and the wrists are straight with the forearms. Place thumbs, which are resting along the first joint of the forefinger, along the seams of the trousers or sides of the skirt. Hands are cupped (but not clenched as a fist) with palms facing the leg. The head is kept erect and held straight to the front, with the chin drawn slightly so the axis of the head and neck is vertical; eyes are to the front, with the line of sight parallel to the ground. The weight of the body rests equally on the heels and balls of both feet. Silence and immobility are required.

3.13.6.2. Rest Positions. There are four positions of rest: parade rest, at ease, rest, and fall out. The commander and members of the formation must be at the position of attention before going to any of the rest positions. To resume the position of attention from any of the rests (except fall out, for which the commander uses the command "FALL IN"), the command is "Flight, ATTENTION."

3.13.6.2.1. Parade Rest. (The command is "Parade, REST.") On the command "REST," members of the formation raise the left foot from the hip just enough to clear the ground and move it smartly to the left so the heels are 12 inches apart, as measured from the inside of the heels. Keep the legs straight, but not stiff, and the heels on line. As the left foot moves, bring the arms, fully extended, to the back of the body, uncupping the hands in the process; extend and join the fingers, pointing them toward the ground. Face the palms outwards. Place the right hand in the palm of the left, right thumb over the left to form an "X." Keep head and eyes straight ahead, and remain silent and immobile.

3.13.6.2.2. At Ease. On the command "AT EASE," members of the formation may relax in a standing position, but they must keep the right foot in place. Their position in the formation will not change; silence will be maintained.

3.13.6.2.3. Rest. On the command "REST," the same requirements for at ease apply, but moderate speech is permitted.

3.13.6.2.4. Fall Out. On the command "FALL OUT," individuals may relax in a standing position or break ranks. They must remain in the immediate area; no specific method of dispersal is required. Moderate speech is permitted.

3.13.7. Drill Instruction.

For drill instruction, movement of the troops, and other formations, the senior member present will assume the leadership position. When possible, do not place persons of higher grade in positions subordinate to the instructor or person in charge of the drill or formation.

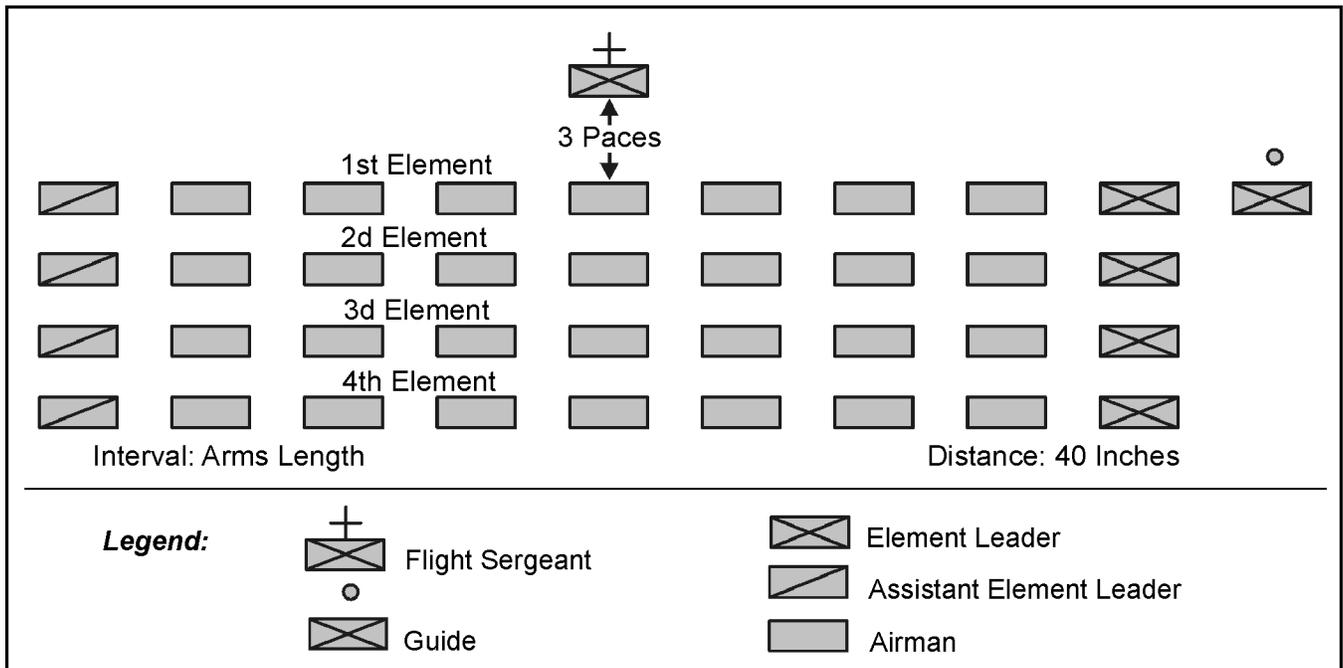
3.13.8. The Flight as the Basic Drill Unit.

The first phase of drill involves teaching basic movements, facings, and positions, either as an individual or as a member of an element. The second phase of drill merges the individual with others to form a flight in which base formations and marching are learned. The flight is composed of at least two, but no more than four, elements. This formation is the most practical drill group.

3.13.9. Formation of the Flight:

3.13.9.1. A flight forms in at least two, but no more than four, elements in line formation (Figure 3.7). The command is “FALL IN.” *NOTE:* The flight is usually formed and dismissed by the flight sergeant.

Figure 3.7. Flight in Line Formation.



3.13.9.2. On this command, the guide takes a position facing the flight sergeant and to the flight sergeant’s left so the first element will fall in centered on and three paces from the flight sergeant. Once halted at the position of attention, the guide performs an automatic dress right dress. When the guide feels the presence of the first element leader on his or her fingertips, the guide executes an automatic ready front. Once positioned, the guide does not move.

3.13.9.3. The first element leader falls in directly to the left of the guide and, once halted, executes an automatic dress right dress. The second, third, and fourth element leaders fall in behind the first element leader, execute an automatic dress right dress, visually establish a 40-inch distance, and align themselves directly behind the individual in front of them. The remaining airmen fall in to any open position to the left of the element leaders and execute an automatic dress right dress to establish dress and cover. The flight sergeant occupies the last position in the fourth element.

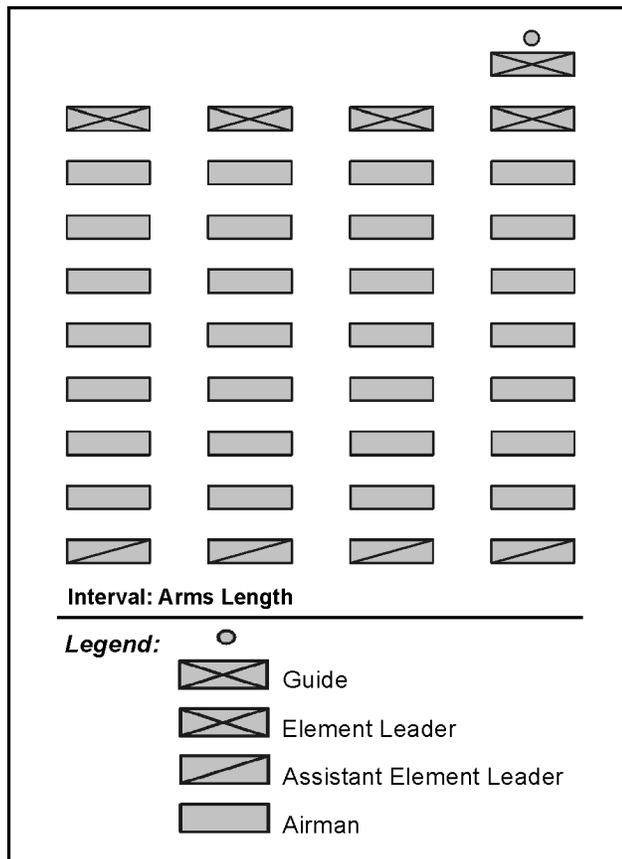
3.13.9.4. To establish interval, the leading individual in each file obtains exact shoulder-to-fingertip contact

with the individual to his or her immediate right. As soon as dress, cover, interval, and distance are established, each airman executes an automatic ready front on an individual basis and remains at the position of attention.

3.13.9.5. To size the flight, the flight commander faces the flight to the right, changing the formation from line to column (Figure 3.8), and has the taller personnel (except the guide, element leaders, and flight sergeant) move to the front of the flight according to height. The flight commander then faces the flight to the right again, changing the formation from column to inverted line, and again has the taller personnel (except the flight sergeant) move to the front of the flight according to height. The flight commander faces the flight back to the left, and back to column formation and continues this procedure until all members are properly sized. Finally, the commander brings the flight back to a line formation.

3.13.9.6. To align the flight, the commands are “Dress Right, DRESS” and “Ready, FRONT.” On the command “DRESS,” everyone except the last airman in each element raises and extends the left arm laterally from the shoulder with snap so the arm is parallel with the ground. As the arm is raised, the hand is uncupped, the palm is faced down, and the fingers are extended and joined. At the same time, each individual (except the guide, second, third, and fourth element leaders) turns his or her head and eyes 45 degrees to the right with snap. The leading individual of each file establishes interval (by taking small choppy steps and aligning with the base file) and establishes exact shoulder-to-fingertip contact with the individual to the immediate right. The second, third, and fourth element leaders align themselves directly behind the person in front of them and visually establish a 40-inch distance. As the remaining members align themselves behind the individual in front of or to the right of them, their shoulders may or may not touch the fingertips of the individual to their right. If the arm is too long, place the extended hand behind the shoulder of the individual; if the arm is too short, leave it extended toward the individual to the left.

Figure 3.8. Flight in Column Formation.



3.13.9.7. Moving by the most direct route, the flight commander verifies the alignment of each rank. If necessary, individuals are told to move forward or backwards. Military bearing is maintained. After verifying the alignment, the flight commander marches to three paces beyond the front rank, faces toward the flight, and commands “Ready, FRONT.” With as few movements as possible, the flight commander then takes the normal position in front of the flight by the most direct route.

3.13.10. Open Ranks:

3.13.10.1. The command “Open Ranks, MARCH” is only given to a formation when in line at normal interval. On the command “MARCH,” the fourth rank stands fast and automatically executes dress right dress. Each succeeding rank in front takes the required number of paces, stepping off with the left foot and a coordinated armswing, halts, and automatically executes dress right dress. The third rank takes one pace, the second rank takes two, and the first rank takes three paces forward. The flight commander aligns the flight, then commands “Ready, FRONT.”

3.13.10.2. If the flight is to be inspected, the flight commander takes one step forward and faces to the right in a position in front of the guide, salutes, and reports to the inspector. The inspector and commander proceed to inspect the flight. When the inspector and commander finish inspecting the first element and before the inspector halts in front of the first person of the second element,

the second element leader assumes the position of attention, turns his or her head approximately 45 degrees down line, and commands, "Second Element, ATTENTION." When the first element leader can see the inspector out of the corner of his or her eye, the element leader turns his or her head down line and commands "First Element, Parade, REST." This procedure is repeated throughout the remaining elements.

3.13.10.3. After inspecting the entire flight, the inspector marches off to the right flank (element leaders) of the flight. The flight commander proceeds directly to a position three paces beyond the front rank, halts, faces to the left, and commands "Flight, ATTENTION." The flight commander then takes one step forward and faces to the right. The inspector marches to a position directly in front of the flight commander and gives comments. After receiving comments, the flight commander salutes the inspector, and the inspector executes the appropriate facing movements to depart. The flight commander then commands "Close Ranks, MARCH." On the command "MARCH," the first rank stands fast. The second rank takes one pace forward and halts at the position of attention. The third and fourth ranks take two and three paces forward, respectively, and halt at attention.

Section 3E—Honor Guard

3.14. Base Honor Guard Program:

3.14.1. The mission of the honor guard is to maintain and employ a ceremonial capability to represent the Air Force at public and official ceremonies. The Base Honor Guard Program is a mandatory Air Force program and is the responsibility of the installation commander. Members are usually volunteers from the installation host and tenant units, with selections generally coming from the installation's airman basic to technical sergeant pool. The base honor guard emphasizes the importance of military customs and courtesies, dress and appearance, and drill and ceremonies.

3.14.2. The origins of the base honor guard can be traced to May 1948 when Headquarters Command, United States Air Force, directed the creation of an elite ceremonial unit comparable to those of the other Services. The first base honor guard was activated within the 1100th Air Police Squadron, Bolling Field, Washington DC, and was responsible for maintaining an Air Force ceremonial capability in the National Capitol Region. However, other Air Force installations worldwide approached ceremonial responsibilities and military funeral honors quite differently.

3.14.3. For 25 years, the Air Force used the base detail method to provide for military funeral honors. The mortuary affairs office would routinely task the installation's security police squadron with the burial detail. However, the selected detail members usually had little to no experience with burials, thus the quality of the ceremony suffered. In 1995, the Protocol, Honors, and Ceremonies course was established to provide the Base Honor Guard Program with much needed written guidance on funeral procedures and the authorized wear of the base honor guard ceremonial uniform. This course provides standardization throughout the Air Force.

3.14.4. In January of 2000, Public Law (P.L.) 106-65, *National Defense Authorization Act for Fiscal Year 2000*, October 5, 1999, Section 578, and Title 10, United States Code (U.S.C.), *Armed Forces*, was implemented, providing for all veterans to receive, at a minimum, a funeral ceremony that includes the folding of a United States flag, presentation of the flag to the veteran's family, and the playing of "Taps."

3.15. Conclusion.

Military customs and courtesies are proven traditions, acts of respect and courtesy, and signs of the mutual respect and fraternity that exists among military personnel. Military customs and courtesies play an extremely important role in building morale, esprit de corps, discipline, and mission effectiveness. This chapter outlined customs and courtesies, providing an extensive but not all-inclusive outline of what makes the Air Force and its people special.

Chapter 4

STANDARDS OF APPEARANCE

Section 4A—Overview

4.1. Introduction.

The Air Force military uniform combinations developed slowly into what is worn today. During this evolution, uniform design changed from one of many devices to a very plain one. The present Air Force uniform with its authorized badges, insignia, and devices is plain, yet distinctive, providing the appearance of a military professional. Wearing the Air Force uniform means carrying on a tradition—one that identifies the person as a member of a historical unit, a close-knit society, quietly assured of his or her competence and professionalism. This chapter identifies the most common uniform items and combinations for enlisted members. It also addresses fitness and the Air Force Weight and Body Fat Management Program (WBFMP). **NOTE:** Consult AFI 36-2903, *Dress and Personal Appearance of Air Force Personnel*, and AFI 36-2923, *Aeronautical, Duty, and Occupational Badges*, for items not included in this chapter.

Section 4B—Dress and Appearance

4.2. Individual Responsibilities.

According to AFPM 36-29, *Military Standards*, all Air Force members will adhere to standards of neatness, cleanliness, safety, and military image to provide the appearance of a disciplined service member when wearing the uniform. AFI 36-2903 expands this requirement by stating that to present the proper military image, clothing will be neat, clean, pressed, properly fitted, in good condition, zipped, snapped, or buttoned. It also states that airmen will procure and maintain all mandatory clothing items, request a civilian clothing allowance when required to wear civilian clothes, and purchase items from the Army and Air Force Exchange Service (AAFES) military clothing sales store or from commercial vendors when items have a USAF certification label. AFI 36-3014, *Clothing Allowances for Air Force Personnel*, lists the mandatory uniform items.

4.3. When To Wear the Uniform:

4.3.1. Military Duties.

Air Force members must wear a uniform while performing normal military duties. Installation commanders may require assigned personnel to wear specific uniforms or uniform items when performing regular duties, as well as when participating in formations and ceremonies. Commanders may also prescribe the wear of optional authorized uniform items if the Air Force provides such items at no cost. Members may wear other authorized optional items at their own expense. When members perform duty at stations other than their own, they must comply with the uniform policies established at each TDY location.

4.3.2. Traveling.

Unless required by organizational guidance, wearing a uniform is optional when a member is departing from a military airfield on DoD aircraft or US Government commercial contract flights. Those choosing to wear civilian clothing will ensure it is neat, clean, and warm enough for in-flight operations and appropriate for the mode of travel and destination. Ripped, torn, frayed, or patched clothing, as well as tank tops, shorts, sandals, and any garments that are revealing or contain obscene, profane, or lewd words or drawings are examples of inappropriate attire. When traveling in a deployed status or between installations due to deployment, the BDU is also acceptable. When departing from or arriving at commercial airports, members may wear either the service uniform with tie or tab or civilian attire. When traveling in foreign countries, members must consult the *DoD Foreign Clearance Guide*.

4.3.3. Additional Restrictions.

Air Force members are also restricted from wearing the uniform when uniform items do not meet Air Force specifications; when participating in public speeches, interviews, picket lines, marches or rallies, or any public demonstration when the Air Force sanction of the cause for which the activity is conducted may be

implied; to further political activities; for private employment or commercial interests; when working in an off-duty civilian capacity, if it would discredit the Armed Forces; or when in civilian attire (for example, grade insignia, cap devices, badges, insignia, distinctive buttons, etc.).

4.4. Personal Grooming Standards:

4.4.1. Hair.

Hair will be clean, well groomed, and neat. If dyed, hair will look natural. Hair will not contain an excessive amount of grooming aids, touch the eyebrows when groomed, or protrude below the front band of properly worn headgear. **EXCEPTION:** Hair may be visible in front of the women's flight cap.

4.4.1.1. Men. Men's hair must have a tapered appearance on both sides and back, both with and without headgear. A tapered appearance is one that, when viewed from any angle, outlines the individual's hair so that it conforms to the shape of the head, curving inward to the natural termination point. The block cut is permitted with tapered appearance. It will not be worn in an extreme or fad style or in such a way that it exceeds length or bulk standards or violates safety requirements. Hair will not touch the ears; only closely cut or shaved hair on the back of the neck may touch the collar. It will not exceed 1 1/4 inches in bulk, regardless of length, and not exceed 1/4 inch at the natural termination point. Men's hair will not contain or have any visible foreign items attached to it.

4.4.1.2. Women. Women must style their hair to present a professional appearance. Hair will not be worn in an extreme or fad style or violate safety requirements. It cannot extend below the bottom edge of the collar. Hairstyles must allow proper wear of headgear and will not exceed 3 inches in bulk. Women may wear plain and conservative pins, combs, headbands, elastic bands, and barrettes that are similar to their hair color to keep their hair in place. Hair ornaments such as ribbons or jeweled pins are not allowed.

4.4.1.3. Wigs and Hairpieces. Wigs and hairpieces will be in accordance with the same standards required for natural hair, will be of good quality, will fit properly, and will not exceed limits stated for natural hair. Personnel working in flight operations or on the flight line are not authorized to wear wigs or hairpieces. Men will have their medical records documented to wear wigs or hairpieces to cover natural baldness or disfigurement; otherwise, they will not wear wigs or hairpieces.

4.4.2. Beards, Mustaches, and Sideburns (Men):

4.4.2.1. Beards will not be worn except for health reasons when authorized by a commander on the advice of a medical officer. If authorized by the commander, members must keep facial hair trimmed not to exceed 1/4 inch in length. If granted a shaving waiver, members will not shave any facial hair. Commanders and supervisors will monitor progress in treatment to control these waivers.

4.4.2.2. Mustaches, if worn, will not extend downward beyond the upper lip or extend sideways beyond a vertical line drawn upward from the corner of the mouth. **NOTE:** This does not apply to individuals with shaving waivers.

4.4.2.3. Sideburns, if worn, will be neatly trimmed and tapered in the same manner as the haircut. They will be straight and of even width (not flared) and end in a clean-shaven horizontal line. They will not extend below the lowest part of the exterior ear opening. **NOTE:** This does not apply to individuals with shaving waivers.

4.4.3. Cosmetics (Women).

Cosmetics must be conservative and in good taste. When worn, nail polish will be conservative, a single color or a French manicure that is natural or clear with white tips, and in good taste. The polish will not contain any ornamentation.

4.4.4. Fingernails.

Fingernails must be clean, well groomed, and not interfere with duty performance or hinder proper fit of prescribed safety equipment or uniform items.

4.5. Uniform Standards:

4.5.1. Service Dress Uniform (Figure 4.1).

This uniform consists of the blue service coat and trousers/slacks or skirt (women), light blue long- or short-sleeved shirt, and polyester herringbone twill tie for men or tie tab for women. With arms hanging naturally, the sleeves of the service coat will end approximately 1/4 inch from the heel of the thumb. Ensure the bottom edge of the coat extends 3 to 3 1/2 inches below the top of the thigh.

Figure 4.1. Service Dress Uniform.



4.5.1.1. Mandatory Accouterments. Mandatory accouterments to be worn with the service dress coat are:

4.5.1.1.1. US Lapel Insignia. The US lapel insignia is placed halfway up the seam, resting on but not over it. The bottom of the insignia is horizontal with the ground.

4.5.1.1.2. Name Tag. On 1 October 2002, General John Jumper approved the name tag as a mandatory item to be worn on the service dress uniform. The name tag will be nickel plated with a matte finish. (*NOTE:* Wear instructions for the service dress uniform name tag were not available at time of printing.)

4.5.1.1.3. Ribbons. Center ribbons resting on but not over the edge of the welt pocket. Wear three or four in a row. Wear all authorized ribbons and devices.

4.5.1.1.4. Chevrons. Center the sleeve chevron (4-inch for men; 3 1/2 or 4-inch for women) halfway between the shoulder seam and elbow bent at a 90-degree angle.

4.5.1.1.5. Aeronautical Badges. Aeronautical badges are mandatory. See paragraph 4.5.1.2.1 for information on the wear of aeronautical badges and other badges.

4.5.1.2. Optional Accouterments. Optional accouterments include:

4.5.1.2.1. Badges. Aeronautical badges are mandatory; others are optional. Wear highly polished badges only, resized or regular; do not mix sizes. Center the aeronautical, occupational, or miscellaneous badge 1/2 inch above the top row of ribbons. Center an additional badge 1/2 inch above the first one. Center the duty or miscellaneous badge 1 1/2 inches below the top of the welt pocket and centered, and/or on the right side centered between the arm seam and lapel, with the bottom edge of the badge parallel to the top of the welt pocket. *EXCEPTION:* The missile badge is only worn 1 1/2 inches below the top of the welt pocket and centered.

4.5.1.2.2. Tie Tack. Center the tie tack or tie clasp (Air Force coat of arms, grade insignia, or wing and star) between the bottom edge of the knot and the bottom tip of the tie.

4.5.2. Service Uniform.

This uniform consists of the light blue, long- or short-sleeved shirt/blouse, and trousers/slacks or skirt (women). The following paragraphs provide further guidance on the service uniform:

4.5.2.1. Short-Sleeved Shirt/Blouse (Figure 4.2). Sleeves must touch or come within 1 inch of touching the forearm when the arm is bent at a 90-degree angle. The tie (men) and tie tab (women) are optional unless the short-sleeved shirt is worn with the service dress uniform. Mandatory and optional accouterments consist of the following:

4.5.2.1.1. Mandatory Accouterments.
Mandatory accouterments include:

4.5.2.1.1.1. Name Tag. Men center the name tag on but not over the edge of the right pocket. Women center the name tag on the right side, even with to 1 1/2 inches higher or lower than the first exposed button.

4.5.2.1.1.2. Chevrons. Center the 3 1/2-inch sleeve chevron halfway between the shoulder seam and bottom edge of sleeve. Senior NCOs (SNCO) may wear shoulder mark insignia.

4.5.2.1.1.3. Aeronautical Badges. Aeronautical badges are mandatory. See paragraph 4.5.2.2.2 for information on the wear of aeronautical badges and other badges.

4.5.2.1.2. Optional Accouterments.
Optional accouterments include:

4.5.2.1.2.1. Ribbons. Men center ribbons resting on but not over the edge of the left pocket between the left and right edges. Women center ribbons on the left side parallel with the ground, aligning the bottom of the ribbons with the bottom of the name tag. Air Force members may wear only authorized awards and devices when wearing ribbons. When worn, all ribbons and devices must be worn. Members wear regular- or miniature-size ribbons. Sizes are not mixed. Ribbons must be kept clean and unfrayed and will not have a visible protective coating. Wear the ribbon with the highest precedence nearest the lapel on the top row. Ribbons are not worn on outer garments such as raincoats, all-weather coats, or lightweight blue jackets. For additional information on placement and arrangement of ribbons, see AFI 36-2903.

4.5.2.1.2.2. Badges. A maximum of four earned badges may be worn on all blue service uniforms. A maximum of two badges are worn on the left side of the uniform above ribbons or pocket if ribbons are not worn. Wear only aeronautical, occupational, and miscellaneous badges in this location. Aeronautical badges are worn above occupational and miscellaneous badges. When more than one aeronautical badge is worn, the second badge becomes optional. A maximum of two occupational badges may be worn; the badge representing the current career field (regardless of level earned) is worn in the top position. Wear highly polished badges only, resized or regular; do not mix sizes. The following paragraphs provide specific guidance for men and women on the wear of badges:

4.5.2.1.2.2.1. Men. Aeronautical badges are mandatory. Others are optional. Center the aeronautical, occupational, or miscellaneous badge 1/2 inch above ribbons or pocket if not wearing ribbons. Center an additional badge 1/2 inch above the first one. Center the duty or miscellaneous badge on the lower portion of the left pocket between the left and right edges and bottom of the flap and the pocket, and/or on the right pocket between the left and right edges and bottom of the flap and bottom of the pocket. **EXCEPTION:** The missile badge is only worn centered on the left pocket.

4.5.2.1.2.2.2. Women. Aeronautical badges are mandatory. Others are optional. Center the aeronautical, occupational, or miscellaneous badge 1/2 inch above ribbons or pocket if not wearing ribbons. When not wearing ribbons, center the badge parallel to the name tag. Center an additional badge 1/2 inch above the first one. Center the duty and miscellaneous badge 1/2 inch above the name tag. **EXCEPTION:** The missile badge is worn 1/2 inch above the name tag.

4.5.2.1.2.3. Tie Tack or Tie Clasp (Men). Center the tie tack or clasp (Air Force coat of arms, grade insignia, or wing and star) between the bottom edge of the knot and bottom tip of the tie.

Figure 4.2. Short-Sleeved Shirt/Blouse.



4.5.2.2. Long-Sleeved Shirt/Blouse (Figure 4.3). The collar of the shirt/blouse shows 1/4 or 1/2 inch above the coat collar, with arms hanging naturally and sleeves extended to the heel of the thumb. The men's shirt has two pleated pockets and convertible cuffs. The women's blouse will have a tapered fit, while a tapered fit is optional for men. Military creases are prohibited. **NOTE:** The mandatory and optional accouterments are the same as the short-sleeved shirt/blouse.

4.5.2.3. Tie (Men):

4.5.2.3.1. The polyester herringbone twill tie is worn with the service dress coat. This tie is mandatory when wearing the service dress uniform, including semiformal and the long-sleeved shirt.

4.5.2.3.2. The tie must not have a design or sheen. It can be 2 or 3 inches wide and may be tapered at the center with a pointed end or untapered with a square end. The fabric for ties can be polyester, wool, synthetic, or blends. Woven and pretied ties are optional.

4.5.2.4. Tie Tab (Women). The tie tab is a blue inverted-V, constructed of a polyester herringbone twill fabric, with self-fastening tails. This tie tab is mandatory when wearing the service dress uniform, including semiformal and the long-sleeved shirt.

4.5.2.5. Trousers (Men)/Slacks (Women). The trousers are trim-fitted. The slacks fit naturally over the hips for women with no bunching at the waist or bagging at the seat. The bottom front of the trousers/slacks rests on the front of the shoe or boot with a slight break in the crease. The back of the trousers/slacks legs is approximately 7/8 inch longer than the front. The silver tip of the belt extends beyond the buckle facing the wearer's left for men and right for women, with no blue fabric showing between the buckle and belt tip.

4.5.2.6. Skirt (Women). The skirt hangs naturally over the hips with a slight flare. Skirt length is no shorter than the top of the kneecap or longer than the bottom of the kneecap. The silver tip of the belt extends beyond the buckle facing the wearer's right, with no blue fabric showing between the buckle and belt tip.

4.5.3. Flight Cap.

The flight cap is worn slightly to the wearer's right with the vertical crease of the cap in line with the center of the forehead, in a straight line with the nose. The cap will be approximately 1 inch from the eyebrows. When not worn, tuck the cap under the belt on either side, between the first and second belt loops. Do not fold the cap over the belt.

4.5.4. Hose (Women).

Hose must be worn with the skirt. Hose must be a commercial sheer nylon in neutral, dark brown, black, off-black, or dark blue shades that complement the uniform and the individual's skin tone. Do not wear patterned hose.

4.5.5. Footwear:

4.5.5.1. Low Quarters. Shoes are black oxford; lace-up style with plain rounded toe or plain rounded, capped toe; without perforation or design; smooth or scotch-grained leather or man-made material, high gloss or patent finish. The sole will not exceed 1/2 inch in thickness and the heel will not exceed 1 inch in height (measured from the inside front of the heel). The shoe may have a low wedge heel. Plain black socks without

Figure 4.3. Long-Sleeved Shirt/Blouse.



design are worn with low quarters. Women may wear hose.

4.5.5.2. Pumps (Women). Pumps are authorized for wear with the blue service uniform. The pumps will be a plain black commercial design without ornamentation, made of smooth or scotch-grained leather or man-made material, high gloss or patent finish. The height of heels should be suitable to the individual, but no higher than 2 1/2 inches (measured from inside sole of the shoe to the end of the heel lift). Do not wear shoes with platform soles, extra thick soles, or extra thick heels.

4.5.5.3. Combat Boots. Combat boots may be worn with the service dress uniform or blue service uniforms (women—slacks only). A description of combat boots is provided in paragraph 4.5.6.3.

4.5.6. BDU (Figure 4.4).

Figure 4.4. BDU.

The BDU is considered work clothing; therefore, it is inappropriate to wear at certain times off base. BDUs may be worn off base for short convenience stops and when eating at restaurants where people wear comparable civilian attire. Do not wear BDUs off base for extended dining, shopping, socializing, taking part in entertainment, or when going to establishments that operate primarily to serve alcohol.



4.5.6.1. BDU Shirt. The long-sleeved camouflage pattern sleeves may be rolled up; if rolled up, the sleeve material must match the shirt and will touch or come within 1 inch of the forearm when the arm is bent at a 90-degree angle. The BDU shirt may be removed in the immediate work area.

4.5.6.1.1. Mandatory Accouterments:

4.5.6.1.1.1. Tapes. Center the US AIR FORCE tape immediately above the left breast pocket. Center the name tape (last name only) immediately above the right breast pocket. Cut off or fold tapes to match pocket width.

4.5.6.1.1.2. Chevrons. Center the chevron (4 inch for men; 3 1/2 or 4 inch for women) halfway between the shoulder seam and elbow when bent at a 90-degree angle. When sleeves are rolled up, chevrons do not need to be fully visible but must be distinguishable.

4.5.6.1.1.3. Aeronautical Badges. Aeronautical badges are mandatory. See paragraph 4.5.6.1.2.2 for information on wear of aeronautical badges and other badges.

4.5.6.1.2. Optional Accouterments:

4.5.6.1.2.1. Patches. Patches are worn at the commander's discretion. If worn, center emblems (subdued and/or full color) on the lower portion of the pocket between the left and right edges and bottom of the flap and pocket. Center any additional emblems over the right pocket 1/2 inch above the name tape.

4.5.6.1.2.2. Badges. Aeronautical badges are mandatory. Others are optional. Center the subdued, embroidered badge (aeronautical, occupational, or miscellaneous) 1/2 inch above the US AIR FORCE tape. Center an additional badge 1/2 inch above the first badge. Aeronautical badges are worn above occupational and miscellaneous badges. When more than one aeronautical badge is worn, the second badge (occupational or miscellaneous) becomes optional. If more than one occupational badge is worn, the badge that reflects the current job is worn in the top position. A third badge (miscellaneous, occupational, or missile) may be worn

on the lower portion of the left pocket, between the left and right edges and bottom of the flap and bottom of the pocket. No more than three earned embroidered badges (only two can be occupational badges) may be worn on BDUs.

4.5.6.2. Trousers. Trousers must be evenly bloused (gathered in and draped over loosely) over the combat boots. The black tip of the belt may extend up to 2 inches beyond the buckle and faces toward the wearer's left (men) or either right or left (women).

4.5.6.3. Footwear:

4.5.6.3.1. Combat Boots. Boots must be black, with or without safety toe, plain rounded toe, or rounded capped toe with or without perforated seam. They must be made of smooth or scotched-grain leather or man-made material and may have a high gloss or patent finish.

4.5.6.3.2. Hot Weather, Tropical Boots. Boots must have green or black cloth/canvas and black leather with plain toe. Zipper or elastic inserts are optional.

4.5.6.4. Socks. Wear either plain black or white socks. During exercises and contingencies, wear black socks or black socks over white socks to preclude white socks from showing.

4.6. Accessory Standards:

4.6.1. Jewelry.

Watches must be conservative. Bracelets must be conservative, no wider than 1 inch, not present a safety hazard, and worn around the wrist. A maximum of three rings on both hands combined may be worn. Necklaces may be worn if concealed under a collar or undershirt. Women are authorized to wear one small spherical, conservative, diamond, gold, white pearl, or silver pierced or clip earring per earlobe. Matching earrings must be worn and should fit tightly without extending below the earlobe, except for the connecting band on clip earrings.

4.6.2. Eyeglasses and Sunglasses.

Eyeglasses and sunglasses must be free of ornamentation on both the frames and the lenses. When indoors or in formation, eyeglasses must be conservative with clear, slightly tinted, or photosensitive lenses. When outdoors, sunglasses must have conservative lenses and frames; faddish styles and mirrored lenses are prohibited. Sunglasses are not permitted in formation. Eyeglasses and sunglasses must not be worn around the neck.

4.6.3. Additional Items.

Pencils and pens must be concealed except when carried in the left compartment of the BDU pocket or in the left pocket of food and hospital white uniforms. Beepers and cellular phones must be plain, and either black, dark blue, gray, or silver in color. They may be clipped to a waistband, a woman's purse, or carried in the left hand. Beepers, cellular phones, headphones, and earphones are prohibited unless required to perform duties. Attachments for access badges and passes will be plain, dark blue or black ropes; silver or plastic small conservative link chains; or clear plastic. (**NOTE:** Green attachments may be worn with the BDU.) These attachments must not present a safety issue. Umbrellas must be plain, black or dark blue, and carried in the left hand. Attaché cases, gym bags, backpacks, and women's purses may be carried in either hand or on either shoulder (not to interfere with rendering a proper salute). **EXCEPTION:** Members wear backpacks using both shoulder straps when riding two-wheeled vehicles or using crutches.

4.7. Tattoos and Brands:

4.7.1. Unauthorized Types.

Tattoos and/or brands anywhere on the body that are obscene or advocate sexual, racial, ethnic, or religious discrimination are prohibited in and out of uniform. Tattoos and/or brands that are prejudicial to good order and discipline or of a nature that tends to bring discredit upon the Air Force are prohibited in and out of uniform.

4.7.2. Inappropriate Types.

Excessive tattoos and/or brands must not be exposed or visible (includes being visible *through* the uniform) while in uniform. Excessive is defined as any tattoo or brand that exceeds one-fourth coverage of the exposed body part and those above the collarbone and readily visible when wearing an open-collar uniform.

4.7.3. Violations.

Failure to observe the mandatory provisions is a violation of Article 92, UCMJ. Violations for the following types of tattoos and brands are as follows:

4.7.3.1. Unauthorized. Any member who obtains unauthorized tattoos will be required to remove them at his or her own expense. Using uniform items to cover unauthorized tattoos is not an option. Members who fail to remove unauthorized tattoos in a timely manner will be subject to involuntary separation.

4.7.3.2. Inappropriate. Members are not allowed to display excessive tattoos that would detract from an appropriate professional image while in uniform. Commanders use AFI 36-2903 to determine appropriate military image and acceptability of tattoos displayed by members in uniform. Air Force members with existing tattoos not meeting an acceptable military image are required to maintain complete coverage of the tattoos using current uniform items (for example, long-sleeved shirt or blouse, pants or slacks, dark hosiery, etc.) or volunteer to remove tattoos. Depending on the circumstances, commanders may seek Air Force medical support for voluntary tattoo removal. Members who choose to not comply with these requirements are subject to disciplinary action.

4.8. Body Piercing.

Body piercing standards are provided below: (**NOTE:** Women are authorized to wear one set of earrings as described in paragraph 4.6.1.)

4.8.1. In Uniform.

Members are prohibited from attaching, affixing, or displaying objects, articles, jewelry, or ornamentation to or through the ear, nose, tongue, or any exposed body part (includes visible through the uniform).

4.8.2. In Civilian Attire:

4.8.2.1. Official Duty. Members are prohibited from attaching, affixing, or displaying objects, articles, jewelry, or ornamentation to or through the ear, nose, tongue, or any exposed body part (includes being visible through clothing).

4.8.2.2. Off Duty on a Military Installation. Members are prohibited from attaching, affixing, or displaying objects, articles, jewelry, or ornamentation to or through the ear, nose, tongue, or any exposed body part (includes being visible through clothing). (**EXCEPTION:** Piercing of earlobes by women is allowed but should not be extreme or excessive.) The type and style of earrings worn by women on a military installation should be conservative and kept within sensible limits.

4.8.3. Imposing More Restrictive Standards.

Installation or higher level commanders may impose more restrictive standards for tattoos, brands, and body ornaments, on or off duty, in those locations where Air Force-wide standards may not be adequate to address cultural sensitivities or mission requirements. There may be situations where the commander may restrict the wear of nonvisible body ornaments. Those situations would include any body ornamentation that interferes with the performance of the member's military duties.

NOTE: In accordance with AFI 36-2903, Table 2.5, individuals are prohibited from pursuing body alterations/modifications that disfigure, deform, or otherwise detract from a professional military image (for example, forking or splitting their tongues, filing their teeth, or implanting objects under their skin).

Section 4C—Weight and Body Fat Management Program (WBFMP)**4.9. Policy.**

Air Force members must be in good physical condition to support the mission. The Air Force emphasizes total fitness and requires its uniformed members to adhere to higher standards than those normally found in civilian life. Recognizing that excess body fat and inadequate physical fitness reduce performance, mobility, and endurance, the Air Force has established policies promoting individual health to increase force readiness. The Air Force promotes cardiovascular fitness by making time, facilities, and programs available for physical training (PT). Use of duty time for PT is permitted. Unit commanders make every effort to allow their members three sessions of PT each week. Work schedule flexibility, consistent with mission requirements, is encouraged to facilitate individual participation in PT and efficient use of facilities. Air Force members are individually responsible for complying with fitness and body fat standards.

4.10. WBFMP.

The WBFMP is a rehabilitative program designed to assist overfat individuals in meeting Air Force body fat standards. Commanders are responsible for conducting annual weigh-ins in conjunction with annual fitness tests. Individuals who exceed their maximum allowable weight, appear to exceed the body fat standard, or do not present a professional military appearance will have their body fat percentage measured. Members will be weighed and measured for body fat before a permanent change of station (PCS), TDY for professional military education (PME), retraining, or before attending a training course (formal, specialization, or qualification training). Members will also be measured for body fat before reenlistment.

4.10.1. Body Fat Standards.

AFI 40-502, *The Weight and Body Fat Management Program*, establishes body fat percentages for active duty, ANG, and AFR personnel. The maximum body fat standards are:

- 4.10.1.1. Twenty percent for men 29 years of age and younger.
- 4.10.1.2. Twenty-four percent for men 30 years of age and older.
- 4.10.1.3. Twenty-eight percent for women 29 years of age and younger.
- 4.10.1.4. Thirty-two percent for women 30 years of age and older.

4.10.2. Assessment Period.

The WBFMP manager ensures all members identified as exceeding Air Force body fat standards get medically cleared and receive initial exercise and dietary education before enrolling them into the 3-month exercise and dietary period. During this period:

- 4.10.2.1. Enlisted members are eligible to Weighted Airman Promotion System (WAPS) test or have the WAPS test scored.
- 4.10.2.2. Members not medically cleared cannot be enrolled in the WBFMP.
- 4.10.2.3. Members are ineligible to assume the next higher grade (that is, members with a promotion line number will be on promotion-withhold status during this period).
- 4.10.2.4. Before medically clearing a member, the commander may promote the member or withhold the member's promotion until a medical determination is made. If the commander decides to promote the member, he or she signs the Monthly Increment Listing. If the commander decides that the promotion will be withheld until the medical determination is made, he or she must notify the member in writing and forward the memorandum to the military personnel flight (MPF). Members not medically cleared for the WBFMP are promoted with their original date of rank (DOR), their effective date is the date they are recommended for promotion.

4.10.3. Three-Month Exercise and Dietary Period.

This period allows members to receive and integrate exercise and dietary education offered at the Health and Wellness Center (HAWC). This was established to assist members in making gradual, but permanent exercise and dietary lifestyle changes. While in this period of the WBFMP, no administrative actions will be taken against a member for not meeting Air Force body fat standards or for lack of progress in losing weight or body fat. The importance of this period is for members identified as over body fat to attain behavior changes in exercise and dietary habits. Early removal from this period is not authorized even if the member has met the body fat standard. (**EXCEPTION:** Members deployed to a code name operation [for example, Desert Storm, Provide Comfort] for 30 days or more will be disenrolled from the 3-month exercise and dietary period.) During this period, members are:

4.10.3.1. Ineligible to attend PME.

4.10.3.2. Ineligible to assume the next higher grade (that is, members with a promotion line number will be on promotion-withhold status during this period).

4.10.3.3. Ineligible to reenlist.

4.10.3.4. Eligible to WAPS test or have the WAPS test scored.

4.10.3.5. Eligible for PCS, TDY, or leave.

4.10.4. Phase I, Initial Entry.

The unit commander places individuals in Phase I of the WBFMP when their body fat percentage exceeds Air Force standards, but only after the member has completed the 3-month exercise and dietary period. Personnel entered into Phase I must remain in this phase until they meet the body fat standard or are approved for a body fat standard adjustment. During this phase, program participants' weight and body fat loss are evaluated monthly, every 30 days. Individuals must reduce body fat 1 percent each month or lose 3 pounds (women) or 5 pounds (men) per month. Entry into Phase I of WBFMP makes the individual ineligible to:

4.10.4.1. PCS or be reassigned if making unsatisfactory progress (unless it is a mandatory move).

4.10.4.2. Reenlist.

4.10.4.3. Assume a higher grade, if selected.

4.10.4.4. Attend PME.

4.10.4.5. Voluntarily retrain.

NOTE: Unsatisfactory progress in Phase I results in administrative action by the unit commander and leads to administrative separation for repeated unsatisfactory progress. Unsatisfactory progress in Phase I also results in the loss of a promotion line number and testing date for the cycle.

4.10.5. Phase II, Observation Period.

The unit commander enters individuals into Phase II who successfully complete Phase I or the 3-month exercise and dietary period. Phase II is a 6-month observation period during which body fat is measured monthly. At the commander's discretion, the 3-month exercise program may be continued. Entry into Phase II also lifts previous restrictions on reassignment, voluntary retraining, PME, and promotion. However, the unit commander has the option to deny reenlistment during Phase II. Commanders or members can ask to reinstate a lost promotion line number or testing date that was lost due to unsatisfactory progress in Phase I. When a member successfully completes this phase, he or she is removed from the WBFMP. All WBFMP data is removed from the Military Personnel Data System (MilPDS) and the member's WBFMP case file is returned to the member or destroyed.

Section 4D—Air Force Fitness Program

4.11. The Air Force Fitness Program.

The Air Force Fitness Program contributes to readiness and improves productivity by promoting fitness, esprit de corps, and quality of life for Air Force people. The fitness center functions include operations, fitness, and sports. The number of program offerings at each base is dependent on the size of the military installation or population and its geographic location. Fitness programs directly support the Air Force mission and readiness by offering unique and creative exercise opportunities that promote positive lifestyle behaviors through fitness and exercise activities. Fitness improvement programs (FIP) are the responsibility of the fitness center and target those who do not meet Air Force fitness, strength, and/or weight and body fat standards. These individuals must have priority for space in FIP classes. Sport programs contribute to the overall fitness program of the Air Force and promote unit esprit de corps.

4.11.1. Components.

The Air Force Fitness Program is comprised of the following three primary elements:

4.11.1.1. Achievement and maintenance of a physically active lifestyle. This is the individual Air Force member's responsibility.

4.11.1.2. Assessment of the level of aerobic fitness by cycle ergometry and an assessment of muscular strength and endurance. This is required annually for all members. The assessment is the responsibility of the unit commander, unit fitness program manager (UFPM), and the member.

4.11.1.3. Physical fitness improvement, which is the responsibility of the entire fitness team—the member, commander, UFPM, medical personnel, and services personnel.

4.11.2. Fitness Assessments.

The aerobic fitness level of each Air Force member is assessed at least every 12 months to ensure compliance with the Air Force Fitness Program. Aerobic fitness is the single best indicator of total physical fitness. Upper and lower body and abdominal muscle strength and endurance are assessed. A cycle ergometry test will measure aerobic fitness. Cycle ergometry measures maximal oxygen uptake, which is calculated and reported as a number representing the volume of oxygen (VO₂) circulated throughout the body (VO₂ in ml/kg²/min). Individual VO₂ measurements from the cycle ergometry test are dependent upon gender, body weight, and heart rate response to a specific workload. Members who fail to meet minimum aerobic fitness standards are to be reassessed within 7 days. Reassessments on the same day or on multiple days are not approved. Members who fail to meet standards or receive three invalid outcomes after repeat assessments are referred to the UFPM for fitness assessment, exercise counseling, and enrollment in a self-directed, unsupervised FIP.

4.11.3. FIPs:

4.11.3.1. Self-Directed Fitness Improvement Program (SFIP). The SFIP is an unsupervised aerobic exercise program. The member is responsible for adhering to this exercise program. The UFPM provides exercise counseling and refers the member to nutritional counseling, if appropriate. The SFIP is developed with the member at this time. The member meets with the fitness center staff for instructions on initiating and maintaining the fitness program developed by the UFPM. Members enrolled in the SFIP may be reassessed at the discretion and approval of the UFPM any time during the 180-day period or after completing the program. Members who fail to meet standards after 180 days in the SFIP are referred for further exercise counseling and enrolled in a monitored FIP.

4.11.3.2. Monitored Fitness Improvement Program (MFIP). The MFIP is a supervised exercise program. The member and the UFPM select an appropriate monitored aerobic FIP at the time of counseling. Fitness center programs include structured programs for members in the monitored phase of the FIP. UFPMs may reassess individuals in the monitored program at any time, but no later than 180 days. Members who fail to meet standards are referred to the unit commander. The commander may request a consult with the UFPM to review the member's performance data (correlation of scores with exercise history) while in the MFIP. The

commander determines whether the member is given an exemption from meeting fitness standards or if administrative action is taken.

4.11.4. Administrative Actions.

If an exemption from the aerobic fitness assessment is not given by the 180-day period in the monitored program, administrative action should be taken (Table 4.1). If administrative action is taken, the member continues on the MFIP and is reassessed monthly until he or she meets fitness standards, is separated, or is discharged. Unit commanders make a recommendation to the wing commander or equivalent to retain, discharge, or separate the member. If retained, the unit commander assesses the member after each subsequent failure (with recommendations to the separation authority). The wing commander or equivalent makes the final decision to retain, discharge, or separate members who fail to meet standards. Failing to make satisfactory progress in the fitness program does not by itself constitute a violation of the UCMJ. Likewise, unit commanders may not impose Article 15 punishment on members solely for not meeting fitness standards.

Table 4.1. Guide for Administrative Actions for Fitness Program (note 1).

L I N E	A	B			
		Unsatisfactory Period			
		1st	2d	3d	4th
	Options for All Active Duty Personnel				
1	Verbal counseling	X			
2	Letter of admonition or counseling	X			
3	Verbal reprimand	X	X		
4	Letter of reprimand	X	X	X	
5	Establish UIF	X	X	X	
6	Limit supervisory responsibilities	X	X	X	
7	Remove supervisory responsibilities	X	X	X	
8	Performance report comments on failure to meet standards	X	X	X	
9	Prepare a “directed by commander” report for failure to meet standards		X	X	
10	Promotion propriety action	X	X	X	
11	Control roster		X	X	
12	Administrative demotion			X	
13	Administrative separation (note 2)				X
14	Retention with continuation in fitness program and appropriate administrative actions from third unsatisfactory list				X

NOTES:

1. Commanders must fully document member’s failure to meet standards or to participate in the fitness program. Commanders may select any of the actions listed in the table or any other action deemed appropriate. This table provides the normal sequence and timing of administrative actions. Commanders may use one or more of the actions from the appropriate columns at each step. The same administrative action may not be used consecutively more than twice (except for enlisted performance report [EPR] comments, which may be used at any point).
2. The commander follows the procedures contained in AFI 36-3208, *Administrative Separation of Airmen*. Unit commanders exercise their prerogative when selecting actions from each unsatisfactory listing to document a member’s lack of progress in the fitness program.

4.12. Conclusion.

The Air Force military uniform combinations developed slowly into what is worn today. During this evolution, uniform design changed from one of many devices to one that is very plain. The present Air Force uniform with its authorized badges, insignia, and devices is plain, yet distinctive, providing the appearance of a military professional. Wearing the Air Force uniform means carrying on a tradition, one that identifies the person as a member of a historical unit, a close-knit society, quietly assured of his or her competence and professionalism. This chapter identified the most common uniform items and combinations for enlisted members. It also addressed fitness and the Air Force WBFMP.

Chapter 5

ENLISTED HISTORY

More than any other military organization, the US Air Force searches out and listens to the experience history offers.

Dr Richard P. Hallion
Former Air Force Historian

5.1. Introduction.

From a fragile and uncertain curiosity a century ago, the airplane has evolved into the most devastating weapon system in the history of humankind. This chapter examines the development of ground-based air power, from the largely ineffective early days of military flight in the United States, to the skies over Yugoslavia where air power alone won a war, and the uncertain future facing the United States after the events of 11 September 2001. Figure 5.1 outlines the United States Air Force development from the Army Aeronautical Division to the US Air Force.

5.2. Before the Airplane—Military Ballooning in the United States:

5.2.1. Ben Franklin: revolutionary, diplomat, discoverer of electricity, and . . . father of American flight? Well, not quite. But Franklin was among the first Americans to see the potential of flight in military terms when he mused that the balloons he observed ascending over Paris in 1783 would someday be used to cross enemy-controlled seas. The first use of balloons in a military conflict in the United States would not occur for another 80 years, when both the Union and Confederacy employed them not for transport across enemy territory, but for reconnaissance. Much to the dismay of Union Army Balloon Corps' Chief Thaddeus Lowe, Civil War balloonists were denied military rank. In 1863, the Balloon Corps transferred to the Signal Officer of the Army of the Potomac, predecessor to the US Army Signal Corps.

5.2.2. The first American military personnel to officially use balloons in a conflict came during the Spanish-American War of 1898. While Lieutenant William Glassford owned the balloon; its upkeep fell to Sergeant Ivy Baldwin (Figure 5.2). Baldwin was responsible for the ground crew training and maintenance supervision of the single balloon 4 years before the outbreak of hostilities. The balloon achieved mixed results. While it provided valuable intelligence, it also provided an inviting target for Spanish gunners and gave away the American position. Even so, the US Army Signal Corps deemed its service successful enough, and by the turn of the century, its aerial component had grown to 5 balloons.

5.3. Heavier-than-Air Flight.

Meanwhile, after a series of well-publicized failures by various inventors, Orville and Wilbur Wright succeeded in flying and controlling a heavier-than-air craft on 17 December 1903. The War Department, stung by its investment in a failed effort by Samuel Langley, and compounded by the Wright's own secretiveness, initially rejected the brothers' overtures toward the government to buy the aircraft. Prevailing sentiments held that the immediate future still belonged to the balloon.

Figure 5.1. The US Air Arm (1907 – Present).

Aeronautical Division, US Army Signal Corps (1 August 1907 – 18 July 1914)
Aviation Section, US Army Signal Corps (18 July 1914 – 20 May 1918)
Division of Military Aeronautics, Secretary of War (20 May 1918 – 24 May 1918)
Army Air Service (24 May 1918 – 2 July 1926)
*Army Air Corps (2 July 1926 – 17 September 1947) - General HQ Air Force (1 March 1935 - 1 March 1939)
*US Army Air Forces (20 June 1941 – 17 September 1947)
US Air Force (17 September 1947 – Present)
*The Army Air Corps became subordinate to the Army Air Forces 20 June 1941. Since its establishment came via statute, its disestablishment also required an act of Congress, which did not take place until 1947. Therefore, personnel of the Army Air Forces were still technically assigned to the Army Air Corps.

Figure 5.2. Enlisted Learning Balloon Trade.



Courtesy of the Airmen Memorial Museum

specifications for a gasoline-powered, heavier-than-air flying machine were issued in December 1907. Still, progress in the first decade of military aviation in the United States was relatively slow compared to European countries. Adverse effects of poor funding, an indifferent Army, and no serious threat to national security to jump-start development were all factors in the slow adoption of aircraft. For example, between 1908 and 1913, the United States spent only \$430,000 for Army aviation—1/50th that of Germany or France. Further, a year after the Army bought its first aircraft, the Army had but one pilot—a former enlisted man, Lieutenant Benjamin Foulois.

5.4.4. Lack of adequate funding often compelled Foulois to spend his own salary to keep the Aeronautical Division's lone plane aloft. A dedicated contingent of enlisted mechanics supported Foulois in his efforts. In one instance, Privates Glenn Madole and Vernon Burge, along with a civilian mechanic, built a wheeled landing system to ease takeoff and relieve the strain of landing on the fragile aircraft.

5.4.5. Increased appropriations over the ensuing 2 years allowed the Army to purchase more aircraft. By October 1912, the Aeronautical Division had 11 aircraft, 14 flying officers, and 39 enlisted mechanics. On 28 September 1912, one of these mechanics, Corporal Frank Scott, became the first enlisted person to die in an accident in a military aircraft. A crew chief, Scott was flying as a passenger when the aircraft's pilot lost control and the aircraft dived to earth. Scott Field, now Scott AFB, in Illinois, was named in his honor.

5.5. Aviation Section, US Army Signal Corps (1914 - 1918):

5.5.1. In 1913, the House Armed Services Committee proposed legislation to move aviation responsibility from the Signal Corps and establish it as a separate branch of the Army. Although the legislation was not approved, the following year the creation of the Aviation Section, US Army Signal Corps, by Congress enhanced the prestige of military aeronautics. The new organization had greater visibility and permanence than the division it replaced, and the legislation authorized 60 officers and 270 enlisted men to serve in the section.

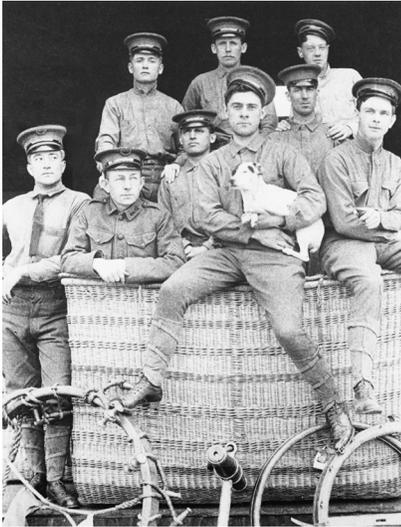
5.4. Aeronautical Division, US Army Signal Corps (1907 - 1914):

5.4.1. In August 1907, the newly created, three-person-strong Aeronautical Division of the US Army Signal Corps took "charge of all matters pertaining to military ballooning, air machines, and all kindred subjects." Captain Charles Chandler headed the new division, assisted by Corporal Edward Ward and Private Joseph Barrett (Figure 5.3). Ward and Barrett initially trained in the fundamentals of balloon fabric, manufacture of buoyant gases, and inflation and control of the balloons. Soon the enlisted detachment grew to include eight others, among them Private First Class Vernon Burge, who 5 years later would become the Army's first enlisted pilot.

5.4.2. In August 1908, Ward, Barrett, and the others were at Fort Myers when the Wright brothers arrived with the US Army's first airplane. That the US government managed to purchase an airplane was a minor miracle. For more than 4 years after the Wright brothers' successful flight at Kitty Hawk, North Carolina, the government refused to accept the fact that man had flown in a heavier-than-air machine.

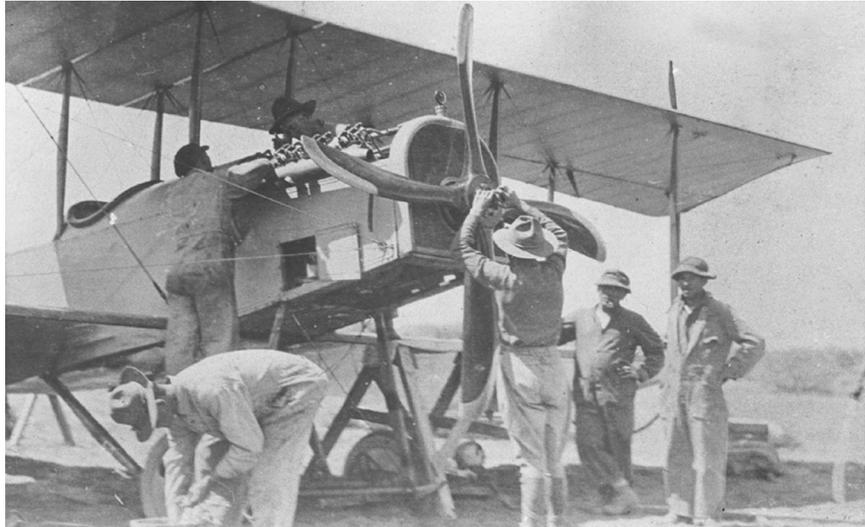
5.4.3. The Europeans were more encouraging. Both England and France approached the Wrights, and they traveled to Britain, France, and Germany to enter into negotiation. When Wilbur Wright returned from Europe in 1907, he once again offered the Wright Company's services to the army. Finally, the first government

Figure 5.3. Edward Ward and Joseph Barrett.



Courtesy of the Air Force Heritage Research Institute

Figure 5.4. Enlisted Working On Jennies.



Courtesy of the Air Force Heritage Research Institute

5.5.2. Meanwhile, in 1913, the provisional 1st Aero Squadron was established, largely in response to continuing political unrest in Mexico. The eight pilots assigned to the unit complained loudly up the chain of command about the nonpilots who commanded them. Of more immediate concern, however, was the unsafe and obsolete JN-3 aircraft the unit flew, a situation that would not change until the “Jennies” (Figure 5.4) proved inadequate in combat.

5.5.3. Three years later on 13 March 1916, the 1st Aero Squadron’s 11 pilots, 82 enlisted personnel, and civilian mechanic moved to Columbus, New Mexico, site of a raid by Mexican bandit Pancho Villa. Now commanded by an airman, Captain Benjamin Foulois, the “punitive exhibition” added 2 enlisted hospital corpsmen and 14 more enlisted personnel en route. Three days later, on 16 March, Captain Townsend Dodd, accompanied by Foulois as observer, piloted a JN-3 on a 51-minute reconnaissance mission in the first use of military airplane against an adversary (Figure 5.5). Among the enlisted personnel in Columbus during the punitive exhibition was Sgt First Class Vernon Burge, who was involved in a skirmish with a band of Villa’s men while driving en route to Casa Grande, Mexico. No one was hurt, and Burge’s men captured several bandits.

5.5.4. Heeding Foulois’ call for better aircraft, the Signal Corps used an emergency Congressional appropriation to purchase and ship four Curtiss N-8s and several more Curtiss H-2s. Better aircraft, but still inadequate. The unsuccessful ground and air hunt for Villa ended in February 1917 with the squadron conducting 540 reconnaissance missions. But its greatest accomplishment was providing a means for the testing of ideas and aircraft.

Figure 5.5. Enlisted Fighting Off Pancho Villa’s Men.



Courtesy of the Air Force Heritage Research Institute

5.5.5. If the performance of the 1st Aero Squadron was admirable, even heroic, the fact remains the results of the first demonstration of American air power were disappointing. Yet Foulois and others learned valuable lessons about the realities of aviation under field conditions. Adequate maintenance was essential, as were plenty of backup aircraft, which could be rotated into service while other aircraft were removed from the line and repaired. Enlisted and civilian mechanics faced a myriad of problems. In particular, the laminated wood propellers pulled apart. In response, the mechanics developed a humidifier facility to maximize the life of the props.

5.6. World War I (1917 - 1918):

5.6.1. Much of the world exploded into the Great War (World War I), but not the United States (Figure 5.6). World War I (WWI) began when the Austro-Hungarian Archduke Ferdinand and his wife were assassinated in Sarajevo, the Balkans, on 28 June 1914. German troops thrust deep into France, and it seemed like the whole thing would be over quickly. Then the Germans halted 30 miles east of Paris and dug in. For the next 3 years, the war's western front was a complex of trenches with death and destruction on both sides, but little movement in any direction.

5.6.2. An ill-equipped and ill-trained United States officially entered WWI in April 1917, a conflict that had largely come to a standstill partly due to the reconnaissance provided by the belligerents' air forces. But within a year of fighting, the US air component advanced by leaps and bounds, training thousands of men, buying thousands of combat and noncombat aircraft, and engaging in some of the largest combat air operations of the war.

5.6.3. In the 19-month US involvement in WWI, the air arm grew from 1,200 personnel to a force of almost 200,000. The United States adopted the Canadian method of instructing its future aviators: ground school, primary flight training, and finally advanced flight training. Some of the aviators received advanced training in Europe because enough facilities and instructors were not available in the United States.

5.6.4. Despite the authorization given by the National Defense Act of 1916 to train enlisted aviators, an institutional bias against them limited the number of enlisted pilots on the rolls before the United States entered into the war. And most of these, to include Sergeant Vernon Burge, the service's first enlisted pilot, received commissions after the United States formally declared war on the Axis Powers. Another enlisted pilot, Sergeant William C. Ocker, received his commission in January 1917 and commanded a flight school in Pennsylvania, but before this his flying skills made Ocker a valuable commodity in the Aviation Section. He flight-tested modified aircraft, served as a flight instructor, and was hand-picked by General Billy Mitchell to scout various parcels for future airfields near the Potomac River. One of the tracts he selected became Bolling Field, Washington DC.

5.6.5. Several American pilots individually excelled in WWI. Eddie Rickenbacker went overseas during the war as a sergeant in the Aviation Section of General Pershing's headquarters and occasionally served as chauffeur to General Billy Mitchell. Rickenbacker ultimately became the leading American ace from WWI. Altogether, the Air Service destroyed 776 enemy planes and 72 balloons, significant totals for a service that owned just 55 aircraft and 1,200 men just 2 years earlier.

5.6.6. Although he did not fly for a US unit, African-American Eugene Bullard (Figure 5.7) served France in a variety of capacities during the war, most notably as a pilot in the Lafayette Escadrille. At the outbreak of the war, Bullard joined the French Foreign Legion and was wounded four times before receiving a disability discharge. While recuperating from his wounds, he applied to and was accepted into the French Flying School at Tours, France. Bullard became the first verified African-American to score an aerial victory, shooting down a German Fokker tri-plane in November 1917. By the end of the war, Bullard received 15 decorations from the French government, to include the Croix de Guerre.

5.6.7. The growing air service needed support in the form of mechanics, ordnance handlers, propeller craftsmen, electricians, photo-reconnaissance, and radio specialists, to name a few. These jobs fell largely to enlisted personnel. After a call for volunteers did not prove as successful, the Army began testing soldiers to determine their mechanical aptitude. Equally erroneous was the assumption that civilian factories could adequately serve as training sites. The War Department opened formal schools to train these technicians (Figure 5.8); two of the largest were in St Paul, Minnesota, and Kelly Field in Texas. However, civilian schools under contract to the Army became the largest source of wartime mechanics and craftsmen, producing more than 5,000 graduates.

Figure 5.6. The Lafayette Escadrille.

American pilots were at work in France well before the United States officially entered the war, most as part of the Lafayette Escadrille, the aviation division of the French Foreign Legion. Of the 267 Americans who volunteered for service, 180 completed training and flew for France. Combined, they shot down 199 German aircraft at a cost of 51 lives, 19 wounded, and 15 taken prisoner. Primarily made up of university men, most members of the Escadrille considered themselves the cream of American society. One of the more notable Americans in the Lafayette Escadrille was Eugene Bullard, son of a former slave from Columbus, Georgia.

Many of the pilots of the Escadrille formed the corps of aviators and instructors for the Air Service when the United States entered the war.

Figure 5.7. Eugene Bullard.*Courtesy of the Air Force Heritage Research Institute*

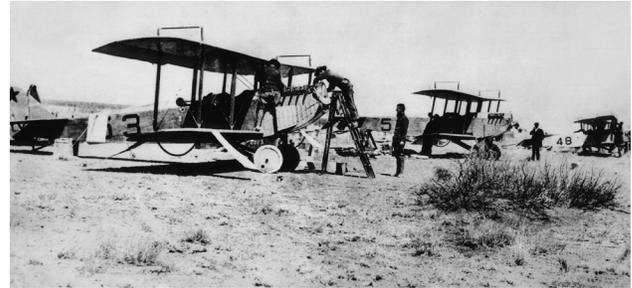
30 September to 5 November 1918 on 15 missions in the back seat of a DH-4. In one 35-minute battle in which Graveline remarked he “aged 10 years,” he helped drive off nearly two-dozen German planes, shooting down two.

5.7. Division of Military Aeronautics and the Air Service (1918 - 1926):

5.7.1. The myriad of responsibilities associated with military aeronautics, as well as other Signal Corps functions, prompted President Woodrow Wilson to separate the two in May 1918. President Wilson created the Division of Military Aeronautics, Secretary of War. It became part of the Air Service almost immediately, along with the Bureau of Aircraft Production.

5.7.2. Immediately following the war, Brigadier Generals Mitchell and Foulois, both former Chiefs of Air Service, First Army, American Expeditionary Force (AEF), initiated a crusade to create a separate air force. However, factors such as the American army’s proven ground tactics used during WWI, Congressional apathy toward the issue, and the technological limitations of aircraft of the period prevented that goal from being reached. “Aviation should remain a separate branch within the Army,” wrote General Pershing after his retirement and should be used like artillery to “assist the infantry in gaining the victory.” General Mitchell would have none of this sentiment, and sought to sway nonbelievers.

5.7.3. By the end of WWI, both the Navy and the Army planned to experiment with bombing enemy ships from the air. General Mitchell contended his airplanes could take on the Navy’s battleships and challenged the Navy to a test. On 13 July 1921, Mitchell directed an attack on a former German destroyer in which the air service sank the vessel after two direct hits. Five days later, the Air Service sank a German cruiser and then on 21 July 1921, the aircrews of a Handley-Page and several Martin bombers each dropped a 2,000-pound bomb close enough to sink the German battleship Ostfriesland in little more than 20 minutes.

Figure 5.8. Aircrew Mechanics.*Courtesy of the Airmen Memorial Museum*

5.6.8. In addition to the specialized roles directly associated with flying, Air Service enlisted personnel performed a wide variety of general support functions in administration, mess, transport, and the medical corps. Construction personnel, who built the airfields, hangars, barracks, and other buildings, were often the first enlisted men stationed at various overseas locations. WWI airmen were not combat soldiers as such, but enlisted men who stood guard duty and operated base defense. Given the static nature of the war, there was little danger of being overrun by ground troops. Air attacks, however, happened frequently. Aerial bombardment improved later in the war and enlisted men received training in the operation of anti-aircraft machine guns.

5.6.9. Enlisted personnel also served as observers for both the aircraft and balloon corps. It was in this capacity that Sergeant Fred C. Graveline (Figure 5.9) of the 20th Aero Squadron received the Distinguished Flying Cross, one of only four enlisted personnel so honored. Graveline served as an observer and aerial gunner from

Figure 5.9. Fred C. Graveline.



Courtesy of the Airmen Memorial Museum

Figure 5.10. Ulysses “Sam” Nero.



Courtesy of the Airmen Memorial Museum

5.7.4. Despite previous air service successes, the navy remained unconvinced about its vulnerability from the air. Officials eventually turned over two WWI battleships, the USS *New Jersey* (BB-16) and the USS *Virginia*, for further testing. A young bombardier, Sergeant Ulysses “Sam” Nero (Figure 5.10) earned a slot among the 12 aircrews selected by General Mitchell to try to sink the battleships.

5.7.5. On the day of the test, 5 September 1923, 11 aircraft reached the targets just off the North Carolina coast—the 12th returned to base because of engine trouble. Ten of the aircraft dropped their ordnance far from the *New Jersey*. Nero, using different tactics than General Mitchell instructed, scored two hits. General Mitchell disqualified Nero and his pilot from further competition. But General Mitchell reconsidered when the remainder of the crews failed to hit the *Virginia* until they dropped down to 1,500 feet.

5.7.6. Sergeant Nero and the Martin-Curtiss NBS-1 pilot approached the *New Jersey* at 85 miles per hour at an altitude of 6,900 feet, from about 15 degrees off the port beam. Using an open wire site, Nero dropped his first 600-pound bomb right down the ship’s smokestack. A delayed explosion lent suspense to the result, but a billowing black cloud signaled the *New Jersey*’s demise, which went down in just over 3 minutes. Having one bomb left and no *New Jersey* to drop it on, Nero’s aircraft proceeded to the floundering *Virginia*, where Nero proceeded to administer the *coup de grace* on the stricken craft—his bomb landed directly on the *Virginia*’s deck. General Mitchell promoted Sergeant Nero the following cycle in which he was eligible.

5.7.7. From 1918 to 1925, the Army Air Service was both diminished as a military force and successful in that “the seeds of far greater prosperity” had been planted. Its aircraft grew obsolete, its manpower and budget were cut. Although the National Defense Act of 1920 established a moderate-sized air arm of 16,000 men, the actual number

assigned bore little relation to that authorized. By 1923, Air Service personnel dropped to 880 officers—pilots were in particularly short supply—and 8,229 enlisted personnel. It would be the better part of two decades before the service reached 16,000. The 1920 National Defense Act was notable in that it established the basic grade structure the Air Force uses today.

5.7.8. Air activities through the mid-1920s were relatively limited and generally focused on establishing records, testing equipment, and garnering headlines. Master electrician Jack Harding and Sergeant First Class Jerry Dobias served aboard a Martin bomber that flew “around the rim” of the country, starting at Bolling Field on 24 July 1919. Totalling 100 flights and 9,823 miles, Dobias kept the effort from ending almost before it began. Almost immediately after taking off from Bolling, he crawled out on the aircraft’s left wing, without a parachute, to repair a leaky engine. In 1920, the Air Corps flew a round trip flight of four DH-4Bs from Mitchell Field on Long Island to Nome, Alaska. The flight took 3 months and covered 9,000 miles. Its safety record was largely attributable to Master Sergeant Albert Vierra.

5.7.9. Much of the air activity during the period was dedicated to keeping aviation in the eye of the public and more significantly, Congress, who controlled the purse strings. Airshows and Armistice Day celebrations featuring aircraft were the norm. It wasn’t until after the establishment of the Air Corps (by the Air Corps Act of 1926) that airshow activity slackened somewhat, probably because officials no longer felt the need to keep such a high profile.

5.8. Army Air Corps (1926 - 1947):

5.8.1. Partly in response to the continued agitation of air power proponents, most notably General Mitchell, President Calvin Coolidge inquired into the general subject of the state of American aviation in 1925. While Chief of the Air Service General Mason Patrick advocated the creation of an Air Corps in the Army with a status similar to that of the Marine Corps in the Navy, the resultant Air Corps Act of 1926 did not go this far. Instead, the new Air Corps became the bureaucratic equal to the Army’s technical services and combat arms and resembled the Signal Corps or Quartermaster Corps rather than the Navy’s Marine Corps. Significantly, however, the Air Corps Act provided for a 5-year program for modernization and expansion.

5.8.2. In the meantime, General Mitchell took his air power crusade too far for his military and civilian superiors. In response to the 1925 crashes of the Navy dirigible *Shenandoah* and a Navy seaplane en route to Hawaii, Mitchell remarked that such accidents were “the direct result of incompetency, criminal negligence, and almost treasonable administration of the national defense by the War and Navy Departments.” Statements such as this led to his court-martial. His military trial began in November 1925, and in December the court convicted General Mitchell of conduct prejudicial to good order and military discipline. Mitchell’s fine-tuned ability to generate publicity to support his cause was muted by rules of the court-martial, which focused on the narrow issue of his conduct. Mitchell resigned in February 1926, but continued his air power campaign as a civilian until his death shortly afterwards.

5.8.3. Modernization and expansion as envisioned by the Army Air Corps included air wings on the US West Coast, East Coast, in the South, Hawaii, and Panama. While organizational structures were in place by 1931, the squadrons and groups were both underequipped and undermanned; expansion had not proceeded as planned. Scenarios such as squabbling over defense funding, tight-fisted Coolidge and Hoover Administrations, and the onset of the Great Depression killed whatever chance the modernization program had. Relatively speaking, though, aviation received a significant chunk of funding compared to other parts of the Army.

5.8.4. Organizational restructuring begun during the 5-year program had a number of positive aspects; some changes are still seen in the structure of today’s Air Force. In 1930, the Air Corps developed a system of preventive maintenance, routinely bringing aircraft into depots for inspection before they showed signs of mechanical breakdown. The service operated four depots in the United States and like today, civilian technicians and enlisted personnel performed major repairs and inspections on all types of aircraft.

5.8.5. Training and doctrine organizations created after the Air Corps Act also established a foundation for the functions and organizations that continue today. In 1926, San Antonio, Texas, became home to the Air Corps Training Center, an organization charged with the training of pilots for heavier-than-air craft, and forerunner to AETC. Meanwhile, the Air Corps Tactical School (ACTS) moved from Langley Field in Virginia to Maxwell Field in Montgomery, Alabama. The ACTS was formed to study the strategy, tactics, and techniques of air power. Today, Maxwell AFB is home to Air University, with its myriad of schools and colleges studying air power theory and application. Maxwell AFB, Gunter Annex, is also the home of the Air Force Enlisted Heritage Research Institute (AFHRI) (Figure 5.11).

Figure 5.11. Air Force Enlisted Heritage Research Institute (AFHRI).

Located at Maxwell AFB, Gunter Annex, Alabama, the AFHRI's mission is to preserve the rich and dramatic heritage and traditions of the enlisted corps in the development of air power to defend the United States. The building was built in 1942, became the Enlisted Heritage Hall in 1985, and opened its doors in 1986. The heritage hall started out as a building with displays, but over the years AFHRI has acquired documents to maintain a repository of Air Force enlisted information.

5.8.6. From the decade following its creation, Air Corps air activities focused largely on experimental tests of endurance, long-distance flight, and honing of technical skills. From 1 January through 7 January 1929, a veritable who's who of future Air Corps leaders flew a record 151 consecutive hours using an air-to-air refueling technique developed several years earlier. Supported by a ground crew of 38 enlisted men, Major Carl Spaatz, Captain Ira Eaker, Lieutenants Harry Halverson and Pete Quesada, and Sergeant Raymond Hooe flew their Fokker C-2 transport aircraft, the *Question Mark*, between San Diego, California, and Los Angeles, California. Refueling came via two Douglas C-1 transports. The C-1 crew lowered a hose to a trap door on top of the *Question Mark*. Sgt Hooe was responsible for keeping the *Question Mark* in running order. His duties included running a hand pump during refueling operations, changing engine oil in mid-air, and greasing engine rockers by hand.

5.8.7. Air Corps experimentation also delved into the realm of aircrew life support as well. It was here, in the development of parachutes in particular, that the enlisted corps proved instrumental. After WWI, enlisted personnel were the first to try out new designs, and eventually took over most of the testing and training. The most prominent enlisted parachutist was Sergeant Ralph Bottrliell (Figure 5.12), who tested the first backpack-style, free fall parachute on 19 May 1919. Bottrliell eventually became chief parachute instructor at Kelly Field, Texas, and earned the Distinguished Flying Cross in 1933 for service as an experimental parachute tester.

Figure 5.12. Ralph Bottrliell.



Courtesy of the Airmen Memorial Museum

5.8.8. While frequently possessing equal aviation skills to their commissioned contemporaries, the existence of enlisted pilots continued to be tenuous at best. Many enlisted pilots, who were also senior aircraft mechanics, served as NCOs on active duty, but held commissions in the reserves. In fact, by 1928, all 42 enlisted pilots held a commission in the reserves. Legislation passed in 1926 suggesting that 20 percent of Air Corps pilots be enlisted was largely ignored, and their number actually dropped between 1926 and 1930. From the viewpoint of the air corps commanders, it was too expensive to train enlisted pilots. These airmen could not be moved into administrative slots after they finished their active flying careers and many enlisted pilots left active service for civilian careers after training. It was not until the threat of war in 1938 and 1939 that the Air Corps and General Headquarters (GHQ) Air Force began to view enlisted pilots in a more favorable light.

5.9. GHQ Air Force (1935 - 1939):

5.9.1. With the help of Army Chief of Staff General Douglas MacArthur, through acts of both commission and omission, the early 1930s marked a period of concrete growth, as well as prestige for the Air Corps. Most significantly, in August 1933 General MacArthur directed Deputy Chief of Staff Major General Hugh Drum to review a far-reaching, and largely impractical, plan drawn up by the General Foulis and the Air Corps earlier that year. The plan called for creation of a 4,500-aircraft strong air force, organization of the Air Corps in peacetime as it would be during war, and expansion of the Air Corps mission to include coastal defense. The Drum Board flatly rejected the call for so many airplanes but did endorse the creation of a GHQ Air Force to oversee long-range reconnaissance and bombardment of an invading sea-based force. Despite some objections, primarily from the Navy and more conservative elements in the Army, MacArthur approved the plan, and the GHQ Air Force was on its way to reality.

5.9.2. The GHQ Air Force existed on paper in 1933 when the Drum Board report was approved, but a series of delays prevented its actual formation until 1 March 1935. The first commander assumed command of all Air Corps pursuit, bombardment, and attack aircraft in the United States. The new commander answered to the Army Chief of Staff in peacetime and to the designated theater commander in wartime but had no authority over airfields or other installations, procurement or supply, or other housekeeping elements. These functions were divided between the Air Corps commander and corps area commanders. The Army General Staff eventually gave the GHQ commander jurisdiction over air force stations and personnel in July 1936, but control of aircraft procurement, supply, and schools continued to rest with the Air Corps commander.

5.9.3. Overall, GHQ Air Force marked a tentative step forward for proponents of air power, a compromise between those who wanted an Air Corps free of Army control and those traditionalists who saw the air arm tied to the advance of land armies. Aviators were ultimately satisfied that it offered unity of command, standardized training, and the occasional mission without Army interference. Ground commanders were satisfied that, ultimately, they would have air support when they deemed it necessary.

5.9.4. Doctrinally from 1935 through 1939, the bomber aircraft, with its theoretical ability to fight off enemy fighter attack and take the battle to an enemy's strategic and industrial base, continued to be the means by which air power proponents believed virtually all problems of aerial warfare could be solved. Thus, while development of pursuit and interceptor aircraft lagged, bomber aircraft developed relatively quickly. Although fiscal limitations and opposition to the "conjectural use of the Air Force" constrained its full acquisition and use, it was during this period that the Army Air Corps developed the B-17 Flying Fortress, so instrumental in the coming world war.

5.9.5. Building on temporary arrangements made during WWI, the Army's air arm during the 1920s and 1930s developed a relatively sophisticated training program for enlisted men, one that allowed a rapid expansion in preparation for war by 1939. While some training took place in tactical units, most advanced training was concentrated at the Technical Training School located at Chanute Field, Illinois. As the interwar period progressed, the technical training programs at Chanute changed to reflect the increased technological and strategic sophistication of the air branch.

5.9.6. Air commanders throughout the interwar years placed little stock in offering much beyond the minimum and reasonably loose basic training requirements and wanted technical training (Figure 5.13) for their elite enlisted force rather than training associated with the infantry. De-emphasizing military skills in favor of specialization, they asked only that new enlisted personnel be able to move from place to place in a military formation and not embarrass themselves during inspections. There was no standardized length for basic training, and the fundamental courses were designed and supervised at the unit level. Recruits took their basic training at their first assigned station, and they might have even combined basic training along with their first advanced technical courses.

Figure 5.13. Enlisted Training.



Courtesy of the Airmen Memorial Museum

5.9.7. Perhaps the key to the success of the technical school was the air service system of trade testing. While other branches of the Army returned to the apprentice system of assignment and training, the Army Air Corps continued to use and develop a combination of the Army Alpha Test, aptitude tests, and counseling. Enlisted men who wanted to apply for technical training had to qualify as high school graduates, or the equivalent, and pass a mathematics proficiency test in addition to the alpha test. Finally, a trade test specialist familiar with the actual work personally interviewed each enlisted man.

5.9.8. Classes at the technical school started in the fall and usually continued until the following spring, when the school shut down for summer repairs. Students had to pay their own transportation to Illinois and, during some

periods, lived in relatively crude conditions. Still, the training grew in popularity. By 1938, the technical school had outgrown Chanute and new branches opened at Lowry Field near Denver, Colorado, and at Scott Field in downstate Illinois.

5.10. World War II (1939 - 1945):

Even before the actual outbreak of hostilities in Europe in the fall of 1939, the GHQ Air Force had begun the massive expansion program that would blossom during the following years into the largest air organization in the Nation's history. In 1939, President Franklin Delano Roosevelt asked for an appropriation of \$300 million for military aviation. The Air Corps planned for 24 operational combat-ready groups by 1941, which called for greatly enhancing manpower, training, and equipment.

5.10.1. The Air Corps Prepares for War:

5.10.1.1. A War Department board headed by Chief of Air Corps General Hap Arnold concluded that air power, most notably in the form of long-range bombers, was essential to hemispheric defense. President Roosevelt viewed America's commitment to military aviation as a symbol, to friends and enemies alike, of its willingness to defend its interests. On 16 May 1940, while the German army raged through France, Roosevelt called for a force of 50,000 airplanes divided among the Army, Navy, and Marine Corps. Although more a rallying cry than a concrete program, such a force appeared to be much more significant than a mere symbol.

5.10.1.2. The centerpiece of the Air Corps' acquisition strategy in the late 1930s and into 1940 was the long-range bomber. But in September 1939, when the war in Europe began with Germany's invasion of Poland, the Air Corps possessed just 23 B-17 aircraft. Air power theorists believed that formations of B-17s and B-24s (still under development) could protect themselves against interceptors and thus escort aircraft with long-range capability that did not receive developmental priority. The mission of pursuit aircraft, as theory held, was to gain air superiority at low and medium altitudes and to support ground action. This reliance on the assumed capabilities of the long-range bomber would have serious consequences early in the war.

5.10.1.3. Expansion in the years before America's entry into the war was not limited to aircraft acquisition. In 1940, Congress passed the first peacetime conscription law in US history. By the end of 1939, personnel strength of the Air Corps was 43,000; but a year later it stood at 100,000. At the end of 1941, this figure reached 300,000.

5.10.1.4. Even with its rapid expansion and dire need for pilots, the Air Corps resisted increasing the number of enlisted pilots. However, Congressional pressure, the desire to save money, and the pilot shortage compelled Air Corps leadership to reevaluate the policy. By the summer of 1941, the service lowered educational requirements and began accepting enlisted personnel into flight school.

5.10.1.5. As war preparations continued, on 20 June 1941 the cumbersome organizational structure of the Air Corps and GHQ Air Force gave way to the newly created US Army Air Forces (USAAF). While the Air Corps still existed, it and the new Combat Command became subordinate elements of the USAAF. GHQ Air Force ceased to exist altogether. Creation of the USAAF, of which General Arnold became the first commander, provided airmen with a more independent role in the employment of air power. Although this autonomy was limited, from the airman's perspective it marked an improvement from previous organizational structures.

5.10.1.6. Despite the many preparations, the United States was ill prepared to fight the Axis powers when war came to it on 7 December 1941. Although improvements in equipment and increases in manpower had been impressive, they were not yet of the scale needed to defeat a fielded and battle-tested enemy. It required many more months of buildup and experience before the American air forces could equal the enemy on the field of battle.

5.10.2. Two Wars in One:

5.10.2.1. Although World War II (WWII) started for the Americans in the Pacific, the initial focus of US efforts was in the European Theater. Even before the Japanese attack on Pearl Harbor on 7 December 1941, American planners accepted the premise that Germany would be the primary enemy if the United States entered the war and that the United States would at least, at first, fight a holding or defensive action against the Japanese.

5.10.2.2. Before the United States could engage the enemy, whatever part of the globe they may be on, it

needed more personnel, training, and equipment (Figure 5.14). Thus, the year 1942 was largely one of buildup and training; these processes continued throughout the war. In the words of a former 8th Air Force gunner, “It took an average of about 30 men to support a bomber—I’m talking about a four-engine bomber, whether it be a B-24 or a B-17, it’s about the same thing—yet you had to have somebody riding a gasoline truck, oil trucks, you had to have a carburetor specialist and armaments and so forth, sheet metal work; if you got shot up, they had to patch the holes. These people were very important . . . and they worked 18 to 20 hours a day when you came back.”

Figure 5.14. Women’s Army Corps (WAC) and Women Airforce Service Pilots (WASP).



On 15 May 1942, President Roosevelt signed a bill creating the Women’s Army Auxiliary Corps, later redesignated the Women’s Army Corps (WAC). Nearly 30,000 women served in the air arm of the Army: enlisted women performed more than 200 different types of jobs; officers, 60 jobs. Most were limited to clerical tasks, but 1,200 became mechanics and roughly 20 qualified as aircrew members for noncombat missions.

The Women Airforce Service Pilots (WASP) was another opportunity for women to serve in the US Army Air Forces. Created from two civilian volunteer groups and headed by Jacqueline Cochran, the WASP program successfully trained 1,074 female pilots for various flying duties, most notably ferrying aircraft, but also towing targets at gunnery school and serving as flight instructors. The WASP program was disbanded in December 1944 due to a surplus of male aviators.

5.10.2.3. If anything, the gunner underestimated the number of “guys on the ground” required to keep planes in the air. No one has come up with an accurate figure across the board for WWII; but, if all the support personnel in the entire Army Air Corps are taken into account, the ratio was probably closer to 70 men to 1 plane. During the war, the great majority of the more than 2 million enlisted airmen served in roles that never took them into the air, but without their efforts, even the most mundane or menial, no bombs would have dropped and no war would have been waged.

5.10.2.4. The use of automobile production techniques that proved so problematic for WWI wood-and-linen aircraft lent themselves well to the construction of the all-metal airplanes. Many manufacturers simply made wings or other structural components for aircraft built by other companies. Ford and General Motors, however, produced complete or nearly complete aircraft. General Motors built Navy Grumman airplanes, while Ford constructed consolidated B-24s at its famous Willow Run, Michigan, factory. Nearly 7,000 of the 18,000 B-24s built during the war came from Willow Run. Altogether, the industry that had built only a handful of B-17s at the outbreak of WWII produced nearly 300,000 aircraft of all types by the time the war came to a close.

5.10.2.5. It was not the heavy bomber force built at Willow Run and other US plants that conducted the first action against Nazi-occupied Europe. On 4 July 1942, crews from the 15th Bombardment Squadron (Separate), flying Boston aircraft borrowed from the British, attacked four airfields in Holland. While tactically ineffective, the raid served to boost American morale. In 1943, the Tuskegee Airmen made their debut (Figure 5.15).

5.10.2.6. Many of the bombing raids over the course of the war were costly, particularly before the advent of long-range escort. On 17 August 1943, US long-range bombers conducted daylight raids against heavily defended targets at Schweinfurt, Germany, and Regensburg, Germany. (**NOTE:** The British had given up daylight bombing raids well before this time.) Three hundred and fifteen 8th Air Force bombers attacked the ball bearing and Messerschmitt, Germany, aircraft factories: 60 were lost, a total of 19 percent in a single day’s fighting. Targets at Regensburg were hit especially hard, damaging every important building at the plant. Schweinfurt also received significant damage. Despite the success, the horrific loss-rate compelled 8th Air Force to rethink its operations. Not until 6 September 1943 did they attempt a bombing mission on the scale of Schweinfurt and Regensburg.

Figure 5.15. Tuskegee Airmen.

There were countless notable flying units during WWII. One unique unit was the 332d Fighter Group “Red Trails”; African-Americans in the still-segregated American Armed Forces. Also known as the Tuskegee Airmen, the group made its aerial combat debut in the battle for Pantelleria, an island between Tunisia and Sicily in June 1943. The 332d Fighter Group flew a variety of aircraft during the war, to include the P-39, P-47, and P-51. It was while flying the P-51 that the group received the Distinguished Unit Citation for escorting B-17s over Berlin in March 1945. Three fighter squadrons comprised the 332d Fighter Group. Altogether, the group downed 1,075 enemy aircraft.

The Tuskegee Airmen traveled a long road to success on the battlefield. During the buildup before America’s entry into the war, the air service argued there would not be enough qualified candidates to form separate units, a position largely put forth to deflect demands for African-American pilot training. The Selective Service Act of 1940, however, required all races to be accepted into the draft—the genesis of the Tuskegee Airmen. Pilot training was only part of the equation; ground crews and other support personnel were also required. Interestingly, the overall education level of enlisted African-Americans in ground crews was significantly higher than in comparable Caucasian units. The educational requirement for Caucasian members was a high school diploma, while African-American candidates were selected almost exclusively from African-American colleges and universities.

The first 250 enlisted African-American trainees were inducted at Maxwell Field, Alabama, in mid-1941. Following training at Chanute Field, Illinois, they returned to Maxwell and eventually joined the 99th Pursuit Squadron, the first organized squadron of the 332d Fighter Group.

Just 5 years after the war, the United States Air Force was fully integrated, sooner than the country it served and more smoothly than other branches of the Armed Forces. Much of the success can be attributed to the Tuskegee Airmen.

5.10.2.7. A raid against the last operational Nazi oil refinery on 15 March 1945 was eminently more successful, but cost the life of one of the enlisted force’s most decorated airmen. Technical Sergeant Sandy Sanchez flew 44 missions as a gunner with the 95th Bomb Group, 19 more than required to complete his tour. After returning home for a brief period, rather than accept an assignment as a gunnery instructor, he returned to Europe. Flying with the 353d Bombardment Squadron in Italy, Sanchez’s aircraft was hit by ground fire. Nine of the 10-member crew bailed out successfully, but Sanchez never made it from the stricken aircraft. Sanchez’s honors include the Silver Star, Soldier’s Medal, and Distinguished Flying Cross.

5.10.2.8. The achievement of air superiority, the cumulative toll of Allied bombing, the sustained use of long-range fighter escort, and Germany's loss of irreplaceable pilots eventually turned the tide of the air battle and war in the European Theater. Air support from heavy bombing to paratroop drops ensured the ultimate success of the 6 June 1944 D-Day invasion of France. Allied armies converging on Berlin in April and May 1945 found a devastated city, largely reduced to rubble by month after month of USAAF bombs. Technical Sergeant Paul Airey was one of many prisoners of war (POW) liberated by Allied Troops (Figure 5.16). Germany formally surrendered 7 May 1945, and the war in Europe officially ended 2 days later.

5.10.2.9. The attack on Pearl Harbor on 7 December 1941 not only brought the United States into WWII, it marked the opening of the long and deadly Pacific campaign. Attacking Japanese aircraft bombed not only Navy ships at Pearl Harbor, but also the military installations at Wheeler and Hickam Fields. At Wheeler, P-36 and P-40 aircraft parked wingtip to wingtip proved inviting and easy targets for the first wave of enemy fighters. When the second wave arrived, Second Lieutenant George Welch and five other USAAF pilots engaged the enemy fighters. Welch shot down 4 Japanese aircraft; he would add 12 more aerial victories by war’s end.

5.10.2.10. The United States began limited offensive operations against Japan well before the defeat of Germany. In August 1942, US Marines invaded Guadalcanal in the Solomon Islands. The USAAF supported the invasion and subsequent operations with B-17s and Bell P-400s (an export model of the P-39). Later, specially equipped SB-24 Liberators used radar for nighttime, low-altitude bombing and were highly successful in operations from the island. Guadalcanal was secured by April 1943. However, the overall Solomon Campaign would not end until the spring of 1944 when the last Japanese counterattack was defeated.

Figure 5.16. Paul Airey.

Courtesy of the Air Force Heritage Research Institute

At the age of 20, on a mission to bomb the oil refineries outside Vienna, TSgt Airey and his fellow crewmen were shot down on their 28th mission. He was held as a POW for 10 months, surviving a 90-day march from the Baltic Sea to Berlin before being liberated by the British Army in 1945. Promoted to CMSgt in 1962, Airey became the first Chief Master Sergeant of the Air Force in 1967. In 1988, he received the first Air Force POW medal.

5.10.3. Medal of Honor.

Four enlisted air crewmen received the United States' highest military decoration, the Medal of Honor, between May 1943 and April 1945. **NOTE:** A total of six enlisted members have been awarded the Medal of Honor (Figure 5.18).

5.10.2.11. Despite the doctrine of "Germany first," American air forces in the Southwest and South Pacific were able to gain and hold air superiority over the Japanese early in the war. Aircraft strength for US forces reached more than 1,000 by January 1943, and more than 2,000 by the end of the year. By the end of 1944, aircraft in the area surpassed the total available to the Japanese in the entire Pacific.

5.10.2.12. Meanwhile, in the China-Burma-India Theater, progress was considerably slower than in the South Pacific. While General Claire Chennault's American Volunteer Group, better known as the Flying Tigers and later the 14th Air Force, continued to harass the Japanese, and American transports provided vital supplies by flying over the spine of the Himalayas, the "Hump," the focus on other theaters of war significantly slowed progress here. The expanding American and British air forces, however, wrested air superiority from the Japanese by the end of 1943 and significantly aided ground forces in an ebb-and-flow advance against the enemy (Figure 5.17). Eventually, the 20th Bomber Command was able to launch a limited bomber campaign against the Japanese from China and India using the new B-29 aircraft.

5.10.2.13. Before the first B-29s had attacked Japan from China in the summer of 1944, General Arnold was looking ahead to a new weapon—the atomic bomb—which was taking shape in the minds of some of the nation's leading scientists. Even before a successful test, a debate as to the wisdom and morality of using the bomb had begun among the scientists working on the weapon. The 509th Composite Group, the first USAAF group created specifically for atomic warfare, effectively ended the war with drops of the bombs "Little Boy" on Hiroshima on 6 August 1945 from the B-29 *Enola Gay*, and "Fat Man" on Nagasaki on 9 August 1945 from the B-29 *Bock's Car*. Staff Sergeant George Caron, the *Enola Gay*'s tail-gunner, saw the initial shock wave coming, looking as if "the ring around some distant planet had detached itself and was coming up toward us." It was 363 miles from Hiroshima before Caron (in the tail) lost sight of the mushroom cloud. On 14 August 1945, Japan signaled its willingness to surrender unconditionally.

Figure 5.17. 25th Liaison Squadron.

The 25th Liaison Squadron was one of the more celebrated liaison units. One of its members, SSgt James Nichols, earned the Air Medal and Silver Star for separate exploits in early 1944. For the Air Medal, Nichols landed his L-5 on an empty beach where earlier in the day he noticed the words "US Rangers" scrawled in the sand. Twenty Rangers, several of whom were seriously wounded, had been trapped behind enemy lines for weeks and were running low on ammunition and supplies. Two at a time, Nichols and accompanying L-5s picked up the soldiers and whisked them to safety.

Nichols earned the Silver Star for his role in the rescue of a P-40 pilot in New Guinea. Nichols landed his L-5 on a rough strip in an effort to pick up the pilot and two other former rescuers. One of the former rescuers crashed his L-5 a week before in an attempt to rescue the pilot. Unfortunately, Nichols' aircraft was also damaged beyond repair and the only remaining option was to walk out. With only a 2-day supply of food, the group hiked for 17 days before an Australian patrol caught up with the men. Each person had lost 25 to 30 pounds and had contracted malaria, but all recovered.

Figure 5.18. Enlisted Medal of Honor Recipients.

Smith, Maynard Harrison "Snuffy" - 1943
 Vosler, Forrest Lee - 1943
 Mathies, Archibald - 1944
 Erwin, Henry Eugene "Red" - 1945
 Pitsenbarger, William H. - 1966
 Levitow, John - 1969

Figure 5.19. Maynard H. Smith.

Courtesy of the Air Force Heritage Research Institute

5.10.3.1. Sergeant Maynard H. Smith (Figure 5.19). Serving as a B-17 tail gunner, Smith of Cairo, Michigan, earned the first Medal of Honor awarded to an enlisted man. Flying his very first mission on 1 May 1943, Smith's aircraft was one of several 306th Bomber Group planes assigned to attack the heavily defended submarine pens at St Nazaire, France. Smith's aircraft bore the brunt of intense anti-aircraft and enemy fighter attacks. Three of the crew bailed out, and two more were seriously wounded during the continuous attacks. While the stricken aircraft's oxygen supply system could not supply oxygen to the crew, it did feed the many fires raging on the plane. Smith grabbed fire extinguishers and water bottles to battle the flames. After exhausting these, he wrapped himself in extra layers of clothing to beat out with his hands fires so intense they melted radio equipment cameras, and caused ammunition to explode. At the same time, he administered first-aid to his wounded crewmates and manned guns to fight off enemy fighter attacks. Secretary of War Henry Stimson presented Smith the Medal of Honor in July 1943.

5.10.3.2. Technical Sergeant Forrest L. Vosler (Figure 5.20). Almost 8 months later, on 20 December 1943, radio operator Vosler of Lyndonville, New York, became the second enlisted man to receive the Medal of Honor. During an attack against a submarine base at Bremen, Germany, the 303d Bomber Group B-17 aircraft to which Vosler was assigned lost two engines to anti-aircraft fire and fell out of formation—attracting swarms of enemy fighter aircraft. Early attacks wounded Vosler in the legs; when he worked his way to the rear of the aircraft to take over for the injured tail gunner, he was struck in the chest and face, impeding his vision. Vosler continued to fire at approaching enemy aircraft despite offers of first-aid. Lapsing in and out of consciousness after the attacks ceased, he managed to repair the damaged radio by touch alone and send out a distress call. Virtually sightless by the time the crippled aircraft was forced to ditch in the North Sea, Vosler continued to aid the tail gunner until they could be rescued. President Roosevelt presented Vosler the Medal of Honor in a White House ceremony in September 1944.

Figure 5.20. Forrest L. Vosler.



Courtesy of the Air Force Heritage Research Institute

5.10.3.3. Staff Sergeant Archibald Mathies (Figure 5.21). The final Medal of Honor earned by an enlisted man in the European Theater was awarded posthumously to Scotland native Mathies of the 351st Bomber Group. Serving as engineer and ball turret gunner, on 20 February 1944, Mathies' aircraft was severely damaged in a frontal attack by enemy fighters over Leipzig, Germany. The attack killed the copilot and wounded the pilot, rendering him unconscious. Sergeant Carl Moore, the plane's top turret gunner, managed to pull the aircraft from its spin, and he and Mathies managed to fly the aircraft back to England. Surviving crewmembers were ordered to parachute to safety. All but Mathies and the navigator, Lieutenant Walter Truemper, complied; the pair refused to abandon the injured pilot. On his fourth attempt to land, Mathies crashed the aircraft, killing all aboard.

5.10.3.4. Staff Sergeant Henry E. Erwin (Figure 5.22). On 12 April 1945, Erwin of the 29th Bombardment Group earned the USAAF enlisted corps' final Medal of Honor. The 23-year old Adamsville, Alabama, native served as a radio operator aboard a B-29 attacking a chemical plant at Koriyama, Japan. As the aircraft began its bomb run, the flare Erwin prepared to release ignited prematurely and began to burn through the floor of the aircraft. Already badly injured by the flare, he cradled the 1300-degree Fahrenheit flare and hurled it through the copilot's window. Badly burned and not expected to survive, Erwin received the Medal of Honor from General Curtis LeMay just over a week after the Koriyama mission. However, Erwin did survive the incident, as well as dozens of subsequent operations. He then went on to serve more than 30 years in the Veteran's Administration.

5.11. Creation of an Independent Air Force (1943 - 1947):

5.11.1. The massive WWII-era USAAF demobilized in only a few months. From an all-time high of slightly more than 2.2 million men in 1945 at the time of the Japanese surrender, USAAF numbers fell to 485,000 in the spring of 1945 and to a mere 33,000 only a year later. Few USAAF men had been in the pipeline for immediate discharge after the German surrender because US officials feared a long struggle to defeat the Japanese and perceived an ongoing need for technicians. When the detonation of atomic bombs created an abrupt end to the conflict, the USAAF was nearly at full wartime strength. After the German surrender in September 1945, the USAAF moved swiftly to return almost 2 million men to civilian life.

Figure 5.21. Archibald Mathies.*Courtesy of the Air Force Heritage Research Institute***Figure 5.22. Henry E. Erwin.***Courtesy of the Air Force Heritage Research Institute*

5.11.2. This left a core of prewar career airmen and a smattering of others who, for various reasons, wanted to be part of the postwar air arm. The official policy in 1946 called for 50 air groups with 500,000 officers and enlisted men. Despite stepping up recruiting efforts, changing enlistments to longer terms (3-, 4-, 5-, and 6-year hitches instead of 12 and 18 months), and raising education requirements for enlistment, the Air Force barely reached 400,000 men by 1949.

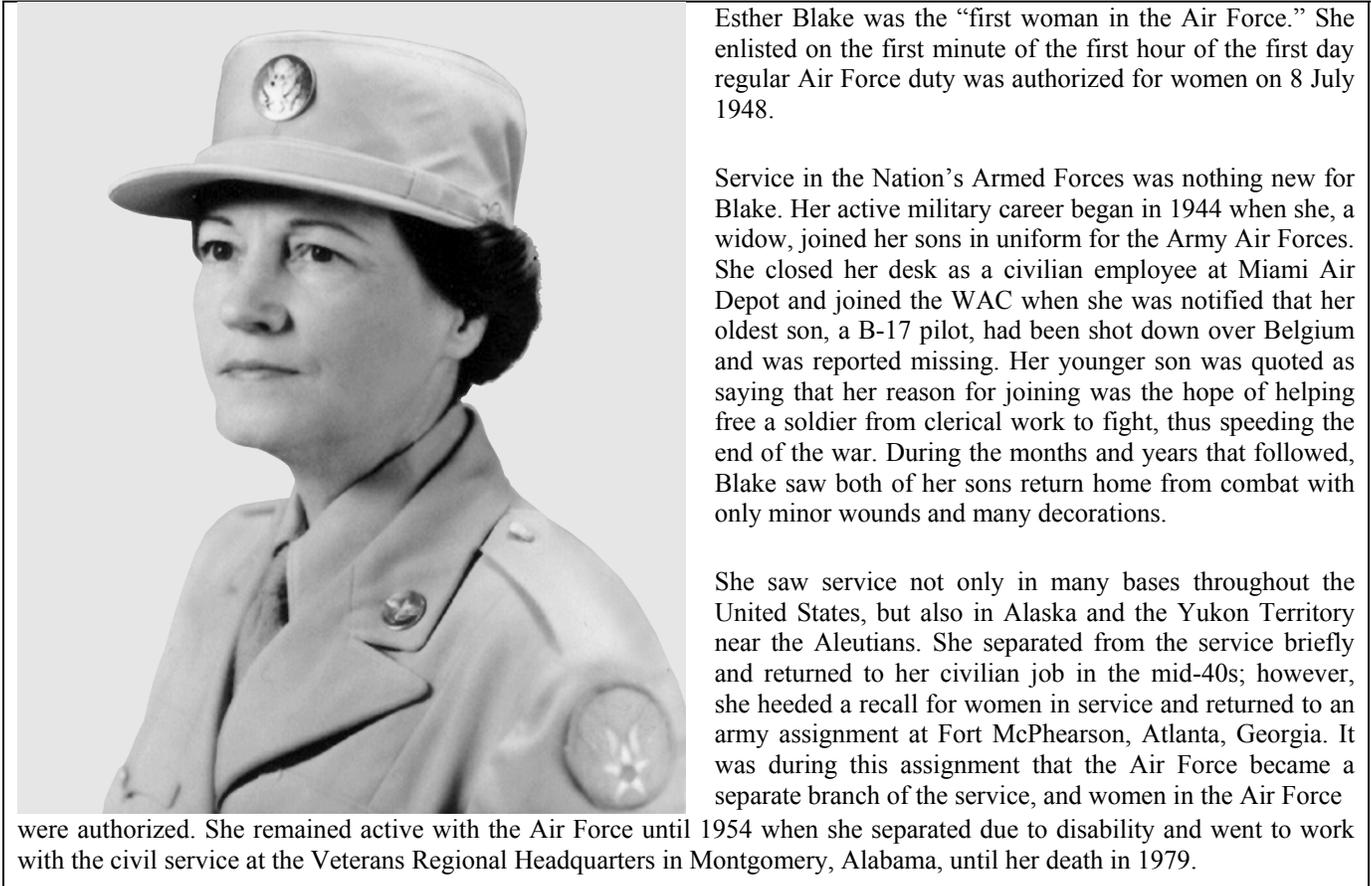
5.11.3. Between 1945 and 1947, the USAAF was reorganized by the War Department into three basic commands that reflected postwar anxieties about global defense. The new Strategic Air Command (SAC), designed to deliver air power to distant lands, became the focus of most attention. The continental Air Defense Command (ADC) rated second as the defender of the US homeland. The Tactical Air Command (TAC) existed for a while only as a staff with no planes or operational units.

5.11.4. Then on 17 September 1947, a long-held dream of American military aviators became fact—the United States Air Force came into being as a separate organization. The creation of the air force came after protracted wrangling and negotiations in Washington DC, primarily between the embryonic air wing and the US Navy. Despite the host of conferences, studies, and political fights, the National Security Act of 1947 gave formal recognition of what had been virtually an independent air wing since early in WWII.

5.11.5. The new US Air Force in theory was a coequal part of the national military establishment. It had a Chief of Staff (General Carl Spaatz) and a Secretary of the Air Force (Stuart Symington) serving under the newly organized Department of Defense. The old US Army Air Force and Army Air Corps ceased to exist and were absorbed into the new organization.

5.11.6. For the average enlisted airman, the immediate change was scarcely noticeable (Figure 5.23). In many areas, the establishment of the Air Force had little impact on the lives of enlisted personnel until months or even years had passed. What were designated as “organic” service units were taken over as newly designated air force units. Units that provided a common service to both the Army and the Air Force were left intact. Until 1950, for example, if an enlisted airman became seriously ill, he was likely treated by Army doctors in an Army hospital.

Figure 5.23. Esther Blake.



5.11.7. There was also, at first, no change in appearance. The distinctive blue uniforms of the US Air Force were introduced only after large stocks of Army clothing were used up. Familiar terms slowly gave way to new labels. By 1959, enlisted airmen ate in “dining halls” rather than “mess halls,” were eyed warily by “air police” instead of “military police,” and bought necessities at the “base exchange” instead of the “post exchange.”

5.11.8. Initially, the rank system remained as it had been in the USAAF. Corporal was removed from NCO status in 1950. Then, in 1952, the Air Force officially changed the names of the lower four ranks from Private to Airman Basic; Private First Class to Airman, Third Class; Corporal to Airman, Second Class; and Sergeant to Airman, First Class. These changes were in response to a development that surfaced during WWII. The enlisted ranks of the Air Force were packed with highly skilled technicians who sought and received NCO ranks as a reflection of their training and value to the service. Eventually, a relative abundance of sergeants, many of whom did not play the traditional lower management role of sergeants in the Army, permeated the Air Force. The establishment of a separate Air Force and the multiplying sophistication of air force hardware put emphasis on specialists who were rated as staff sergeants or technical sergeants.

5.11.9. Promotion and specialization went hand in hand with training in the new Air Force. When the new organization established Air Force specialty codes (AFSC) as standard designations for functional and technical specialties, qualification for an advanced AFSC became part of the criteria for promotion. During the late 1940s, the Air Force also began an Airman Career Program that attempted to encourage long-term careers for enlisted specialists.

5.12. The Cold War (1948 - 1989):

5.12.1. Although the United States and its Western allies had counted on the Soviet Union as a heroic nation struggling with them against Hitler, it was apparent even before WWII ended that the alliance between West and East would not survive the ideological gulf that separated the capitalist democracies from the communist giant. In 1945, the Big Three—British Prime Minister Winston Churchill, Soviet Premier Josef Stalin, and American President Franklin D. Roosevelt—met to discuss the postwar division of Europe. The meeting did not go well, but it did result in laying the foundation of what became the United Nations (UN).

5.12.2. In 1946, the fledgling UN took up the issue of controlling nuclear weapons. By June 1946, the commission completed a plan for the elimination of nuclear weaponry based on inspectors who would travel the globe to ensure no country was making atomic bombs and to supervise the dismantling of existing weapons. Unfortunately, the plan was vetoed by the Soviet Union, resulting in almost five decades of cold war, in which the atomic superpowers played a potentially lethal game of chess, using the face of the world as their gameboard.

5.12.3. The Berlin Airlift (1948 - 1949):

5.12.3.1. In June 1948, the Soviet Union exploited the arrangements under which the United States, Great Britain, and France had occupied Germany by closing off all surface access to the city of Berlin. If left unchallenged, the provocative actions of the communists may not only have won them an important psychological victory, but may also have given them permanent control over all of Berlin. Worried that an attempt to force the blockade on the ground may precipitate World War III, the allies instead “built” a Luftbrücke—an air bridge—into Berlin.

5.12.3.2. For their part, the Soviets did not believe resupply of the city by air was even feasible, let alone practical. The Air Force turned to Major General William Tunner, who had led the Hump airlift over the Himalayan mountains to supply China during WWII. As the Nation’s leading military air cargo expert, he thoroughly analyzed US airlift capabilities and requirements and set in motion an airlift operation that would save a city. For 15 months, the 2.2 million inhabitants of the Western sectors of Berlin were sustained by air power alone as the operation flew in 2.33 million tons of supplies on 277,569 flights (Figure 5.24). Airlift had previously come of age during WWII, but it is questionable whether its potential had been fully realized by commanders who predominantly defined “strategic” in terms of bombs on targets. The Berlin airlift was arguably air power’s single most decisive contribution to the cold war, and it unquestionably achieved a profound strategic effect.

Figure 5.24. C-47s in Berlin.



Courtesy of the Airmen Memorial Museum

5.12.3.3. Enlisted personnel served as cargo managers and loaders (with a major assist from German civilians), air traffic controllers, communications specialists, and weather and navigation specialists. Of all the enlisted functions, perhaps the most critical to the success of the airlift was maintenance. The Soviets’ eventual capitulation and dismantling of the surface blockade represented one of the great Western victories of the cold war—without a bomb having been dropped—and laid the foundation for the NATO.

5.12.4. The Korean War (1950 - 1953):

5.12.4.1. Before dawn on Sunday, 25 June 1950, communist North Korea attacked South Korea. Some 5 years earlier, when Japan surrendered, the United States proposed that American forces disarm Japanese forces in Korea south of the 38th parallel and Soviet troops perform the same task north of that line. Once the Japanese were disarmed and removed, Korea was to become independent after almost 50 years of rule by Japan. The goal, however, depended on continued cooperation between the Soviet Union and the United States. Instead of a unified Korea (as was envisioned), two rival states came to share the Korean peninsula.

5.12.4.2. The Soviet Union supported the Democratic People's Republic of Korea under the leadership of Kim Il Sung. The United States stood behind the Republic of Korea, headed by Syngman Rhee. When the newly constituted national assembly elected Rhee president of South Korea in August 1948, the United States terminated the military government and began withdrawing occupation forces. As the decade of the 1940s drew to a close, Korea seemed less important than other areas in the world. In the aftermath of the Berlin blockade, the Truman Administration concentrated on Europe, even though basic national policy called for opposing the spread of communism anywhere in the world.

5.12.4.3. By 1950, most US ground and air strength in the Pacific was in Japan. Although the Far East Air Forces (FEAF), led by General George Stratemeyer, claimed more than 400 aircraft in Japan, Guam, Korea, and the Philippines, its strength was illusive. The force consisted largely of F-80 jets, which did not have the range necessary to intercede in Korea from Japan. The first aerial combat between the United States and North Korea took place over Kimpo on 27 June 1950. On 29 June, B-26 gunner Staff Sergeant Nyle S. Mickley shot down a North Korean YaK-3, the first such victory recorded during the war. Enlisted personnel served as gunners aboard the B-26 for the first several months of the conflict and on B-29 aircraft throughout the war.

5.12.4.4. Despite the application of US naval and air power against enemy targets and forces in both North and South Korea, the North Korean Army continued its relentless advance southward through the end of August 1950. The 2 months following the invasion marked an increase in Air Force activity, to include B-29 strikes and the introduction of F-51 aircraft. By mid-September, the North Korean offensive had clearly failed; the UN forces had survived savage blows and grown steadily stronger. Fighting the North Koreans to a standstill required the combined efforts of the air, land, and sea forces of several nations. Although air power did not prevail, it did help to stop the enemy's drive: the burned-out hulks of hundreds of tanks destroyed by air strikes marked the invasion route and B-29s damaged the North Korean transportation network and destroyed whatever industry the nation possessed.

5.12.4.5. On 15 September 1950, US forces spearheaded by the First Marine Division successfully landed at Inchon, near Seoul, South Korea, effectively cutting supply lines to the North Korean Army deep in the south and threatening its rear. The US Eighth Army launched its own offensive from Pusan a day later, and what once was a stalled North Korean offensive became a disorganized retreat. So complete was the rout that less than one-third of the 100,000 strong North Korean Army escaped back to the north. On 27 September 1950, President Harry Truman authorized US forces to pursue the beaten army north of the 38th parallel.

5.12.4.6. Air power played a significant role in the Allied offensive. Airlift actions ranged from the spectacular, to include the drop of the 187th Airborne Regimental Combat Team to cut off retreating North Korean troops, to the more mundane but critical airlift of personnel and supplies. Foreshadowing a versatility shown by the B-52 in later decades, FEAF B-29s performed a number of missions not even considered before the war, to include interdiction, battlefield support, and air superiority (counter airfield). On 9 November 1950, Corporal Harry LaVene of the 91st Strategic Reconnaissance Squadron, serving as gunner, scored the first B-29 victory over a jet by downing a MiG-15. LaVene's victory was the first of 27 MiGs shot down by B-29 gunners during the course of the war. Sgt Billie Beach, a tail gunner on an Okinawa-based B-29, shot down two MiGs on 12 April 1951, a feat unmatched by any other gunner. His own plane was so shot up, however, that it and the crew barely survived an emergency landing with collapsed gear at an advanced fighter strip. Enlisted members served in many other ways as well (Figure 5.25).

Figure 5.25. Enlisted Contributions.

Throughout the whipsaw series of events, airmen performed crucial roles, some of them familiar from the days of WWII, but many entirely new. Enlisted aerial gunners, flight engineers, and radio operators flew thousands of sorties on B-29s and B-26s. Enlisted radio operators served on the front lines as part of tactical air control teams. Ground technicians, mechanics, and armorers served both jets and prop fighters, sometimes switching back and forth with little notice. When air force hardware proved inadequate, enlisted airmen fabricated new devices on the spot to fill the need.

5.12.4.7. The helicopter, essentially a novelty in WWII, became an important player in war. Rescue squadrons greatly improved the chances of a pilot being recovered from behind enemy lines and, if wounded, receiving adequate medical attention more quickly. On 10 October 1950, an H-5 crew administered plasma to an injured pilot in flight—a first. Operating everything from helicopters to amphibious planes to even its own mini-Navy, the exploits of the 3d Air Rescue Squadron made it the most decorated unit of the Korean war.

5.12.4.8. The success of the US-led counteroffensive ended abruptly in late November with the full-scale entrance of China into the war. Over the course of the next 2 months, the Chinese, together with the remnants of the routed North Korean Army, advanced 40 miles south of the South Korean capital of Seoul but were halted by stiffening ground resistance, United States Air Force close air

support and air interdiction, and its own stretched supply lines (Figure 5.26). Limited allied offensives in the ensuing months brought US, UN, and South Korean forces back near the 38th parallel by February 1951. After 2 1/2 more years of war, including 2 years of truce negotiations, the war ended on 27 July 1953 near that demarcation line.

Figure 5.26. Combat Command Personnel and Supplies.

Courtesy of the Airmen Memorial Museum

technique to replace hinge pins on the F-84 aircraft. A two-man, 20-hour job could now be accomplished in 2 hours by one mechanic.

5.12.4.9. On a variety of levels, the Korean war represented a change in US participation in war. Two were of particular note. First, the realities of the cold war redefined the term “victory.” In quasi-proxy conflicts such as the Korean war, victory could mean something less than destroying the enemy’s armed forces or replacing governments. “Containment” (of communism), the US-stated position of the cold war since 1947, became reality.

5.12.4.10. Second, the US Armed Forces, and the United States Air Force, in particular, fought the war in the midst of a technological evolution, an evolution that saw the talent and skill of its enlisted force used significantly. Propellers gave way to jets; bombsights that were state of the art in WWII gave way to much more effective electronic versions. During this technological evolution, Master Sergeant LeRoy Henderson received recognition when he earned the Legion of Merit for inventing a new

5.12.5. The Lebanon Crisis (1958):

5.12.5.1. Following the Korean war, the Air Force recognized the necessity for not only preparing for strategic conflict and building up its nuclear arsenal, but for dealing with smaller, regional conflicts. In response, in 1955 it created the 19th Air Force (19 AF) under TAC. Dubbed the “Suitcase Air Force,” the 19 AF served as a planning headquarters for the new composite air strike force (CASF). Designed to provide mobile tactical air forces to locations throughout the world “anywhere, anytime,” the CASF used units from TAC’s other NAFs. The CASF is a forerunner to today’s AEF.

5.12.5.2. The CASF got a chance to prove its utility in 1958. Political instability in Lebanon led to armed rebellion from Moslem rebels, and a request from Lebanese President Camille Chamoun for military aid prompted President Dwight D. Eisenhower on 14 July to deploy Army, Navy, and Air Force units to the area.

5.12.5.3. Air Force involvement in the Lebanon Crisis, Operation Blue Bat, fell into three distinct categories or missions. CASF “Bravo” deployed to Adana (present day Incirlik) Air Base, Turkey, while USAFE

airlifted Army troops and supplies to Lebanon. In addition, the Military Air Transport Service (MATS) deployed numerous aircraft from the United States to assist USAFE. Among the key players for MATS was the 63d Troop Carrier Wing at Donaldson AFB SC, that began flying out on the day of the Presidential order. By 16 July 1958, 26 C-124s were in place at Rhein-Main AB GE. Meanwhile, USAFE's 322d Air Division merged all incoming airlift with its existing capability to support the airlift mission.

5.12.5.4. Although no easy task, the difficulty the airmen experienced while integrating the airlift function paled in comparison to the deployment and employment of the CASF. CASF Bravo integrated several functions. Fighter aircraft from the 354th Tactical Fighter Wing (TFW) deployed from Myrtle Beach AFB SC. The first 4 F-100s arrived in Turkey in just 12 1/2 hours. The CASF also included RF-100s, RB-66s, and WB-66s from the 363d Tactical Reconnaissance Wing (TRW), and B-57s from Langley AFB VA. Maintenance problems and critical shortages in refueling capability plagued the deployment. Numerous 354th TFW F-100s turned back or were delayed en route, as were several aircraft from the 363d TRW. An F-100 crashed in Nova Scotia, a victim of fuel starvation.

5.12.5.5. Despite the difficulties associated with Operation Blue Bat, a number of positive results came from the deployment. Changes were made to later iterations of the CASF planning document. In addition, the Lebanon Crisis, as well as later emergency deployments of the late 1950s and early 1960s, led to the establishment of Prime BEEF's mission of providing force beddown and other essential civil engineer services that marked an evolution in Air Force support doctrine that continues today.

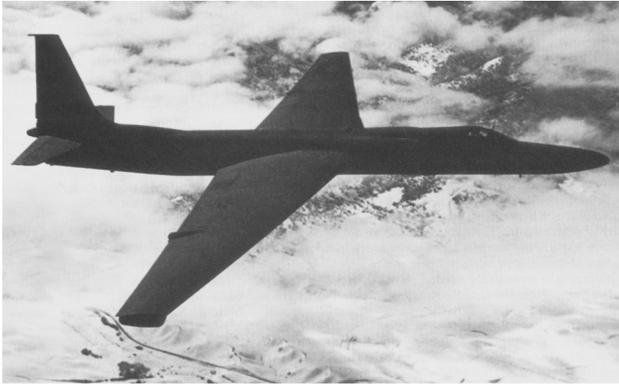
5.12.5.6. The Air Force's response to the Lebanon Crisis proved to be a victory on a number of fronts, and its consequences continue today. Air power played a dominant role in furthering US political aims, and the Lebanese government did not fall. Just as significantly, the Air Force proved it could deploy a large force quickly in response to a limited threat. Although the deployment revealed a number of flaws, the service implemented corrective actions that resulted in a force more capable of reacting to similar situations in the future.

5.12.6. Cuban Missile Crisis (1962):

5.12.6.1. In 1959, Fidel Castro overthrew the dictator of Cuba, initially promising free elections, but instead he instituted a socialist dictatorship. Hundreds of thousands of Cubans fled their island, many coming to the United States. From his rhetoric and actions, Castro proved he was a Communist. In late 1960, President Eisenhower authorized the Central Intelligence Agency (CIA) to plan an invasion of Cuba using Cuban exiles as troops. President Eisenhower hoped that, in conjunction with the invasion, the Cuban people would overthrow Castro and install a pro-US Government. The President's second term ended before the plan could be implemented. President John F. Kennedy ordered the invasion to proceed. In mid-April 1961, the Cuban exiles landed at the Bay of Pigs and suffered a crushing defeat.

5.12.6.2. Following failure of the US-supported Bay of Pigs invasion of Cuba by Cuban exiles in April 1961, the Soviet Union increased economic and military aid to Cuba. In August 1962, the Soviets and Cubans started constructing intermediate- and medium-range ballistic missile complexes on the island. Suspicious, the US intelligence community called for photographic investigation and verification of the activity. In October, SAC U-2 aircraft (Figure 5.27) deployed to McCoy AFB FL and began flying high-altitude reconnaissance flights over Cuba. On 15 October, photographs obtained on flights the previous day confirmed the construction of launch pads that, when completed, could be used to employ nuclear-armed missiles with a range up to 5,000 miles. Eleven days later, RF-101s and RB-66s began conducting low-level reconnaissance flights, verifying data gathered by the U-2s and gathering prestrike intelligence.

5.12.6.3. In the event an invasion of Cuba became necessary, TAC deployed F-84, F-100, F-105, RB-66, and KB-50 aircraft to numerous bases in Florida. Meanwhile, SAC, prepared for general war by dispersing nuclear-capable B-47 aircraft to approximately 40 airfields in the United States and keeping numerous B-52 heavy bombers in the air ready to strike.

Figure 5.27. U-2 Aircraft.

Courtesy of the Airmen Memorial Museum

Khrushchev softened, then hardened, his position and demands. Tensions increased on 27 October when Cuban air defenses shot down a U-2 piloted by Major Rudolf Anderson.

5.12.6.6. The JCS recommended an immediate air strike against Cuba, but President Kennedy decided to wait. The increasing tempo in the military, however, continued unabated. While US military preparations continued, the United States agreed to not invade Cuba in exchange for removal of Soviet missiles from the island. Secretly, the United States also agreed to remove American missiles from Turkey. The Soviets turned their Cuban-bound ships around, packed up the missiles in Cuba, and dismantled the launch pads. As the work progressed, the Air Force started to deploy aircraft back to home bases and lower the alert status.

5.12.6.7. The Cuban Missile Crisis brought the world dangerously close to nuclear war, and the world breathed a sigh of relief when it ended. The strategic and tactical power of the US Air Force, coupled with the will and ability to use it, provided the synergy to deter nuclear war with the USSR and convince the Soviet leaders to remove the nuclear weapons from Cuba.

5.12.7. The War in Southeast Asia (1950 - 1975).

The Truman Administration did not pursue total victory in Korea in part to maintain US defensive emphasis on Western Europe. The next major conflict for the US Armed Forces, however, once again took place in Asia.

5.12.7.1. The Early Years (1950 - 1964):

5.12.7.1.1. In the mid 1950s, the United States' involvement in Vietnam began as a cold war operation. Vietnam was essentially a French battle. However, the post WWII policy of containment of communism prompted President Harry S. Truman to intervene. On 7 February 1950, the United States recognized the legitimacy of the French-backed ruler of Vietnam, the former Emperor Bao Dai. The French then requested US economic and military aid, stating they would leave the nation to Ho Chi Minh and Communism if they did not receive the assistance. The United States appropriated \$75 million. On 25 June 1950, Communist forces from North Korea invaded South Korea and President Truman increased aid. He also ordered eight C-47 transports directly to Saigon, the first air force presence in Vietnam. On 3 August 1950, the first contingent of the US Military Assistance Advisory Group (MAAG) arrived in Saigon.

5.12.7.1.2. By 1952, the United States supplied one-third of the cost of the French military effort in Vietnam, yet it was becoming apparent that the French were losing heart. On 4 January 1953, the United States deployed the first sizable contingent of Air Force personnel (other than those attached to the MAAG). This group included a complement of enlisted technicians (Figure 5.28), to primarily handle supply and aircraft maintenance.

5.12.6.4. Meanwhile, President Kennedy and his advisers on the national security team debated the most effective course of action. Many on the JCS favored invasion, but President Kennedy took the somewhat less drastic step of imposing a naval blockade of the island, which was designed to prevent any more materiel from reaching Cuba. Still technically an act of war, the blockade nevertheless had the advantage of not turning the cold war into a hot one.

5.12.6.5. Confronted with the photographic evidence of missiles, the Soviet Union initially responded belligerently. Soviet Premier Nikita Khrushchev accused the United States of degenerate imperialism and declared that the Union of Soviet Socialist Republic (USSR) would not observe the illegal blockade. In the ensuing days,

Figure 5.28. Enlisted Technicians.

Courtesy of the Airmen Memorial Museum

5.12.7.1.3. In April 1953, the Viet Minh (under Ho Chi Minh's direction) staged a major offensive, advancing into Laos and menacing Thailand. President Eisenhower authorized C-119 transports (aircraft only, not crews) to the area and loaned additional cargo planes to the French in the fall of 1954. Because French air units were seriously undermanned, US officials made the fateful decision on 31 January 1954 to dispatch 300 airmen to service aircraft at Tourane and at Do Son Airfield near Haiphong.

5.12.7.1.4. On 7 April 1954, President Eisenhower presented to the American press a rationale for fighting Communism in Vietnam. "You have a row of dominoes set up," he explained, "you knock over the first one, and what will happen to the last one is the certainty it will go over very quickly."

5.12.7.1.5. On 7 May 1954, the French and Viet Minh agreed to divide Vietnam along the 17th parallel. The United States evacuated its personnel. Ho Chi Minh was confident the country would be reunified by a popular vote mandated by the armistice and scheduled for July 1956. The United States and French worked with the South Vietnamese to create a stable government and an effective South Vietnamese military. When South Vietnam refused to conduct the voting process for reunification, President Eisenhower decided to commit the United States to a long-term advisory role, intending to create an effective South Vietnamese military. North Vietnamese insurgency into the south increased during the closing years of the decade.

5.12.7.1.6. The Air Force escalated its presence in Vietnam beginning in 1961. A mobile combat-reporting post (a radar installation), began arriving on 26 September and became operational at Tan Son Nhut on 5 October. The first combat unit, the 4400th Crew Training Squadron, arrived in Bien Hoa on 11 October 1961. Flying T-28, SC-47, and RB-26 aircraft, the unit's designation was somewhat misleading; it performed special operations as well as provided crew training to South Vietnamese pilots.

5.12.7.1.7. As Air Force presence increased in the early 1960s, so did the need for support personnel. Construction of airfields, barracks, and intelligence gathering were among the priorities. In addition, Operation Ranch Hand kicked off in January 1962. Using modified transports, Operation Ranch Hand crews sprayed herbicides on jungles and undergrowth to kill the foliage and deny cover to the enemy. On 2 February 1962, a C-123 on a training flight for Operation Ranch Hand crashed in South Vietnam, probably the result of ground fire or sabotage. Staff Sergeant Milo B. Coghill, the aircraft's flight engineer, became the first Air Force enlisted member to die in South Vietnam as a result of this crash.

5.12.7.1.8. Even with the increasing American commitment, by 1963 "Viet Cong" insurgents backed by North Vietnam stepped up their attacks and were making major gains in the south. The situation in South Vietnam continued to look bleak through the summer of 1964 when in August North Vietnamese patrol boats fired on the US destroyer *Maddux* in international waters in the Gulf of Tonkin. The incident served as a pretext for expanded US military involvement in the region. In the Gulf of Tonkin Resolution, Congress granted President Lyndon Johnson the authority to use force in the area as he saw fit.

5.12.7.2. The Air War Expands (1965 - 1968):

5.12.7.2.1. On 7 February 1965, the Viet Cong attacked Camp Holloway near Pleiku, killing eight Americans. The President responded with Operation Flaming Dart, a series of strikes against military barracks near Dong Hoi in North Vietnam, as well as other targets. Increased air strikes against targets in the northern half of the country, code name Rolling Thunder, began less than a month later on 2 March. Rolling Thunder was the first sustained bombing campaign of the war against North Vietnam and lasted through 1968.

5.12.7.2.2. As offensive air operations increased, Air Force presence in Southeast Asia also increased. For example, about 10,000 Air Force personnel served in Vietnam in May 1965. This number doubled by the end of the year, and as 1968 drew to a close, 58,000 airmen served in the country. Airmen performed a variety of

duties, ranging from support to combat to rescue (Figure 5.29). Prime BEEF personnel, for example, built revetments, barracks, and other facilities. Rapid engineering and heavy operational repair squadron, engineering (Red Horse) teams provided more long-range civil engineer services. In the realm of combat operations Air Force gunners flew aboard gunships as well as B-57s and B-52s. In December 1972, B-52 tail-gunner Staff Sergeant Samuel Turner shot down an enemy MiG, the first of only two confirmed shoot downs by enlisted airmen during the war—both victories from gunners belonging to the 307th Strategic Wing at U-Tapao, Thailand.

Figure 5.29. Medical Evacuation System.



Courtesy of the Airmen Memorial Museum

5.12.7.2.4. Three years later, another loadmaster earned the Medal of Honor. On 24 February 1969, an enemy shell exploded on the right wing of “Spooky 71,” an AC-47 on a night illumination mission near Long Binh, South Vietnam. The explosion resulted in injury to all four enlisted personnel in the aircraft’s cargo bay, including Airman First Class John Levitow (Figure 5.30), as well as an armed Mark 24 flare rolled about the cabin floor. Suffering 40 shrapnel wounds, Levitow fell on the flare, dragged it to the cargo door and heaved it outside. It ignited almost immediately. President Richard Nixon presented him with the Medal of Honor in a White House ceremony on 14 May 1970.

5.12.7.2.3. Enlisted personnel also served on gunships during the war as both aerial gunners and as loadmasters. With the Gatling-style guns actually aimed by the pilot through speed, bank, and altitude, the responsibility of the aerial gunners was to keep the quick-firing guns reloaded. Crewmembers occupying this position were particularly vulnerable to ground fire. Meanwhile, loadmasters released flare canisters over target areas during night missions—another hazardous undertaking. On 18 December 1966, a flare on board an AC-47 gunship exploded prematurely, deploying its parachute in the aircraft. With only seconds before the 4,000-degree Fahrenheit flare ignited, Staff Sergeant Parnell Fisher of the 4th Air Commando Squadron searched the darkened cabin and threw the flare out just as it ignited. The parachute, however, caught under the cargo door, and the flare burned next to the fuselage. Fisher cut the lines while leaning outside the aircraft, probably saving the crew and plane. These efforts earned him the Silver Star.

Figure 5.30. John Levitow.



Courtesy of the Air Force Heritage Research Institute

5.12.7.2.5. Combat came not only in the air for Air Force enlisted members. With the continuing threat of guerilla attack throughout the country, air base defense became a monumental undertaking performed almost exclusively by Air Force security police squadrons. In one instance, Staff Sergeant William Piazza of the 3d Security Police Squadron earned the Silver Star (Figure 5.31) for helping defend Bien Hoa during the North Vietnamese Tet Offensive of 1968.

Figure 5.31. Silver Star Citation for William Piazza.

CITATION TO ACCOMPANY THE AWARD OF
THE SILVER STAR
TO
WILLIAM PIAZZA

Staff Sergeant William Piazza distinguished himself by gallantry in connection with military operations against an opposing armed force as Security Police Supervisor directing friendly forces at Bien Hoa Air Base, Republic of Vietnam, on 31 January 1968. On that date, a vicious rocket and ground attack was launched by hostile forces. With the brunt of the ground penetration being concentrated at a bunker on the east end of the base, Sergeant Piazza drove through an unmerciful hail of rocket, mortar, machine-gun, and sniper fire to resupply its defenders who were rapidly expending their ammunition. When the Officer in Charge was killed, Sergeant Piazza assumed command, exposed himself to the barrage of incoming fire when deploying his personnel, and nevertheless, exhibited unrelenting stamina that rallied his men for eight hours in countering the hostile assault. The position was held, the westward progress of the hostile forces across the installation was thwarted, and untold numbers of lives and literally hundreds of millions of dollars of aircraft and other material had been saved. By his gallantry and devotion to duty, Sergeant Piazza has reflected great credit upon himself and the United States Air Force.



Courtesy of the Air Force Heritage Research Institute

5.12.7.2.6. The Air Force used helicopters for everything—personnel and supply transport, infiltration and exfiltration of special operations troops, and search and rescue. Pararescue personnel were among the most decorated individuals in the war. Some of the honors received included the Medal of Honor, Air Force Cross, and the Silver Star. While assigned as a pararescue crew member in Detachment 6, 38th Aerospace Rescue and Recovery Squadron, Airman First Class William Pitsenbarger (Figure 5.32) distinguished himself by extreme valor on 11 April 1966 near Cam My, Republic of Vietnam. On that date, Pitsenbarger was aboard an HH-43 rescue helicopter responding to a call for evacuation of casualties incurred in an ongoing firefight between Company C of the United States Army's 1st Infantry Division and a sizeable enemy force approximately 35 miles east of Saigon. With complete disregard for personal safety, Pitsenbarger volunteered to ride a hoist more than 100 feet through the jungle to the ground because Army personnel were having trouble loading casualties onto the Stokes litter. On the ground, he organized and coordinated rescue efforts, cared for the wounded, prepared casualties for evacuation, and insured that the recovery operation continued in a smooth and orderly fashion. As each of the nine casualties evacuated that day was recovered, Pitsenbarger refused evacuation in order to get more wounded soldiers to safety. After several pick-ups, Pitsenbarger's rescue helicopter was struck by heavy enemy ground fire and was forced to leave the scene for an emergency landing. Pitsenbarger waved off evacuation and voluntarily stayed behind on the ground to perform medical duties. Shortly thereafter, the area came under sniper and mortar fire. During the subsequent attempt to evacuate the site, American forces came under heavy assault by a large Viet Cong force. When the enemy launched an assault, the evacuation was called off and Pitsenbarger took up arms with the besieged infantrymen. He courageously resisted the enemy, braving intense gunfire to gather and distribute vital ammunition to American defenders. As the battle raged on, he repeatedly exposed himself to enemy fire to care for the wounded, pull them out of the line of fire, and return fire whenever he could, during which time he was wounded three times. Despite his wounds, he valiantly fought on, simultaneously treating as

many wounded as possible. In the vicious fighting that followed, the American forces suffered 80 percent casualties as their perimeter was breached, and Pitsenbarger was fatally wounded. Pitsenbarger's bravery and determination stand as a prime example of the highest professional standards and traditions of military service. His family was initially awarded his Air Force Cross in a Pentagon ceremony in 1966. Thirty-four years later, after survivors of the battle came forward with proof of Pitsenbarger's valor, and with the signing of the 2001 National Defense Authorization Act, Pitsenbarger's Air Force Cross was upgraded to the Medal of Honor making him the sixth enlisted member to be awarded the country's highest award.

Figure 5.32. William Pitsenbarger.



Courtesy of the Air Force Heritage Research Institute

5.12.7.2.7. Of the 19 Air Force Cross recipients from the Vietnam conflict, 10 were pararescuemen. Of note, Sergeant Steve Northern earned two Silver Stars and a Purple Heart during his tours in Vietnam. Northern was credited with 51 combat rescues—the most in Air Force history.

5.12.7.2.8. CMSgt Richard “Dick” Etchberger was a team chief at Lima Site 85, a mountaintop radar site in Laos when it came under attack by North Vietnamese troops in March 1968. On 11 March, Etchberger and four American technicians huddled on the side of a cliff exchanging gunfire with North Vietnamese special-forces troops. Two Americans were quickly killed, while two others were wounded. Etchberger continued to return the enemy's fire thus denying access to his position. Etchberger continued to direct air strikes and call for air rescue on his emergency radio, thereby enabling the air evacuation force to locate the surrounded friendly element. More than 5 hours later, an Air America (CIA-owned airline) UH-1 Huey, came to a hover over the cliff. When the helicopter arrived, Etchberger deliberately exposed himself to enemy fire to place his two surviving wounded comrades in the rescue sling. When it was Etchberger's turn to ride up the hoist, another surviving American (who had been hiding elsewhere on the mountain) came running toward him. Etchberger grabbed the man and, bear-hugging each other, the two rode up the hoist together. During this rescue, the Huey was strafed by enemy ground fire. As Etchberger climbed inside the helicopter, armor-piercing bullets tore through the floor of the UH-1. Etchberger was struck from below and bled to death before he reached the hospital in Thailand. His fierce defense, which culminated in the supreme sacrifice of his life, saved not only the lives of his three comrades but provided for the successful evacuation of the remaining survivors of the base. In December 1968, Etchberger's family received his posthumous Air Force Cross at a Top Secret ceremony held in the Pentagon. His Air Force Cross was Top Secret because his action in Laos, which by international treaty, was a neutral country during the Vietnam conflict, stayed Top Secret until declassified in 1982. Etchberger's Air Force Cross became a matter of public record in 1998, 30 years after his heroic action.

5.12.7.3. Vietnamization and Withdrawal (1969 - 1973):

5.12.7.3.1. Since the Eisenhower years, American presidents had wanted the Vietnam conflict to be fought and resolved by the Vietnamese. Through 1963 and much of 1964, American forces operated under restrictive rules of engagement in a forlorn effort to maintain the definition of the US role as “advisory” only. On 22 November 1963, in the midst of the deteriorating situation in Vietnam, President Kennedy was assassinated, and Vice President Lyndon B. Johnson took office. After the Gulf of Tonkin incident and Senate resolution in 1964, the advisory role, both in appearance and fact, rapidly became the primary responsibility for combat operations. Yet the Air Force never stopped working with the Vietnamese Air Force to develop its capability to prosecute the war itself. In January 1969, shortly after taking office, President Nixon announced an end to US combat in Southeast Asia, as one of the primary goals of his administration. He charged the SECDEF with making Vietnamization of the war a top priority.

5.12.7.3.2. Air Force operations in Southeast Asia had evolved over the years into four distinct “air wars”: over North Vietnam, South Vietnam, northern Laos, and southern Laos/Cambodia. While the areas of responsibility did not change, the general course of the war did. In 1965, the Air Force provided protection for the buildup of US ground forces. By late 1968 and lasting until the spring of 1972, however, Air Force air activity in all four areas was designed to facilitate the withdrawal of American combat forces. Nevertheless, Air Force air activity was significant. In southern Laos, the Commando Hunt campaigns to interdict supplies from North Vietnam to Viet Cong fighters in the south continued. In northern Laos, American aircraft sought to stem the influx of North Vietnamese soldiers who would either assist Laotian communists in their attempt to overthrow the US-friendly government or filter down into South Vietnam.

5.12.7.3.3. Meanwhile, American bombing forays into North Vietnam slowed then stopped altogether until late 1971. When the North invaded South Vietnam in March 1972, Air Force bombing of North Vietnam resumed in earnest in Operation Linebacker. Air Force B-52s and naval aircraft battered targets in and near Hanoi in April. When this failed to slow the offensive, targets became available throughout all of North Vietnam. From May through October 1972, Operation Linebacker pummeled a wide range of targets, effectively bringing the North’s campaign to a halt. Linebacker proved to be much more effective than its predecessor, Rolling Thunder, largely because available targets were expanded greatly. Linebacker enabled President Nixon to continue the withdrawal of ground troops from South Vietnam, with the last combat troops of the US Army departing in August 1972.

Figure 5.33. Wayne Fisk.

CMSgt Fisk was directly involved in the famed Son Tay POW camp raid and the rescue of the crew of the USS *Mayaguez*. When the USS *Mayaguez* was hijacked by Cambodian communist forces in May 1975, Fisk was a member of the assault force that successfully recovered the ship, the crew, and the entrapped United States Marines. For his actions he was presented with his second Silver Star. Concluding the *Mayaguez* mission, he was recognized as the last American serviceman to engage Communist forces in ground combat in Southeast Asia.

In 1979, he was the first Air Force enlisted recipient of the US Jaycees Ten Outstanding Young Men of America. In 1986, he became the first director of the Air Force Enlisted Heritage Hall on Maxwell AFB-Gunter Annex.

5.12.7.3.4. Despite US willingness to accept the North’s gains during the offensive and agree to a “cease-fire in-place,” North Vietnamese leaders continued to be reluctant. To encourage them back to the negotiating table, President Nixon ordered Linebacker II, a resumption of bombing against targets near Hanoi and Haiphong from 18 through 29 December. Fifteen of the Air Force’s B-52s and 4 other aircraft were shot down by enemy surface-to-air missiles. The overall campaign was a success; however, on 29 January 1973, exactly 1 month after the cessation of Linebacker II, the sides agreed to a ceasefire.

5.12.7.3.5. While the air war in Vietnam ended, it dragged on in Laos and Cambodia for several more months. On 15 July 1973, an A-7D from the 354th TFW flew the last combat sortie of the war. It was one of 5.25 million sorties flown by the Air Force over Vietnam, Cambodia, and Laos. The service lost 2,251 aircraft, more than 1,700

to enemy action; 1,738 airmen and officers were killed in action. The South Vietnamese government held on to power for only 2 more years, succumbing to a final North Vietnamese invasion in the spring of 1975 (Figure 5.33). The country’s government surrendered to North Vietnamese forces 30 April 1975, and on 2 July 1976 the North and South were officially unified under Communist control.

5.13. Humanitarian Airlift:

5.13.1. The history of humanitarian airlift by US Armed Forces is almost as old as the history of flight itself. Army aircraft flying out of Kelly Field in Texas, for example, dropped food to victims of a Rio Grande flood in 1919, one of the first known uses of an aircraft to render assistance. Many early domestic humanitarian flights were flown in response to winter emergencies. In March 1923, Aberdeen Proving Ground in Maryland sent airplanes to bomb an ice jam on the Delaware River and an aircraft from Chanute Field in Illinois dropped food to stranded people on South Fox Island in Lake Michigan. From blizzards and floods, to volcanic eruptions and earthquakes, Army Air Corps personnel and aircraft provided relief.

5.13.2. Army aircraft also flew humanitarian missions to foreign nations before the establishment of the United States Air Force as an independent service. In February 1939, the 2d Bombardment Wing delivered medical supplies to earthquake victims in Chile. Four years later, in the midst of WWII, a B-24 from a base in Guatemala dropped a liferaft with the diphtheria vaccine to a destroyer escorting a British aircraft carrier. The destroyer delivered the

vaccine to the carrier, preventing a shipboard epidemic. In September 1944, Army Air Force planes dropped food to starving French citizens; in May 1945, B-17s delivered food to hungry people in the Netherlands in Operation Chowhound.

5.13.3. Humanitarian efforts continued after the Air Force became a separate service and through the ensuing decades. In Operation Safe Haven I and II in 1956 and 1957, Military Air Transport Service's (MATS) 1608th Air Transport Wing from Charleston AFB SC and 1611th Air Transport Wing from McGuire AFB NJ, airlifted over 10,000 Hungarian refugees to the United States. President Eisenhower approved asylum for the refugees who fled Hungary after Soviet forces crushed an anticommunist uprising there. In May 1960, earthquakes followed by volcanic eruptions, avalanches, and tidal waves ripped through southern Chile, leaving nearly 10,000 people dead and a quarter of a million homeless. The US Departments of Defense and State agreed to provide assistance. During the month-long "Amigos Airlift," the 63d Troop Carrier Wing from Donaldson AFB SC and the 1607th, 1608th, and 1611th Air Transport Wings airlifted over 1,000 tons of material to the stricken area.

5.13.4. America's commitment to South Vietnam led to many relief flights to that country during the 1960s and 1970s. In November 1964, 3 typhoons dropped over 40 inches of rain on the country's central highlands. Seven thousand people died as a result of the subsequent flooding and 50,000 homes were destroyed. HH-43F helicopters from Detachment 5, Pacific Air Rescue Center, plucked 80 Vietnamese from rooftops and high ground in the immediate aftermath of the storms; over the next 2 months various Air Force units moved more than 2,000 tons of food, fuel, boats, and medicine to the ravaged area. Less than a year later, in August 1965, escalated fighting in Da Nang displaced 400 children orphaned by the floods once again. To move them out of harm's way, the 315th Air Division C-130s airlifted the orphans to Saigon. In 1975, following the fall of Cambodia and South Vietnam to Communist forces, transports from 11 Air Force wings and other units airlifted over 50,000 refugees to the United States. This airlift, encompassed in Operations Babylift, New Life, Frequent Wind, and New Arrivals, constituted the largest aerial evacuation in history. Besides the refugees, Air Force units also moved 5,000 relief workers and more than 8,500 tons of supplies.

5.13.5. Aside from the Vietnamese evacuation of the 1970s and the Berlin airlift in the late 1940s, however, the most significant humanitarian airlift operations took place in the 1990s. In 1991, following the Persian Gulf War, Iraqi leader Saddam Hussein attacked the Kurdish population in northern Iraq. In response to the unfolding human tragedy, Air Force transports in support of Operation Provide Comfort provided more than 7,000 tons of blankets, tents, food, and more to the displaced Kurds and airlifted thousands of refugees and medical personnel. Operation Sea Angel, in which the Air Force airlifted 3,000 tons of supplies to Bangladesh, followed a 1991 typhoon. Operation Provide Hope in 1992 and 1993 provided 6,000 tons of food, medicine, and other cargo to republics of the former Soviet Union. In 1994, the Air Force carried 3,600 tons of relief supplies to Rwandan refugees in war-torn central Africa.

5.14. Post-Vietnam Conflicts:

5.14.1. Operation Urgent Fury—Grenada (1983):

5.14.1.1. In October 1983, a military coup on the tiny Caribbean island nation of Grenada aroused US attention. Coup leaders arrested and then assassinated Prime Minister Maurice Bishop, imposed a 24-hour shoot-on-sight curfew, and closed the airport at Pearls on the east coast, about 12 miles from the capital, St. George's, located on the opposite side of the island. President Ronald W. Reagan, who did not want a repetition of the Iranian hostage crisis a few years earlier, considered military intervention to rescue hundreds of US citizens attending medical school on the island.

Figure 5.34. Charles H. Tisby.

Enlisted personnel were among 10 Air Force Grenada veterans cited for special achievement. TSgt Tisby, a loadmaster, saved the life of an unidentified paratrooper. When his C-130 banked sharply to avoid antiaircraft fire, one paratrooper's static line fouled and left the trooper still attached to the aircraft. Tisby, with the help of paratroopers still on board, managed—at significant personal risk—to haul the man back in.

5.14.1.2. Twenty-six Air Force wings, groups, and squadrons supported the invasion by 1,900 US Marines and Army Rangers. Airlift and special operations units from the Military Airlift Command (MAC) comprised the bulk of the Air Force fighting force. AC-130 gunships in particular proved their worth repeatedly, showing more versatility and accuracy than naval bombardment and land artillery. Several Air Force enlisted personnel received special praise for their efforts. Among them, TSgt Charles Tisby (Figure 5.34) saved the life of a paratrooper in his aircraft.

5.14.2. El Dorado Canyon—Libya (1986):

5.14.2.1. In 1969, a group of junior military officers led by Muammar Qadhafi overthrew the pro-Western Libyan Arab monarchy. Since then, Qadhafi's relations with the United States and most Western European nations, as well as moderate Arab nations, have been confrontational. By the mid-1980s, Libya was one of the leading sponsors of worldwide terrorism. In addition to subversion or direct military intervention against other African nations and global assassinations of anti-Qadhafi Libyan exiles and other "state enemies," Qadhafi has sponsored terrorist training camps within Libya and supplied funds, weapons, logistical support, and safe havens for numerous terrorist groups.

5.14.2.2. Between January 1981 and April 1986, terrorists worldwide killed over 300 Americans and injured hundreds more. With National Security Decision Directive 138 signed on 3 April 1984, President Reagan established in principle a US policy of preemptive and retaliatory strikes against terrorists. But the very nature of terrorism has usually made impossible the assignment of certain guilt to any one government. On 27 December 1985, terrorists attacked passengers in the Rome and Vienna airports, killing 19 (including 5 Americans) and injuring over 100 others. Despite the strong evidence that connected Libya to the incident, the US administration determined that it did not have sufficient proof to order retaliatory strikes against Libya. President Reagan imposed economic and other sanctions against Libya, publicly denounced Qadhafi for sponsoring the operation, and sent the 6th Fleet to exercise off the coast of Libya.

5.14.2.3. In Berlin on 5 April 1986, a large bomb gutted a discotheque popular with US service members. One American was among the dead and an additional 75 Americans were among the over 200 injured. This time President Reagan had the evidence he sought. On 9 April he authorized an air strike against Libya and attempted to obtain support from European allies. Great Britain gave permission for the United States Air Force to use British bases, however, the governments of France and Spain denied permission to fly over their countries, thereby increasing the Air Force's round-trip to almost 6,000 miles.

5.14.2.4. By 14 April 1986, all Air Force forces were gathered and ready. At 5:13 p.m. Greenwich mean time, the tankers began launching in radio silence, with the F-111Fs and EF-111s following. The aircraft flew and refueled entirely in radio silence to preserve tactical surprise. The nighttime silent air refueling was difficult because few of the fighter crews had experienced receiving fuel from the KC-10 tankers, which were relatively new in the European Theater.

5.14.2.5. The Bab al-Aziziyah barracks in Tripoli provided the target of nine Air Force F-111s. Located in the densely populated city, Bab al-Aziziyah served as a command center of the Libyan terrorist network. Although receiving fully half of the attacking Air Force aircraft, it proved most difficult to hit. One aircraft aborted over water before it reached the target, one crashed in the ocean killing its two-man crew, and one was not in position to launch its attack, having flown in the wrong direction following the attack group's refueling. Three more of the often unreliable F-111s aborted over the target due to equipment malfunction. Two aircraft bombed the barracks, causing significant damage, but the third aircraft dropped its ordnance off target.

5.14.2.6. Other attacks proved more successful. The three F-111s assigned to hit the Sidi Bilal naval commando-training complex damaged several buildings and sank a number of small training boats. The remaining aircraft struck the military side of the Tripoli airport, with a specific objective of hitting several Soviet-built IL-76 aircraft used to move terrorists and their weapons. One aircraft aborted before hitting the target, but the other five struck several buildings and destroyed or severely damaged five IL-76s.

5.14.2.7. Politically, the raid against the terrorist state was extremely popular in the United States and almost universally condemned or "regretted" by the United States' European allies, who feared that the raid would spawn more violence. The operation spurred Western European governments to increase their defenses against terrorism and their intelligence agencies began to share information. The Air Force was saddened by the loss of the F-111F crew, but the loss of 1 out of over a 100 aircraft used in the raid statistically was not a high toll. Despite the high abort rate, collateral damage, and loss of innocent lives, the Air Force could be proud that it successfully bombed 3 targets seen beforehand only in photographs, after a flight of over 6 hours, and in the face of strong enemy opposition.

5.14.3. Operation Just Cause—Panama (1989):

5.14.3.1. Since Panama's declaration of independence from Columbia in 1904, the United States has maintained a special interest in the small Central American country. The United States controlled and occupied the Panama Canal Zone, through which it built a 40-mile long canal over the next 10 years to connect the Atlantic and Pacific Oceans. President Woodrow Wilson formally opened the canal on 12 July 1915. Political and domestic conditions in Panama remained fairly stable until 1968, when a military ruler deposed the country's president. A new treaty took effect on 1 October 1979, granting Panama complete control of the canal and withdrawal of US military forces by 1 January 2000.

5.14.3.2. One of the military ruler's sublieutenants was Manuel Noriega. After the ruler's death in 1981, a struggle for leadership ensued; and, in 1983, Noriega prevailed. He promoted himself to general and consolidated the military branches into the Panamanian Defense Force. Noriega maintained ties with the US intelligence community, furnishing information on Latin American drug trafficking and money laundering, while at the same time engaged in such activities himself. By 1984, those opposing Noriega's regime openly criticized him and accused him of being a drug trafficker. By 1987, brutal repression of his people was enough for the US Senate to issue a resolution calling for the Panamanians to oust him. Noriega in turn ordered an attack on the US Embassy, causing an end to US military and economic aid.

5.14.3.3. In 1988, a Miami federal grand jury indicted Noriega on drug-trafficking and money-laundering charges. Noriega intensified his harassment against his own people and all Americans. By 1989, President George H. W. Bush decided to invade Panama.

5.14.3.4. All four branches of the US Armed Forces played a role in Operation Just Cause. For the Air Force, elements of 18 wings and 9 groups used 17 types of aircraft. The responsibility for airlifting the attacking Marine and Army task forces fell to the Air Force's MAC. On the first night of the operation, 84 aircraft flying 500 feet above the ground dropped nearly 5,000 troops, the largest nighttime airborne operation since WWII. The airdrop also featured the first use of night vision goggles by Air Force personnel during a contingency. SAC KC-10s and KC-135s provided air-to-air refueling for airlift aircraft, as well as for TAC F-15s assigned to protect the transports. From 20 December 1989 to 3 January 1990, tankers offloaded more than 12 million pounds of fuel to aircraft supporting Operation Just Cause.

5.14.3.5. The Air Force special operations forces, meanwhile, provided support to ground forces and were the first Air Force forces on the ground in Panama. Special operators installed navigation beacons to guide troop transports to designated drop zones and combat controllers cleared runways of obstacles for subsequent air-land operations. Also, AC-130s provided air cover for helicopters inserting US Army Rangers and also flew ground suppression missions. On one of the ground suppression missions, an AC-130 pilot earned the Distinguished Flying Cross, not for what he did, but rather for what he did not do. Air Force Reserve Major Clay McCutchan and his crew, unsure of the nationality of a potential target, refused to attack what a forward air controller believed was a concentration of enemy troops near the Fort Amador Causeway. The following day, analysts determined that the one-time targets were American troops. Major (now a Brigadier General) McCutchan's "inaction" potentially saved the lives of scores of American soldiers.

5.14.3.6. Operation Just Cause was the largest and most complex air operation since Vietnam. It involved over 250 aircraft. American forces eliminated organized resistance by Christmas day, just 6 days after the beginning of the invasion. Manuel Noriega surrendered on 3 January 1990 and was flown to Miami, Florida, to face trial. Less than a year later, many of the same airmen that made Operation Just Cause a resounding success would build and travel through another, larger air bridge during Operation Desert Shield.

5.15. Post Cold War (1990 - Present):

5.15.1. Persian Gulf War and Subsequent Operations:

5.15.1.1. The services were still digesting the lessons of Operation Just Cause when another tremor of political upheaval shook the world. Unlike the low-magnitude oscillation that the crisis in Panama registered on political Richter scales, this was a violent fluctuation that threatened to disrupt global petroleum supplies and to endanger the independence of many countries in the Middle East.

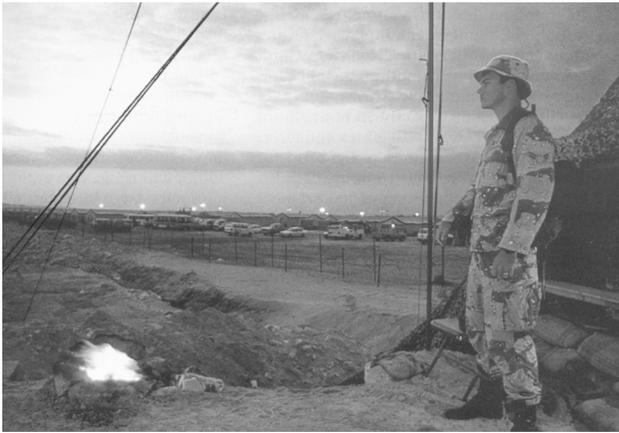
5.15.1.2. From its inception as a state in 1922, Iraq claimed the tiny bordering nation of Kuwait as one of its

provinces, a claim not recognized by the international community. Created following the dissolution of the Ottoman Empire following WWI, Iraq coveted Kuwait for its seaport and oil reserves. Attempts by Iraq to seize its neighbor failed in 1961 and again in 1973, but in the summer of 1990 Iraq once again moved its military forces to the Kuwaiti border. Following weeks of political rhetoric accusing the Kuwaitis of conspiring to hold down oil prices through overproduction, as well as stealing oil from Iraqi fields, the battle-tested and numerically superior Iraqi army overwhelmed Kuwait defenses in the first days of August.

5.15.2. Operation Desert Shield—Kuwait and Iraq (1990 - 1991):

5.15.2.1. Using draft Operations Plan 1002, *Defense of the Arabian Peninsula*, as a foundation, the United States deployed its forces to guard against further Iraqi aggression in the region and to prepare to expel the Iraqi army from Kuwait (Figure 5.35). Lasting from 7 August 1990 through 16 January 1991, the deployment became known as Desert Shield.

Figure 5.35. A1C in Kuwait with Oil Wells Burning.



Courtesy of the Airmen Memorial Museum

5.15.2.2. On 6 August, the JCS ordered the first air units to the Persian Gulf. The 1 TFW, Langley AFB VA, was among the first to deploy. Fourteen hours after takeoff and seven air-to-air refuelings later, the first F-15C aircraft arrived at Dhahran, Saudi Arabia, on 8 August. While the first deterrent to further Iraqi aggression was in place, the F-15Cs could not claim to be the first American aircraft to arrive in Saudi Arabia; E-3 AWACS and KC-10s claimed this distinction.

5.15.2.3. Fighter aircraft continued to arrive over the following days and weeks. In the final analysis, however, airlifts contributed most significantly to the success of Operation Desert Shield. Sealift carried the bulk (85 percent) of heavy equipment, while airlifts transported 99 percent of personnel. Daily airlift missions during phase I of Operation Desert Shield fluctuated between 36 and 100. With the kickoff of phase II, the figures swelled even

more. In the end, airlifts averaged 17 million ton-miles per day, 10 times that flown during the Berlin Airlift 4 decades before.

5.15.2.4. Air-refueling capability also proved key; without it, the buildup of forces would have taken significantly longer, imperiling the ultimate success of the mission. Over three quarters of the Air Force KC-10 fleet and almost half of its KC-135s supported US and allied forces. The Air Force created two “air bridges” to support the influx of personnel and materiel. The Pacific Air Bridge was used to support aircraft headed to Diego Garcia, while the Atlantic Air Bridge became the primary air route for aircraft headed to the Gulf.

5.15.2.5. By the first day of the New Year, thousands of aircraft and almost 350,000 personnel of the US Armed Forces were in place for the coming operation, dubbed Desert Storm. The Air Force dedicated nearly 1,000 of its aircraft, to include 142 F-15s, 168 F-16s, and 36 F-117 Stealth fighters. Reconnaissance, refueling, special operations, bomber, command and control, and airlift aircraft all were in place at bases throughout the region. Approximately 40,000 Air Force personnel were assigned to United States Air Force Central Command (CENTAF). In addition, the US Navy, Army, and Marine Corps provided over 1,000 more aircraft, and the Army added nearly 250,000 troops for the anticipated ground offensive. These figures continued to grow through the start of combat.

5.15.3. Operation Desert Storm—Kuwait and Iraq (1991):

5.15.3.1. In the early days of Operation Desert Shield, President George Bush, with the support of the UN, set about putting together a coalition of nations to expel Iraq from Kuwait. He was enormously successful. When Operation Desert Storm began on 17 January 1991, air forces from 12 countries allied against Iraqi forces; other nations provided ground forces and logistical support. The coalition was authorized by United Nations Security Council Resolution (UNSCR) 678 to “use all necessary means” to implement UNSCR 660 requiring Iraq to get out of Kuwait. However, even with the addition of fighting forces from countries

throughout the world, the United States provided the bulk of the equipment and personnel, and was the first force to experience combat in Kuwait.

5.15.3.2. The air war over Iraq began at night. As was the case with Panama a little more than a year before, Air Force special operations forces led the way. Three 20th Special Operations Squadron MH-53J Pave Low helicopters guided nine Army Apache helicopter gunships to Iraqi early warning radar sites south of the Iraqi border. The Pave Lows possessed superior navigation capabilities, and after leading the way to the targets, they broke off, allowing the Army craft to destroy them. Air Force F-15s, EF-111s, and F-117s flew through the gap in radar coverage to attack various targets in Iraq itself, including the capital city of Baghdad. Tomahawk cruise missiles launched from Naval vessels also slammed into the city. Hours after the initial attacks, explosions ripped into areas north of the capital, the result of cruise missiles launched from seven of the oldest aircraft in the Air Force inventory, the B-52, from the 2d Bomb Wing stationed at Barksdale AFB LA. During the course of the war, 68 B-52s from a variety of bases flew missions against Iraqi targets. Although comprising just 3 percent of the coalition's aircraft, B-52s dropped 30 percent of the total munitions tonnage (Figure 5.36).

Figure 5.36. Bombs with Messages.



Courtesy of the Airmen Memorial Museum

5.15.3.3. Coalition air forces quickly gained air superiority and then air supremacy against an outclassed and outgunned Iraqi Air Force. General Norman Schwarzkopf, Commander of Central Command, charged with running the war, and General Chuck Horner, the CENTAF and Joint Forces Air Component Commander (JFACC) responsible for the air portion of the campaign, declared air supremacy on 27 January 1991.

5.15.3.4. By the time the ground war began on 24 February, much of the Iraqi infrastructure and war machine lay in ruins, both in Iraq and in Kuwait. Command and control centers had been pounded again and again, as had airfields, communications centers, electrical facilities, and more. In addition, front-line Iraqi troops and armored vehicles had not been spared from the aerial assault. During night missions in late January, F-111F crews discovered that their Pave Tack forward-

looking infrared radar equipment could detect buried and camouflaged tanks in the rapidly cooling desert, providing inviting targets for the Aardvark's GBU-12 laser-guided bombs. F-15E aircraft and the venerable A-10 also proved adept at "tank plinking." Iraqi ground troops, meanwhile, suffered continual bombardment beginning on the first day of the air war. After only 4 days of fighting, coalition forces liberated Kuwait City, capital of Kuwait. President Bush, aware of the limitations of the UN mandate (to expel Iraq from Kuwait) and sensitive to the political realities of the coalition, ended the ground war on 28 February with American, French, and British forces well into Iraq.

5.15.3.5. The Persian Gulf War blurred the lines among aircraft typically considered tactical, strategic, ground support, and other. For example, on 14 February an F-15E, normally an aircraft with a ground support role, destroyed a just-airborne Iraqi helicopter with a GBU-10 laser-guided bomb, scoring perhaps the most unusual aerial victory credit of the conflict. B-52 aircraft, meanwhile, ostensibly built for strategic bombardment, bombed troop concentrations and ground support targets. In contrast, F-15Es, F-111Fs, and F-117s—all "tactical" aircraft—hit strategic targets deep inside Iraq. Finally, A-10 ground attack aircraft proved their versatility: two aerial victories were recorded during the war by A-10 pilots from the 10th TFW and 926th Tactical Fighter Group (TFG). The 926 TFG was the only Air Force Reserve tactical fighter unit called up during the war. Meanwhile, during an 8-hour ordeal, an A-10 pilot earned the Air Force Cross for his supporting role in a search-and-rescue mission of a downed Navy flier.

5.15.3.6. During the 44 days of Operation Desert Storm, air power proved to be crucial; the United States Air Force was the primary contributor of this air power. Air superiority was achieved after 1 day of fighting, air supremacy a little more than a week later. More significantly, Iraq's ability to wage war was seriously undermined after the first night; and, by the time the coalition's ground war began, its army lay nearly prostrate. The Air Force flew 60 percent of the sorties flown in Operation Desert Storm. While the victory was not without cost, 21 aircraft crashed and 34 Air Force personnel died in Desert Shield and Desert Storm. These losses were exceedingly low given the magnitude of the operation.

5.15.4. Operation Provide Comfort/Northern Watch—Iraq (1991 - Present):

5.15.4.1. When the American-led international coalition bombed Iraq and drove the forces of Iraq from Kuwait in 1991, it weakened Saddam Hussein's power. Rebellious Kurds in northern Iraq, whom Hussein had brutally suppressed with chemical weapons 3 years earlier, launched an uprising in early March 1991. When Iraqi government troops defeated the rebellion a month later, threatening to repeat the massacres of the past, more than a million Kurds fled to Iran and Turkey. Hundreds of thousands more gathered on cold mountain slopes on the Iraqi-Turkish border. Lacking food, clean water, clothing, blankets, medical supplies, and shelter, the refugees suffered enormous mortality rates.

5.15.4.2. On 3 April 1991, the UN Security Council authorized a humanitarian relief effort for the Iraqi Kurds. During the first week in April, the United States organized a combined task force for Operation Provide Comfort. Air Force C-130 cargo airplanes, which had deployed mostly from bases in Germany to Incirlik AB Turkey, began airdropping relief supplies directly to Kurdish refugees in the mountainous Iraqi border area on 7 April. About 600 pallets of relief supplies were delivered per day. But airdrops alone proved to be inadequate. The refugees needed different quantities and types of cargo than those chosen for delivery, not enough cargo reached the people who needed it most, and some items actually landed on refugees, killing or injuring them. Moreover, the operation failed to address the root of the problem. The refugees could not stay where they were, and Turkey, faced with a restless Kurdish population of its own, refused to admit them in large numbers. Operation Provide Comfort, therefore, evolved into a larger phased operation for American ground troops.

5.15.4.3. Operation Provide Comfort consisted of two phases. In phase I, led by US Army Lieutenant General John Shalikashvili, coalition forces dropped supplies and built temporary camps to encourage the Kurds to come back from the mountains as well as return from Turkey and Iran. American ground troops and soldiers from numerous other countries entered northern Iraq to enforce a security zone where the Iraqi army could not enter. The zone covered hundreds of thousands of square miles. By the end of phase I in mid-July 1991, American transports had delivered over 7,000 tons of relief supplies to the Kurdish population. The situation had stabilized sufficiently to allow the withdrawal of the ground contingent from the security zone.

5.15.4.4. Phase II, headed exclusively by Air Force general officers starting with Major General James Jamerson, began immediately after the conclusion of phase I. With aircraft from Britain, France, Italy, the United States, and Turkey, the primary mission of phase II was to enforce the no-fly zone, while still supporting Kurds with humanitarian airlift in northern Iraq.

5.15.4.5. In August 1992, the United States established another no-fly zone, this time in southern Iraq to discourage renewed Iraqi military activity near Kuwait—Operation Southern Watch. Iraqi forces tested the no-fly zones in both the south and north by sending fighters into them in December 1992 and January 1993. On both occasions, F-16 pilots shot down Iraqi aircraft.

5.15.4.6. After 1993, Saddam Hussein did not often challenge coalition aircraft patrolling the no-fly zones, but US units remained wary. On 14 April 1994, 2 American F-15s patrolling the northern no-fly zone accidentally shot down 2 UH-60 Black Hawk helicopters, killing 26 people, including 15 Americans. Misidentifying the helicopters as hostile, the F-15 pilots failed to receive contrary information from either the helicopters or an orbiting E-3 aircraft. The “friendly fire” incident aroused negative public opinion and a demand for changes to prevent such accidents in the future.

5.15.4.7. Phase II of Operation Provide Comfort came to an end in December 1996, thanks largely to infighting among Kurdish factions vying for power. When one Kurdish group accepted Iraqi backing to drive another from the northern Iraqi city of Irbil, US transports participating in Operations Quick Transit I, II, and III airlifted many displaced Kurds to safe areas in Turkey. Some 7,000 of the refugees proceeded onto Guam in Operation Pacific Haven for settlement in the United States.

5.15.4.8. Operation Northern Watch replaced Operation Provide Comfort in January 1997—its mission now strict enforcement of the no-fly zone. Northern Watch began in 1991 as primarily a humanitarian mission, but by 1997 had essentially become a mirror to Operation Southern Watch.

5.15.5. Operation Southern Watch—Iraq (1992 - Present):

5.15.5.1. On 26 August 1992, President George H. W. Bush announced a no-fly zone over southern Iraq in support of United Nations Security Council Resolution 688. Thus began Operation Southern Watch, one of the longest contingency/deployment operations ever undertaken by the United States Air Force. The resolution protected Shiite Muslims under aerial attack from the Iraqi regime of Saddam Hussein in the aftermath of Operation Desert Storm and enforced other UN sanctions against Iraq. These sanctions included compliance with NBC weapons inspection, plus dismantling, destruction, and import/export restrictions. Later UN resolutions included war reparations and Iraqi acceptance of the sovereignty of Kuwait.

5.15.5.2. Operation Southern Watch forces, under the direction of Joint Task Force, Southwest Asia and US Central Command, flew its first sortie a day after the President's order. Although made up of aircraft from all branches of the US military, as well as coalition members, United States Air Force forces dominated.

5.15.5.3. The Iraqi regime complied with the restrictions of the no-fly zone until 27 December 1992. F-16s shot down one Iraqi MiG-25 and chased a second aircraft back across the border. Less than a month later, Air Force aircraft attacked surface-to-air missile (SAM) sites threatening coalition aircraft. In June, the United States launched cruise missile strikes against the Iraq Intelligence Service Headquarters in Baghdad as retaliation for the planned assassination of former US President George Bush during an April 1993 visit to Kuwait. After several more Iraqi provocations and coalition responses throughout the summer of 1993, Iraqi activity slowed considerably until the fall of the following year.

5.15.5.4. In October 1994, Iraqi troops, to include elite Republican Guard units, massed at the Kuwaiti border. The United States responded with Operation Vigilant Warrior, the introduction of thousands of additional US Armed Forces personnel into the theater. Operation Southern Watch became the United States Air Force test for the AEF concept in October 1995 when a composite unit, designed to temporarily replace a United States Navy carrier air wing leaving the gulf area, arrived to support flying operations. The AEF arrived fully armed and began flying within 12 hours of landing. The AEF concept proved sound. Additional AEFs have deployed since to support Operation Southern Watch.

5.15.5.5. In 1997, in response to Iraqi aggression against Kurdish rebels in northern Iraq, President William Clinton expanded the Southern Watch no-fly zone to the 33d parallel, just south of Baghdad. The expansion meant that most of Iraqi airspace fell into no-fly zones.

5.15.5.6. Since the beginning of Operation Southern Watch, routine and emergency deployments have created several personnel and operational problems for the United States Air Force. Because of Southern Watch and other deployments, Air Force members faced multiple TDYs within a given year. While Operation Southern Watch tested pilots, aircrews, and support personnel in a near-combat situation, high deployment rates for some squadrons and individual specialists created proficiency training, quality of life, and retention problems. Because of the high deployment rates, the Air Force assessed its overall "ops tempo" and took several measures to enhance training and the quality of life for its members.

5.15.5.7. Perhaps one of the most important improvements in both flying operations and the quality of life for members resulted directly from the 1996 bombing at Khobar Towers, Dhahran AB. In the aftermath, the Air Force reviewed its entire security police, law enforcement, and force protection programs. The review resulted in a new security forces concept that proved to be more than just a change in specialty name. In 1998, the Air Force reorganized existing security police units into new security forces groups and squadrons that trained and specialized in all aspects of force protection, including terrorist activity and deployed force security.

5.15.6. Operations Provide Relief, Impressive Lift, and Restore Hope—Somalia (1992 - 1994):

5.15.6.1. Civil unrest in the wake of a 2-year civil war contributed to a famine in Somalia that killed up to 350,000 people in 1992. As many as 800,000 refugees fled the stricken country. A UN-led relief effort began in July 1992.

5.15.6.2. To relieve the suffering of refugees near the Kenya-Somalia border and then Somalia itself, the United States initiated Operation Provide Relief in August 1992. By December, the United States had airlifted 38 million pounds of food into the region, sometimes under the hail of small arms fire. Continued

civil war and clan fighting within Somalia, however, prevented much of the relief supplies from getting into the hands of those who most desperately needed them.

5.15.6.3. First the UN, then the United States, attempted to alleviate the problem. In September, the United States initiated Operation Impressive Lift to airlift hundreds of Pakistani soldiers under the UN banner to Somalia. Despite the increased security from the UN forces, the problems continued. On 4 December, President George Bush authorized Operation Restore Hope to establish order in the country so that food could reach those in need. Marines landed and assumed control of the airport, allowing flights in and out of Mogadishu, Somalia, to resume. C-5 Galaxies, C-141 Starlifters, C-130 Hercules, and even KC-10 tankers rushed supplies into the country. Further, the Operation Restore Hope airlift brought 32,000 US troops into Somalia. In March 1993, the UN once again assumed control of the mission, and Operation Restore Hope officially ended 4 May 1993. Fewer than 5,000 of the 25,000 US troops originally deployed remained in Somalia.

5.15.6.4. Unfortunately, factional fighting within the country caused the relief effort to unravel yet again. On 3 October 1993, US special forces troops, in an effort to capture members of one clan, lost 18 personnel and suffered 84 wounded.

Figure 5.37. Timothy A. Wilkinson.



Courtesy of the Air Force Heritage Research Institute

5.15.6.5. In the late afternoon of 3 October 1993, TSgt Timothy A. Wilkinson (Figure 5.37), a pararescueman with the 24th Special Tactics Squadron, responded with his crew to the downing of a US UH-60 helicopter in the streets of Mogadishu, Somalia. Wilkinson repeatedly exposed himself to intense enemy small arms fire while extracting the wounded and dead crewmembers from the crashed helicopter. Despite his own wounds, he provided life-saving medical treatment to the wounded crewmembers. With the helicopter crew taken care of, he turned to aid the casualties of a Ranger security element engaged in an intense firefight across an open four-way intersection from his position where he began immediate medical treatment. His decisive actions, personal courage, and bravery under heavy enemy fire were integral to the success of all casualty treatment and evacuation efforts conducted in the intense 18-hour combat engagement. Wilkinson was awarded the Air Force Cross for his actions. To date, 22 enlisted members have been awarded the Air Force Cross (Figure 5.38).

5.15.6.6. The losses sustained on 3 and 4 October prompted Operation Restore Hope II, the airlifting of 1,700 US troops and 3,100 tons of cargo into Mogadishu between 5 and 13 October 1993. The troops and equipment were tasked with only stabilizing the situation: President Clinton refused to commit the United States to “nation building” and promised to remove US forces by March 1994. Operation Restore Hope II officially ended 25 March 1994 when the last C-5 carrying US troops departed Mogadishu. While Operation Restore Hope II allowed US forces to get out of the country without further casualties, anarchy ruled in Somalia and the threat of famine remained.

5.15.7. Operation Uphold Democracy—Haiti (1994):

5.15.7.1. The United States decided to intervene in Haiti on 8 September. The US Atlantic Command developed Operation Uphold Democracy in two different plans, one a forcible-entry and the other a passive-entry plan. United States Air Force planners worked through evolving variations, not knowing which of the two plans would be chosen. At nearly the last minute, a diplomatic proposal that former President James (Jimmy) E. Carter offered persuaded the military leader in Haiti to relinquish his control. The unexpected decision caused a mission change from invasion to insertion of a multinational peacekeeping force. On 19 September, the JCS directed execution of the passive-entry plan. For the Air Force, this meant swinging into action an aerial force of over 200 aircraft, transports, special operations, and surveillance planes.

Figure 5.38. Enlisted Air Force Cross Recipients.

Adams, Victor R. - 1968
Black, Arthur N. - 1965
Clay, Eugene L. - 1967
Cunningham, Jason D. - 2002
Etchberger, Richard L. - 1968
Fish, Michael E. - 1969
Gamlin, Theodore R. - 1969
Hackney, Duane D. - 1967
Harston, John D. - 1975
Hunt, Russell M. - 1967
Kent, Jr., Nacey - 1968
King, Charles D. - 1968
Maysey, Larry W. - 1967
McGrath, Charles D. - 1972
Newman, Thomas A. - 1968
Pitsenbarger, William H. - 1966
Robinson, William A. - 1965
Shaub, Charles L. - 1972
Smith, Donald G. - 1969
Talley, Joel - 1968
Wright, Leroy M. - 1970
Wilkinson, Timothy A. - 1993

5.15.7.2. United States Air Force participation effectively ended 12 October when resupply of US forces became routinely scheduled airlift missions and deployed aircraft and crews returned home. On 15 October 1994, the Haitian president returned to his country, the beneficiary of a strong US response to an oppressive dictator. As in Panama, the Air Force brought to bear an overwhelming force of fighters, command and control aircraft, gunships and other special operations aircraft, reconnaissance airplanes, aerial refueling tankers, and thousands of troops aboard the airlift fleet of strategic and tactical aircraft. The successful adaptation to the last-minute change in mission, from military invasion force to airlifting peacekeeping troops, was a major indicator of the flexibility air power offers US military and political leaders in fulfilling foreign policy objectives.

5.15.8. Operation Provide Promise—Sarajevo and Bosnia-Herzegovina (1992 - 1996):

5.15.8.1. By 1991, the collapse of Communism in Eastern Europe and the Soviet Union, coupled with the disintegration of the Soviet Union itself, dissolved the political cement that bound ethnically diverse Yugoslavia into a single nation. Freed from the threat of external domination, Roman Catholic Slovenia and Croatia declared their independence from the Yugoslav Federation dominated by Eastern Orthodox Serbia. In early 1992, predominantly Muslim Bosnia-Herzegovina (Bosnia) also severed its ties to the Federation.

Fearing their minority status, armed Serbs within Bosnia began forming their own ethnic state by seizing territory and, in the spring, besieging the Bosnian capital of Sarajevo.

5.15.8.2. In April 1992, the United States recognized Bosnia's independence and began airlifting relief supplies to Sarajevo. Early in May, Bosnian Serbs took control of the capital's airport, cutting off more than 300,000 people from food and other necessities. After negotiations with the warring parties, the UN organized an international relief effort, starting first with overland truck convoys from Croatia to Sarajevo. At the end of June, the UN took control of Sarajevo's airport, reopening it to international relief flights. On 3 July 1992, the United States designated operations in support of the UN airlift Operation Provide Promise and USAFE C-130s began delivering food and medical supplies.

5.15.8.3. Most United States Air Force missions flew out of Rhein-Main AB in Frankfurt, Germany. C-130s from the 435th and 317th Airlift Wings flew the initial Operation Provide Promise missions, but over the course of the operation, AFR, ANG, and active-duty units rotated from the United States on 3-week deployments. The United States was only one of at least 15 countries airlifting relief supplies to Sarajevo, but by the end of 1992, US airplanes had delivered more than 5,400 tons of food and medical supplies. Despite gunfire around Sarajevo that shot down an Italian cargo airplane in September, US airlifters avoided battle damage during 1992.

5.15.8.4. Inaugurated during the Bush Administration, Operation Provide Promise expanded significantly after President Clinton took office. The new President's actions were in response to the continued attacks by Bosnian Serbs on Sarajevo, and sometimes on the relief aircraft themselves. A secondary mission, Operation Provide Santa, took place in December 1993 when C-130s dropped 50 tons of toys and children's clothes and shoes over Sarajevo. A month later, an Operation Provide Promise C-130 suffered the first United States Air Force damage from the operation when it was struck by an artillery shell at the Sarajevo airport. Despite the fact that there were no injuries and the damage was minor, the UN suspended flights for a week.

5.15.8.5. Flight suspensions were a hallmark for Operation Provide Promise, because of instances such as fighting near the airport, harassing ground fire, or fear of Bosnian Serb reaction. In 1995, UN officials suspended flights into the airport from 8 April through 15 September in response to Bosnian Serb aggression. On 14 December 1995, warring factions signed peace accords at Wright-Patterson AFB OH. However, the "Dayton Peace Accords" did not end the danger for United States Air Force aircraft. Two days before

Christmas, a C-130 was struck by small arms fire over Sarajevo. The last humanitarian air-land delivery into Sarajevo took place on 4 January 1996. During the 3 1/2-year operation, aircraft supporting the UN relief operation withstood 279 incidents of ground fire.

5.15.9. Operation Deny Flight—Bosnia (1993 - 1995):

5.15.9.1. NATO Operation Deny Flight was an effort to implement and enforce UNSCR 816. UNSCR 816 attempted to limit the war in Bosnia through imposition of a no-fly zone over the country. Subsequent resolutions called for establishing “safe areas” within Bosnia and ceasing hostilities within the safe areas. There was only one non-American in the NATO Deny Flight command chain, although many other nations including the United Kingdom, France, the Netherlands, Spain, Germany, and Turkey participated.

5.15.9.2. UNSCR 816 authorized NATO aircraft to shoot down violators. The UN and NATO agreed to use the “dual key” concept whereby both organizations had to approve attacks before they could proceed. It, and later power-sharing agreements between the two bodies, proved unworkable in the end. Operation Deny Flight began on 12 April 1993. Initially there was very little air activity over Bosnia, save Operation Provide Promise transports and helicopters. The difficulty determining the origin and intent of helicopters caused Deny Flight forces to disregard rotary-winged aircraft.

5.15.9.3. Over the first year and a half of Deny Flight, the operation’s mission expanded and its aircraft engaged violators of the UN resolutions. In the summer of 1993, Deny Flight forces received authorization for ground support for in-place UN forces. Again, the UN had veto authority over NATO strikes. On 28 February 1994, NATO aircraft scored the first aerial combat victories in its 45-year history. Two United States Air Force F-16s from the 526th Fighter Squadron intercepted six Bosnian Serb jets and shot down four. In April 1994, forces struck a Bosnian Serb artillery command post responsible for shelling a safe area. More ground strikes followed in August and September.

5.15.9.4. Despite its actions, Deny Flight did not stop the Bosnian Serb attacks or effectively limit the war. Bosnian Serbs often took members of lightly armed UN forces hostage to compel NATO to discontinue its air strikes. In May 1995, Deny Flight aircraft struck a munitions depot, an event followed by the Bosnian Serbs taking 370 UN soldiers hostage. The UN vetoed further strikes. In June, Bosnian Serbs shot down a United States Air Force F-16 patrolling over Bosnia. After Bosnian Serb forces overwhelmed two of six UN-mandated safe areas, NATO warned that further aggression would result in severe retaliation. Deny Flight and NATO commanders did not have long to wait. On 30 August, Serb shelling into Sarajevo killed 37.

5.15.9.5. Operation Deliberate Force served notice to Bosnian Serb forces that they would be held accountable for their actions. Air strikes came not only against targets around Sarajevo, but also against Bosnian Serb targets throughout the country. The results were dramatic. Operation Deliberate Force marked the first campaign in aerial warfare where precision munitions outweighed conventional bombs. The incessant air campaign, with only a few days respite in early September, as well as ground advances by Croatian and other forces against the Serbs, garnered the desired results. On 14 September, the Serbs agreed to NATO terms and the bombing stopped. Deliberate Force officially ended 21 September 1995.

5.15.9.6. With the signing of peace accords among the warring parties in Paris in December, Operation Deny Flight ended. Operation Joint Endeavor, whose mission was to implement the agreements, replaced it in 1996.

5.15.10. Operation Allied Force—Kosovo (1999):

5.15.10.1. The conclusion of Operations Deliberate Force and Deny Flight did not mean the end to strife in the region. After revoking the province of Kosovo’s autonomy in 1989, the Serbian government slowly began to oppress its ethnic Albanian population. That oppression eventually turned to violence and mass killings, and the international community began to negotiate with Serbian leaders in the spring of 1998 for a solution acceptable to all parties. The Serbs, led by President Slobodan Milosevic, considered the matter an internal one. A last-ditch effort to negotiate a settlement began in January 1999 at Rambouillet, France; but, following a large offensive against Albanian civilians in March, talks broke down.

5.15.10.2. Wanting to prevent a repeat of the “ethnic cleansing” that took place in Bosnia, NATO forces began flying operations on 24 March 1999 to force Serbia to accept NATO terms for ending the conflict in

Kosovo. Given the name Operation Allied Force, NATO leaders hoped Milosevic would capitulate after just a few days of air strikes demonstrated NATO resolve. That was not the case. It would take 78 days and over 38,000 sorties in the air war over Serbia (AWOS) for NATO to secure its objective.

5.15.10.3. Planning for the air campaign began in May 1998. Unlike Deny Flight, which required strike approval from UN authorities and proved largely unworkable, NATO ran the AWOS. While Allied planners worked on how an air campaign would work, separate Air Force planning also proceeded concurrently. The desire to protect critical stealth technologies and tactics drove the separate planning. NATO target lists were limited because planners believed the campaign would not last.

5.15.10.4. When the AWOS began, about 50 targets were available; the list would grow significantly as the campaign wore on. Initial targets included air defense systems and command and control facilities. Two hundred and fourteen Allied aircraft, to include 112 from the United States, supported Allied Force when the "limited air response option" began, including the United States Air Force B-52s based at RAF Fairford in the United Kingdom and B-2s out of Whiteman AFB MO. These bombers were the first aircraft to launch in support of Operation Allied Force.

5.15.10.5. Serbian opposition proved more stubborn than Allied Force planners initially calculated. Milosevic believed that he could withstand air strikes, force ethnic Albanians from Kosovo, and fracture the coalition. Serbia was attacking the coalition's will to fight. After 4 or 5 days of bombing, it became apparent to Allied war fighters that Serbia was not going to buckle. Phase II of air operations featured an expanded target list and a more sustained approach to the war. During this phase, B-1s began deploying from the continental United States to RAF Fairford for eventual use against industrial targets.

5.15.10.6. As NATO stepped up its attacks, Milosevic increased pressure against the civilian population in Kosovo. Ethnic Albanian refugees poured across borders into neighboring states. In response, the United States initiated Joint Task Force Shining Hope. United States' Government agencies, nongovernment organizations, and international relief organizations all supported Shining Hope. United States Air Force transports played a pivotal role, delivering 70 percent of the supplies provided during the first 2 weeks of Shining Hope. Nearly 1,000 United States Air Force personnel were assigned directly to Shining Hope.

5.15.10.7. Meanwhile, the complexion of the war began to change. By the middle of April, NATO began to attack Serbia's fielded forces in Kosovo. Altitude restrictions, together with the difficulty inherent in finding dispersed and hidden forces, made the attack difficult. Toward the end of the month, Allied leaders decided to expand target categories once again. Milosevic refused to buckle, and USAFE prepared to bed down even more aircraft. At its peak, about one third of all front-line fighters in the United States Air Force supported Operation Allied Force.

5.15.10.8. By the middle of May, continued Allied pressure had taken its toll on Serbian forces. Attack aircraft flew around 250 sorties per day. On 25 May, the Kosovo Liberation Army, comprised of ethnic Albanians from the province, launched a large counteroffensive against Serbian ground forces. Although a tactical failure, the writing was on the wall for Milosevic—with the situation worsening. On 3 June, he agreed to withdraw all ground forces from the province and meet NATO's demands. With the authorization of the UN on 10 June 1999, NATO forces deployed into Kosovo.

5.15.10.9. The fundamental factor in the conclusion of Allied Force was NATO's unity and resolve. NATO acted in a way that was tough and progressively tougher throughout the campaign. This lesson was clear to Milosevic, who had hoped he could outwait NATO. Secondly, both the precision and the persistence of the air campaign were fundamental factors in convincing Milosevic that it was time to end the fight. The air campaign, which started slowly but gathered momentum as it went on, became systematically damaging to his entire military infrastructure, not just the forces in the field in Kosovo, but throughout the entire country.

5.16. Operation Noble Eagle/Enduring Freedom:

5.16.1. Four unprecedented acts of violence in three locations spreading from New York City to western Pennsylvania to Washington DC, on 11 September 2001 left thousands dead, thousands more grieving, and a nation wondering what would happen next. This fanatical hatred carried out by a hidden handful manifested and exploded, causing two of the world's tallest buildings to crumble, scarring the nation's military nerve center and forcing the President of the United States flying aboard Air Force One to seek safe haven. As the clock ticked away following the attacks on the World

Trade Center, the Air Force community realized the depth and scope of the hatred. This day and in the days that followed came the stories of service members and civilians pulling comrades from burning buildings, fighting fires, providing medical attention, and volunteering to do whatever they could.

5.16.2. The Air Force responded quickly. Fighter aircraft began to fly combat air patrols over the skies of America in support of Operation Noble Eagle the same day as the attack. Six months later, North American Aerospace Defense Command (NORAD) continued to have more than 100 ANG, AFR, and active-duty fighters from 26 locations monitoring the skies over the United States. More than 80 percent of the pilots flying Noble Eagle missions belonged to the ANG. Nearly as many AFR, ANG, and active-duty members (more than 11,000), deployed to support Noble Eagle, as for the other thrust of the US response to the attack, Operation Enduring Freedom.

5.16.3. Enduring Freedom looked to take the fight to the nation's enemies overseas, most notably Afghanistan. In this impoverished country, the US effort was twofold: to provide humanitarian airlift to the oppressed people of Afghanistan and to conduct military action to root out terrorists and their supporters. When the ruling government in Afghanistan, the Taliban, refused President George W. Bush's demand that the suspected terrorists be turned over and all terrorist training camps closed, the President ordered US forces to the region. Over the next few weeks, approximately 350 US aircraft, including B-1 and B-52 bombers, F-15 and F-16 fighters, special operations aircraft, RQ-1B and RQ-4A unmanned aerial vehicles, and Navy fighters, deployed to bases near Afghanistan, including some in the former Soviet Union. On 7 October 2001, following continued Taliban refusal to hand over the suspected terrorists, US, British, and French aircraft began a sustained campaign against terrorist targets in Afghanistan.

5.16.4. Working closely with US special operations troops and Afghan opposition forces, air power employed precision weapons to break the Taliban's will and capacity to resist. Organized resistance began to collapse in mid-November, and the Taliban abandoned the last major town under its control, Kandahar, early in December 2001 (Figure 5.39). In addition to strike operations, the Air Force flew humanitarian relief, dropping nearly 2.5 million humanitarian rations.

Figure 5.39. C-17 in Afghanistan.



US Air Force Photo by SSgt Steven Pearsall

was mortally wounded and quickly deteriorating, he continued to direct patient movement and transferred care to another medic." Cunningham was laid to rest in Arlington National Cemetery on 11 March 2002.

5.16.5. The Air Force Cross was awarded to SrA Jason D. Cunningham who lost his life in Afghanistan while on a rescue mission. Despite being mortally wounded, he saved 10 lives and made it possible for 7 others who were killed to come home. The citation accompanying the Air Force Cross reads, "Despite effective enemy fire, and at great risk to his own life, Cunningham remained in the burning fuselage of the aircraft in order to treat the wounds. As he moved his patients to a more secure location, mortar rounds began to impact within 50 feet of his position. Disregarding this extreme danger, he continued the movement and exposed himself to enemy fire on seven separate occasions. When the second casualty collection point was also compromised, in a display of uncommon valor and gallantry, Cunningham braved an intense small arms and rocket-propelled grenade attack while repositioning the critically wounded to a third collection point. Even after he

5.17. Conclusion.

From the skies over the Rio Grande to those over Afghanistan nearly 100 years later, air power has evolved from an ineffective oddity to the dominant form of military might in the world. Its applications and effectiveness have increased with each succeeding conflict; in WWI air power played a minor role, in Kosovo it played the only role. This chapter looked at the development of air power through the Nation's many conflicts, and just a few of the many contributions of enlisted personnel (Figure 5.40).

Figure 5.40. Erwin, Vosler, and Levitow at the AFHRI.



Courtesy of the Air Force Heritage Research Institute

Chapter 6

THE NCO

My advice to tomorrow's senior NCOs is to listen, to learn, and then to serve with unequalled commitment. Their example will motivate and inspire, and when they, in turn, pass the baton, America will certainly be in good hands.

CMSAF Thomas N. Barnes
Fourth Chief Master Sergeant of the Air Force

Section 6A—Overview

6.1. Introduction.

It's been said over and over again: NCOs are the backbone of the Air Force. The organization's success or failure, strengths, or weaknesses can be directly related to the effectiveness of its NCOs. Although most airmen are aware of their responsibilities, an overview of both general and specific responsibilities may be necessary, especially as the airmen progress in rank. This chapter begins by discussing the philosophy, purpose, and structure of the enlisted force, then goes on to examine the NCO in terms of rank and precedence, legal authority, and general and specific responsibilities. It briefly describes those special positions of trust SNCOs may hold, such as Air Force Career Field Manager (AFCFM), First Sergeant, Command Chief Master Sergeant (CCM), and Chief Master Sergeant of the Air Force (CMSAF), and concludes with a discussion of PME programs.

Section 6B—The Enlisted Force Structure

6.2. Philosophy.

The philosophy of the enlisted force structure is to:

6.2.1. Provide a stable career structure for enlisted personnel to meet changing Air Force mission requirements for individuals with particular skills and levels of experience.

6.2.2. Provide personnel an opportunity for individual professional military career growth.

6.2.3. Carefully manage formal training, PME, and promotions to match enlisted force structure capabilities with future Air Force requirements.

6.2.4. Reflect Air Force core values (Integrity First, Service before Self, and Excellence in All We Do) essential to the profession of arms. Core values are the basis for our policies, guidance, and overall focus. Values build personal dedication and commitment to the Air Force, to its mission, and to all Air Force members.

6.2.5. Serve as mentors for those junior members who will follow them, which is an inherent responsibility for NCOs and SNCOs.

6.3. Purpose.

The enlisted force structure defines specific responsibilities for each enlisted rank, the relationships between enlisted ranks and how each rank fits into the organization, and career progression through the enlisted ranks.

6.4. Three-Tier Enlisted Force Structure.

The enlisted force is comprised of distinct and separate ranks. Each correlates to increased levels of training, education, technical competence, experience, leadership, and managerial responsibilities. In 1977, the enlisted force structure was reorganized into three tiers: the SNCO tier, the NCO tier, and the airman tier.

6.4.1. The SNCO Tier.

The top three ranks of the enlisted force structure are master sergeant (MSgt), senior master sergeant (SMSgt), and chief master sergeant (CMSgt). Within this tier, personnel transition from craftsmen and supervisors to leadership and managerial positions. SNCOs are assigned duties commensurate with their skill level and rank. Their primary leadership duties are as superintendent, supervisor, or manager of a flight, function, or activity. They should be used as a chief of a flight, section, or branch; as superintendent of a division or unit; first sergeant; or, in special circumstances, as a detachment chief or commandant. It is very important to avoid oversupervision created by establishing unnecessary supervisory or managerial levels. Proper use of SNCOs allows them to exercise leadership and manage resources under their control.

6.4.1.1. CMSgt. The rank of CMSgt is the highest Air Force enlisted rank, with the exception of the CMSAF. CMSgts are superintendents and managers who provide senior enlisted leadership. They are assigned chief enlisted manager (CEM) codes upon selection to CMSgt who may fill any managerial-level position and perform all duties not prohibited by law or directive. CMSgts are advisors and enlisted force managers. The official term of address is “chief master sergeant” or “chief.”

6.4.1.2. SMSgt. SMSgts perform as superintendents or managers. Broad management skills are essential to exercise the responsibilities of the higher leadership positions in which they serve. The 9-skill level “superintendent” is awarded when SMSgts pin on. SMSgts should continue their professional development to become viable candidates for unique assignment opportunities and future promotion selection consideration to CMSgt. The official term of address is “senior master sergeant” or “sergeant.”

6.4.1.3. MSgt. MSgts function primarily in craftsman and supervisory positions as they prepare for more advanced leadership and management positions. MSgts hold a 7-skill level. This rank carries significantly increased responsibilities and requires a broad technical and managerial perspective. MSgt selects should enroll in and complete the Air Force Senior Noncommissioned Officer PME course. The official term of address is “master sergeant” or “sergeant.”

6.4.2. The NCO Tier.

This tier is where technical sergeants (TSgt) and staff sergeants (SSgt) transition from workers and journeymen to craftsman and supervisory positions as they develop military leadership skills and attend PME.

6.4.2.1. TSgt. TSgts hold a 7-skill level and are qualified to perform highly complex technical duties in addition to providing supervision. They are responsible for the career development of all enlisted personnel under their supervision. They must obtain maximum performance from each subordinate and ensure the product or service is of the quality necessary for total mission effectiveness. TSgts will continuously strive to broaden and perfect their professional expertise and supervisory techniques. The official term of address is “technical sergeant” or “sergeant.”

6.4.2.2. SSgt. SSgts are primarily craftsmen with certain NCO supervisory responsibilities. They may hold either a 5- or 7-skill level. SSgts must complete their 7-skill level through upgrade training to be promoted to TSgt. SSgt supervisory duties differ from those of the TSgt only in scope and span of control. SSgts strive for greater supervisory competence as they function in their technical capacity. They are responsible for their subordinates and the effective accomplishment of assigned tasks. They ensure proper and effective use of personnel and materiel. SSgts must continuously strive to further their development as technicians and supervisors. The official term of address is “staff sergeant” or “sergeant.”

6.4.3. The Airman Tier.

This tier consists of airman basic (AB), airman (Amn), airman first class (A1C), and senior airman (SrA). It is the first tier of the three-tier enlisted force structure. As a member progresses from AB to SrA, he or she acquires the discipline, skills, and PME necessary to become eligible for NCO status.

6.4.3.1. SrA. Personnel serving as SrA are in a transition period from journeyman/worker to NCO. They must develop supervisory and leadership skills through PME and individual study. All SrA should conduct themselves in a manner commensurate with established standards, thereby asserting a positive influence on

other airmen. The SrA must, at all times, present the image of competence, integrity, and pride. The official term of address is “senior airman” or “airman.”

6.4.3.2. A1C. An A1C must comply with Air Force standards and be a role model for subordinates. He or she is expected to devote efforts to mastering the necessary skills in the new career field. The official term of address is “airman first class” or “airman.”

6.4.3.3. Amn. An Amn, while still primarily an apprentice, is expected to understand and conform to military standards. The official term of address is “airman.”

6.4.3.4. AB. The AB is an apprentice who is acquiring and demonstrating knowledge of military customs, courtesies, traditions, and Air Force standards while learning both military and technical skills. The official term of address is “airman basic” or “airman.”

Section 6C—The NCO

6.5. Introduction.

As members of the profession of arms, all enlisted members are sworn to support and defend the Constitution of the United States and to obey the orders of all officers appointed over them. NCOs carry out orders of those appointed over them by virtue of the authority vested in their rank. This is done by effectively employing personnel, materiel, equipment, and other resources under their control. They represent the Air Force NCO Corps to all with whom they come in contact. Personal integrity, loyalty, leadership, dedication, and devotion to duty must remain above reproach. As an Air Force leader, manager, and supervisor, the NCO must uphold Air Force policies, traditions, and standards.

6.6. Rank and Precedence.

The policy for rank and precedence stems from time-honored military customs and traditions. Within the enlisted force, NCOs take rank and precedence over all airmen and other NCOs according to rank. Within the same rank, the date of rank, Total Active Federal Military Service (TAFMS) date, total military service date, and date of birth determine the process. Responsibility and accountability increase commensurate with rank. Within each rank, responsibility for leading rests on the individual who is senior in rank.

6.7. Authority.

NCOs are delegated the authority necessary to exercise leadership commensurate with their rank and assigned responsibility. They are given privileges commensurate with their rank and are not assigned duties that will compromise their position. NCOs give orders in the exercise of their duties. A willful failure to obey these orders is a violation of the UCMJ, Article 91 and/or Article 92.

6.7.1. Article 91, Insubordinate Conduct Toward Warrant Officer, Noncommissioned Officer, or Petty Officer.

Any warrant officer or enlisted member who commits any of the following actions shall be punished as a court-martial may direct:

6.7.1.1. Strikes or assaults a warrant officer, NCO, or petty officer while that officer is in the execution of his or her office.

6.7.1.2. Willfully disobeys the lawful order of a warrant officer, NCO, or petty officer.

6.7.1.3. Treats with contempt or is disrespectful in language or deportment toward a warrant officer, NCO, or petty officer while that officer is in the execution of his or her office.

6.7.2. Article 92, Failure to Obey Order or Regulation.

Any person subject to this article who commits any of the following actions shall be punished as a court-martial may direct:

6.7.2.1. Violates or fails to obey any lawful general order or regulation.

6.7.2.2. Having knowledge of any other lawful order issued by a member of the Armed Forces, which it is his or her duty to obey, and fails to obey the order.

6.7.2.3. Is derelict in the performance of his or her duties.

6.8. General Responsibilities.

Taken in their entirety, the responsibilities described below provide a framework for understanding and defining the “whole person concept.” However, the “whole person concept” doesn’t lend itself to a checklist approach to completion. Instead, it is a conceptual framework upon which personal behaviors and traits that embody the profession of arms are built. The following are three broad areas in which NCOs should be knowledgeable: mandatory NCO requirements, familiarization with references, and involvement and assistance that the NCO must be willing to take an active role in.

6.8.1. Mandatory Requirements.

NCOs must:

6.8.1.1. Consider the professional development of their subordinates as a primary responsibility. Provide career counseling to subordinates on benefits, entitlements, and available opportunities. Counseling occurs in conjunction with performance feedback or when an individual comes up for quality review under the Selective Reenlistment Program. Review the *Air Force Benefits Fact Sheet* with each individual and provide each individual a copy at the end of the counseling session.

6.8.1.2. Attain and maintain a skill level commensurate with their rank, and maintain a high degree of proficiency in their awarded specialty as outlined in their career field education and training plan (CFETP).

6.8.1.3. Secure and promote PME for themselves and subordinates to develop and cultivate leadership skills and professional development.

6.8.1.4. Develop and maintain a thorough understanding of supervisory techniques and apply them to support mission objectives.

6.8.1.5. Possess a thorough understanding of Air Force standards, customs, and courtesies, while maintaining exemplary standards of behavior, including personal conduct, loyalty, and personal appearance, both on and off duty. Exercising leadership by example, NCOs must be alert to correct personnel who violate military standards.

6.8.1.6. Ensure proper custody, care, and safekeeping of property or funds entrusted to their possession or supervision.

6.8.1.7. Accept and execute duties, instructions, responsibilities, and orders in a timely manner.

6.8.1.8. Plan, develop, conduct, and supervise individual and group training in technical and military subjects.

6.8.1.9. Understand and actively support the Air Force human resources development programs, such as the Military Equal Opportunity Program, and counsel subordinates on Air Force policies relating to substance abuse.

6.8.1.10. Actively participate in Air Force health and safety programs by:

6.8.1.10.1. Counseling members concerning any on- and off-duty conduct detrimental to their health and safety. NCOs instruct subordinates in the safe practices observed in daily operations and enforce these standards.

6.8.1.10.2. Eliminating any potential hazard while promoting and employing on- and off-duty mishap prevention techniques to reduce and eliminate the number and frequency of mishaps.

6.8.1.11. Educate personnel on their CFETP and relate progress in career-path education and training. All personnel should understand how their CFETP reflects career field life-cycle education and training requirements.

6.8.1.12. Actively support the Air Force policy of “zero tolerance” for discrimination and sexual harassment. NCOs must create an environment free of any behaviors that hinder performance and which allows members to achieve their full potential and maximize their contribution.

6.8.1.13. Resolve personal problems by direct assistance or referral to appropriate agencies. Supervisors are vital to Air Force suicide prevention. They must remain aware of any changes in behavior or performance that may signal a problem.

6.8.1.14. Observe, counsel, and correct individuals regarding on- and off-duty performance, professional relationships, and personal appearance.

6.8.1.15. Correct marginal or substandard behavior or duty performance.

6.8.1.16. Appropriately recognize and reward those individuals whose military conduct, bearing, and performance clearly exceed established standards.

6.8.1.17. Implement approved policies, directives, and programs. Provide guidance and direction for subordinates to accomplish their assigned responsibilities.

6.8.2. Knowledge of References.

NCOs must be familiar with:

6.8.2.1. The UCMJ; *Manual for Courts-Martial*; DoD 5500.7-R, *Joint Ethics Regulation (JER)*; and AFPD 36-29.

6.8.2.2. The mission and history of the Air Force and unit of assignment (AFDD 1, *Air Force Basic Doctrine*).

6.8.2.3. Drill and ceremony procedures (AFMAN 36-2203).

6.8.2.4. Practices and procedures of Air Force protocol and customs and courtesies (*'Til Wheels Are Up*).

6.8.2.5. Air Force promotion programs (AFI 36-2502, *Airman Promotion Program*).

6.8.2.6. The Enlisted Assignment System, *EQUAL*, *EQUAL Plus*, and the assignment selection process (AFI 36-2110, *Assignments*).

6.8.2.7. Air Force Awards and Decorations Program (AFI 36-2803, *The Air Force Awards and Decorations Program*).

6.8.2.8. Responsibilities for maintaining professional relationships between Air Force members (AFI 36-2909, *Professional and Unprofessional Relationships*).

6.8.2.9. PFE and USAFSE study guide information (AFPAM 36-2241, Volumes 1 and 2). SNCOs must be familiar with both study guides.

6.8.3. Involvement and Assistance.

NCOs must take an active role in developing (mentoring) and assisting their subordinates. This requirement includes:

6.8.3.1. Assisting subordinates in adjusting to the military environment and unit of assignment. NCOs should frequent dining facilities, chapel centers, recreation facilities, dormitories, and enlisted clubs to possess a better understanding of opportunities and problems that confront their personnel.

6.8.3.2. Observing, counseling, and correcting individuals on their on- and off-duty performance, professional relationships, and personal appearance (AFI 36-2909 and AFI 36-2903).

6.8.3.3. Correcting marginal or substandard behavior or duty performance.

6.8.3.4. Appropriately recognizing and rewarding those individuals whose military conduct, bearing, and performance clearly exceed established standards. One way to do this is by participating in quarterly and annual awards programs (AFI 36-2803).

6.8.3.5. Actively participating and encouraging others to participate in programs offered through education services, with special emphasis on career development courses and the Community College of the Air Force (CCAF) programs.

6.8.3.6. Ensuring subordinates are aware of and afforded the opportunity to register and vote in elections.

6.8.3.7. Supporting and participating in installation and unit activities. Membership in the enlisted clubs and professional and unit organizations is strongly encouraged.

6.8.3.8. Joining and supporting local and national professional enlisted organizations.

6.8.3.9. Implementing approved policies, directives, and programs.

6.8.3.10. Providing guidance and direction for subordinates to accomplish their assigned responsibilities.

6.8.3.11. Participating, supporting, and promoting an overall understanding among personnel regarding the Air Force weight and fitness programs (AFPD 40-5, *Fitness and Weight Management*; AFI 40-501, *The Air Force Fitness Program*; and AFI 40-502).

6.8.3.12. Staying informed on issues and current events concerning the military in general and the Air Force, particularly issues being brought before Congress, that impact the Air Force.

6.8.4. We Are All Recruiters (WEAR) Program:

6.8.4.1. While it is a recruiter's job to tell others about the benefits of being part of the Air Force team, recruiters by themselves are limited in their abilities to interact with the number of quality young men and women needed to support the Air Force mission. All who pride themselves as a member of the world's greatest air and space team need to tell others about what it means to be an Air Force member and refer quality applicants to recruiters when possible. Air Force members can help by sharing Air Force opportunities with potential airmen, telling the Air Force story, introducing or referring young men and women to an Air Force recruiter, and by encouraging sharp airmen to volunteer for special duty with the Air Force Recruiting Service.

6.8.4.2. Additionally, the Air Force needs help maintaining public support by keeping people informed as to what Air Force members do and how they do it. One such program to help bring the Air Force story to the public is the Recruiter Assistance Program (RAP). The RAP is a way for Air Force members to assist local recruiters in finding quality young men and women to meet the challenges of today's Air Force. Air Force members can be a major influence in bringing the Air Force story to their hometown or place of previous residence by assisting the local recruiter in making contacts and developing leads. All active duty Air Force members are eligible to apply, but not all eligible are selected. The Air Force grants nonchargeable leave to those members who positively impact recruiting by participating in RAP. Air Force members may obtain more information about RAP and application instructions at <http://www.afrecruiting.com>.

6.9. Specific Responsibilities:

6.9.1. PME.

SNCOs must seek every opportunity for continued professional development. SNCOs enhance their leadership and management skills by attending the AFSNCOA (or other service-equivalent school), which they must graduate from, before assuming the rank of CMSgt. TSgts and TSgt selectees must graduate from

an in-resident NCO Academy before assuming the rank of MSgt. SNCOs and NCOs who decline to attend in-resident PME are ineligible for promotion, are denied reenlistment, and must separate or retire, if eligible, on their date of separation. However, they are still eligible for reassignment if they have sufficient retainability.

6.9.2. Formal Civilian Education.

To effectively perform as a craftsman and supervisor and provide leadership, a well-rounded education is important. Personnel striving to progress upward through the ranks should participate in both on- and off-duty education to the maximum extent possible. They should take full advantage of the educational services offered through the CCAF and military-sponsored educational programs. NCOs must understand and properly counsel individuals on their responsibilities for upgrade training while pursuing off-duty education.

6.9.3. Assignment and Utilization.

NCOs must be assigned to positions that permit the use of both their supervisory and technical skills. NCOs must demonstrate the exemplary attributes expected of dedicated professionals by:

6.9.3.1. Ensuring personnel and resources under their control are effectively used.

6.9.3.2. Remaining alert to adverse morale trends, initiating corrective action within their control, and providing the appropriate feedback to those appointed over them.

6.9.3.3. Maintaining the highest level of communication and rapport with subordinates, and remaining attuned to their needs.

6.9.3.4. Encouraging and motivating on- and off-duty involvement in unit and installation activities by leading the way.

6.9.3.5. Ensuring people are treated fairly by all on- and off-duty agencies and activities, and initiating corrective action for any instance that violates this principle.

6.9.3.6. Understanding Air Force promotion programs.

6.9.3.7. Leading the way in encouraging, participating, and promoting physical fitness programs.

6.10. SNCO Responsibilities.

In addition to NCO responsibilities, SNCOs:

6.10.1. Are responsible to lead and develop personnel under their supervision into a cohesive team. These teams must be capable of meeting any challenge and effectively accomplishing mission requirements. They must use the CFETP to ensure the personnel they supervise are technically trained, qualified, and scheduled to attend appropriate PME courses to acquire leadership and managerial skills. SNCOs must demonstrate sincerity and genuine concern in allowing subordinates to participate in self-improvement efforts. They must also ensure the technical skills and professional development acquired by their subordinates are used to the fullest extent possible.

6.10.2. Must be alert to detect adverse morale trends and provide feedback to the commander, first sergeant, immediate supervisors, officers, and staff chiefs. They must devote total effort to resolve the cause of any problem before it becomes a major issue and adversely impacts readiness.

6.10.3. Must establish and maintain rapport and communication with subordinates to remain attuned to their needs. By personal example and leadership, they encourage and motivate both on- and off-duty involvement in unit, base, and community activities. They must continue their personal and professional development (“whole person concept”) to serve as an example for their subordinates.

6.10.4. Must ensure enlisted members are treated fairly by all on- and off-duty agencies and activities. They must also ensure those agencies and responsible personnel are informed when such principles are violated and uncorrected deficiencies are reported to appropriate officials. The SNCO must take the lead to achieve, maintain, and enforce Air

Force standards as well as good order and discipline.

6.11. Unique SNCO and NCO Positions:

6.11.1. Recruiter:

6.11.1.1. Duty. The development and maintenance of the national defense structure requires a steady flow of highly qualified and motivated young men and women to perform the multitude of jobs required in the Air Force today and tomorrow. Responsibility for the number and quality of young men and women who are persuaded to embark upon an Air Force career rests almost entirely with individual recruiters. Recruiting duty is a 4-year, controlled tour. Recruiters receive special duty assignment pay and are reimbursed up to certain limits for authorized out-of-pocket expenses associated with the recruiting job.

6.11.1.2. Selection Process. Any SrA through MSgt with less than 16 years of military service may apply; however, the Air Force only selects the top personnel from a variety of career fields for recruiting duty. The ideal volunteer or candidate is an Air Force member sincerely motivated to be a recruiter and willing to accept any geographical area. Applications for recruiter duty come from two sources, the candidate pool identified by the AFPC and volunteers. Individuals from both sources can volunteer through the AETC assignment site (<http://www.aetc.af.mil/dp/recruiter/recruiter.htm>). If there are no suitable volunteers for some of the recruiting vacancies, the most eligible candidate is chosen. The recruiter screening team screens all applicants. This screening process is purposely rigorous and extensive, and is designed to ensure the best possible person for the job is selected, thus ensuring that person's likelihood for success as an Air Force Recruiter. The process includes review of the candidate's application, EPR history, credit check, OSI Automated Military Justice Analysis and Management System (AMJAMS) check, medical records (to include family), unit commander's recommendation, and an extensive interview/assessment process. Potential applicants are also administered the Emotional Quotient Inventory and the Emotional Quotient Interview, which are then scored against the profile of successful recruiters to determine potential skill matches for recruiting duty.

6.11.2. Career Advisor:

6.11.2.1. Duty. In an effort to address downward retention trends and ensure Air Force personnel are well informed of an Air Force career, the Air Force established a full-time SNCO career assistance advisor (CAA) position at each base. The CAA is aligned with the wing staff and is the commander's in-house "recruiter." This SNCO is required to serve as the commander's agent for retention program information, activities, initiatives, and incentives developed at Air Staff, MAJCOM, and local levels. The CAA also advises and assists local commanders and supervisors in career counseling. CAAs serve a minimum 2-year tour.

6.11.2.2. Selection Process. To qualify for a CAA position, an individual must be a MSgt or above and have prior qualification in any career field at the 7- or 9-skill level. CAAs are selected on location by the wing commander.

6.11.3. AFCFM:

6.11.3.1. Duty. AFCFMs communicate with MAJCOM functional managers and AETC training managers to disseminate Air Force and career field policies and program requirements. The AFCFMs use the utilization and training workshop (U&TW) as a forum and quality control tool to determine and manage career field education and training requirements as they apply to mission needs. Normally developed from the U&TW, the CFETP establishes the framework for managing the career field. When personnel fail to meet the established education and training requirements or possess exceptional qualifications that meet or exceed the established requirements, AFCFMs possess the authority to waive CFETP requirements, including career development courses.

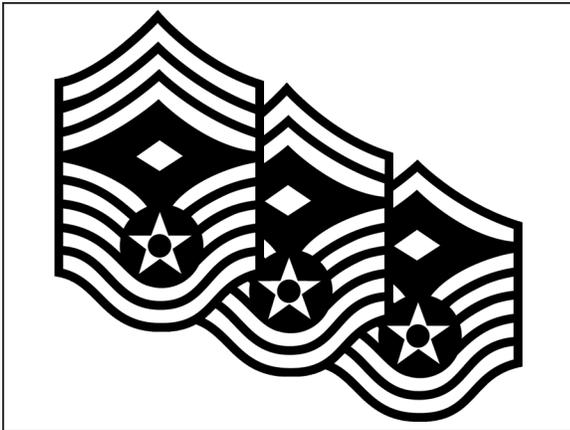
6.11.3.2. Selection Process. The AFCFM is appointed by the respective HQ USAF Deputy Chief of Staff or Assistant Chief of Staff.

6.11.4. First Sergeant:

6.11.4.1. Duty. Deriving authority from the unit commander, the first sergeant exercises general supervision

over assigned enlisted personnel and is the unit focal point for all matters concerning enlisted members. The first sergeant's role is time honored and rich in custom and tradition. As depicted in Figure 6.1, a distinguishing diamond device on the chevron identifies the first sergeant. In today's rapidly deployable Air Force, the first sergeant is critical to providing the commander a mission-ready enlisted force to execute the unit mission. As the vital link between the commander, enlisted personnel, and support agencies, the first sergeant must ensure the enlisted force understands the commander's policies, goals, and objectives, and that support agencies are responsive to the needs of unit personnel. Additionally, the first sergeant must remain vigilant for and move to resolve issues that, left unchecked, would adversely impact troop readiness.

Figure 6.1. First Sergeant Chevrons.



6.11.5. CCM:

6.11.5.1. Duty. The CCM position exists at the MAJCOM, wing, and comparable levels throughout the MAJCOMs. CCMs advise commanders on matters impacting the enlisted force, such as proper utilization, quality of enlisted leadership, management/supervisor training, operations tempo, and quality of life. They monitor compliance with Air Force standards, serve on advisory councils, and maintain a close relationship with the local community. They maintain a liaison between their commander, the enlisted force, and staff members, and they communicate with commanders on problems, concerns, morale, and attitudes of the enlisted force. They also ensure their commander's policies are known and understood by the enlisted force and serve as the functional manager for assigned first sergeants. CCMs wear the distinctive stripes shown in Figure 6.2.

6.11.5.2. Selection Process. CMSgts selected for CCM duty must be exceptionally well qualified with a broad breath of experience and significant supervisory/leadership experience. To be eligible, the member must have a minimum of 1 year time in grade as a CMSgt on the effective date of his or her screening board. HQ AFPC conducts an annual CCM screening board to create a candidate list for upcoming CCM vacancies. HQ AFPC notifies senior raters who nominate those CMSgts within their command who are interested and well suited for CCM duty. Hiring commanders select CCMs from the candidate list.

6.11.4.2. Selection Process. Based on the cumulative and important responsibilities and the impact of this position, only the most dedicated professional SNCOs should be selected for this special duty. First sergeants are selected through the Airman Retraining Program. The retraining program was established to encourage highly qualified MSgts to retrain into the First Sergeant career field. To further encourage participation, members are provided a base of choice (includes continental United States [CONUS] and overseas long-tour areas), if the manning and CCM at the boarding location supports it, and a 2-year deferment from reassignment if in the CONUS.

Figure 6.2. Command Chief Master Sergeant Chevron.



6.11.6. CMSAF:

6.11.6.1. Background. The idea of creating a CMSAF position surfaced in the Air Force as early as 1964 when the Air Force Association's Airman Advisory Council presented the idea. At that time, Air Force leadership rejected the proposal, fearing that such a position may undermine the formal chain of command. Purposeful action did not come until 1966 when Congressman Mendel Rivers introduced a bill that would mandate each of the services to appoint a SNCO. Congressman Rivers became convinced that the Air Force needed to follow the example of the Marine Corps (which had created the position of Sergeant Major of the Marine Corps in 1957) and the Army (which had created the position of Sergeant Major of the Army in 1965) and appoint a Senior Enlisted Advisor (SEA) to the CSAF. Although the Rivers bill

never passed, the Air Force recognized the tremendous support behind the proposal. On 24 October 1966, Air Force Chief of Staff General John P. McConnell announced the newly created position of CMSAF. In April 1967, Chief Paul W. Airey became the first to wear the unique insignia with the wreath around the star. Over the next decade, support for the office grew among both the senior leadership and within the enlisted force. Today, the CMSAF wears the chevrons depicted in Figure 6.3. To date, 14 individuals have served in this office (Figure 6.4). The present CMSAF, Gerald R. Murray, took office in July of 2002 (Figure 6.5).

6.11.6.2. Duty. The CMSAF acts as personal advisor to the CSAF and SECAF regarding the welfare, health, morale, proper utilization, and progress of the enlisted force. The office of the Chief Master Sergeant of the Air Force represents the highest level of enlisted leadership, and as such, provides the direction for the enlisted corps and represents their interests, as appropriate, to the American public. The CMSAF testifies before various legislative committees on issues such as pay and compensation and also provides the enlisted voice on numerous boards and panels. The CMSAF is the senior-ranking enlisted member of the Air Force.

6.11.6.3. Selection Process. The CSAF selects a CMSgt to perform duties as the CMSAF. The CSAF determines the tenure of the CMSAF.

Section 6D—Enlisted Professional Military Education

6.12. The College for Enlisted Professional Military Education (CEPME).

The CEPME was activated on 15 December 1993. The college is responsible for the instructional programs and faculty development of the airman leadership schools (ALS), noncommissioned officer academies (NCOA), and the AFSNCOA. In combination, these schools graduate approximately 25,000 students annually. The college conducts studies of enlisted PME issues and advises Air Force leadership on enlisted PME matters.

6.12.1. Mission and Goals.

CEPME's mission is to prepare the Air Force enlisted corps for increased leadership responsibilities. The college's goal is to expand the leadership ability of enlisted leaders and strengthen their commitment to the profession of arms.

6.12.2. Organization.

CEPME is comprised of a command section and its support staff, the educational programs cadre, the AFSNCOA, nine NCOAs located in the CONUS for active duty members, and the Air Force Enlisted Heritage Research Institute (AFEHRI). **NOTE:** Overseas NCOAs and all ALSs belong to their parent MAJCOM but follow guidelines published by CEPME.

Figure 6.3. Chief Master Sergeant of the Air Force Chevron.



Figure 6.4. Former Chief Master Sergeants of the Air Force.



Paul W. Airey
Apr 1967 - Jul 1969



Donald L. Harlow
Aug 1969 - Sep 1971



Richard D. Kisling
Oct 1971 - Sep 1973



Thomas N. Barnes
Oct 1973 - Jul 1977



Robert D. Gaylor
Aug 1977 - Jul 1979



James M. McCoy
Aug 1979 - Jul 1981



Arthur L. Andrews
Aug 1981 - Jul 1983



Sam E. Parish
Aug 1983 - Jun 1986



James C. Binnicker
Jul 1986 - Jul 1990



Gary R. Pfingston
Aug 1990 - Oct 1994



David J. Campanale
Oct 1994 - Nov 1996



Eric W. Benken
Nov 1996 - Jul 1999



Frederick J. Finch
Jul 1999 - Jul 2002

Figure 6.5. Gerald R. Murray, Chief Master Sergeant of the Air Force.



6.12.3. Academic Credit.

The nine CONUS NCOAs and the AFSNCOA are affiliated through CEPME with the CCAF. All ALSs and overseas NCOAs are directly affiliated with CCAF. CCAF is accredited by the Commission on Colleges, Southern Association of Colleges and Schools. Graduates of enlisted PME courses receive college credit with CCAF. CCAF is notified of PME class graduations, and records and transcripts are automatically updated.

6.13. ALS.

The ALS is the first of three programs enlisted professionals attend during an Air Force career. The ALS prepares SrA for supervisory duties. The goal is for SrA to understand their position in the United States Air Force organizational structure and the need for professional development to be effective NCOs. The ALS consists of 191 curriculum hours conducted over 24 academic days at 69 locations worldwide. Performance evaluations and objective examinations determine how well students achieve the instructional objectives. ALS completion is required before assuming the rank of SSgt. Instruction covers three broad areas: profession of arms, leadership, and communication skills.

6.14. NCOA.

In October 1993, a Headquarters, United States Air Force, program action directive ordered the transfer of the CONUS NCOAs from Air Force MAJCOMs to AETC. In November 1993, AETC assigned all CONUS academies to the newly formed CEPME. These NCOAs operate at Goodfellow AFB TX, Gunter AFB AL, Keesler AFB MS, Kirtland AFB NM, Lackland AFB TX, McGuire AFB NJ, Peterson AFB CO, Robins AFB GA, and Tyndall AFB FL. Overseas, HQ PACAF and HQ USAF operate four NCOAs at Hickam AFB HI, Kadena AB OKI, Elmendorf AFB AK, and Kapaun AS GE.

6.14.1. Mission and Goals.

The mission of the NCOAs is to prepare TSgts and TSgt selects for positions of greater responsibility by broadening their leadership and supervisory skills and expanding their perspective of the military profession. The goal is for students to gain an understanding of their positions in the military structure and to develop the skills necessary to be effective in these supervisory positions. Resident NCOA completion is required to assume the rank of MSgt.

6.14.2. Curriculum.

The NCOA's 220-hour curriculum consists of three areas: profession of arms, leadership, and communication skills. The principle method of instruction is the guided discussion.

6.15. AFSNCOA:

6.15.1. The Air Force established the AFSNCOA in 1972 to fill a void in Air Force NCO PME. In January 1973, the academy began its first class with 120 SNCOs and a curriculum divided into two major areas: military environment and military management. Presently, the academy has an annual enrollment of 1,800 SNCOs (SMSgts, SMSgt selects, and selected MSGts), chief petty officers, and international SNCOs. The academy conducts six 30-academic day resident classes each year. Offering instruction in three major areas—profession of arms, leadership, and communication skills—the academy is the capstone of enlisted PME. The instruction provided by the AFSNCOA makes a positive impact on the careers of its graduates.

6.15.2. The academy's mission is to expand the leadership capabilities of senior enlisted leaders and reinforce a commitment to the profession of arms through a dedicated and professional team. To accomplish its mission, the AFSNCOA conducts a quality education program that contributes to the professional development and motivation of senior enlisted leaders. Resident AFSNCOA completion is required to assume the rank of CMSgt.

6.16. AFSNCOA PME Course 00012.

Multimedia course 00012 on CD-ROM consists of three courses: profession of arms, leadership, and communication skills. There are five objective, multiple-choice tests. MSgt selects and above may enroll in this course through the local education office. Although not mandatory, it is one way new MSGts can gain additional knowledge about their

increasing responsibilities as they enter the SNCO tier.

6.17. Conclusion.

This chapter began by discussing the philosophy, purpose, and structure of the enlisted force. Next, it covered NCO rank and precedence, legal authority, and general and specific responsibilities. It briefly described special positions of trust SNCOs may hold and concluded with a discussion of PME programs. Anyone aspiring to become part of the backbone of the Air Force should be familiar with and live by the information presented in this chapter.

Chapter 7

NCO LEADERSHIP

Section 7A—Overview

7.1. Introduction.

Webster defines the word *lead* as “to act as a guide” or “to guide,” and *leader* as “a person who leads, directs, commands, or guides a group or activity.” Both definitions are stated simply, but the underlying implications of leadership are many and deep. There is a significant difference between commanding and leading. Given the authority, anyone can command. Leading, on the other hand, is a delicate art calling for people-oriented attributes that many find elusive or difficult to develop; however, with determination and practical experience, people can acquire leadership attributes. Commanders depend upon NCOs to lead subordinates to accomplish the mission. This chapter discusses the art of leadership and provides information to help evaluate a member’s own leadership abilities. It provides tips on how to become an effective leader using Air Force standards as a starting point, discusses the interrelationship of leadership and management, and lists beneficial leadership qualities. It also covers the concept of vision and provides an overview on empowerment and learning. Lastly, this chapter provides information on leadership flexibility and followership, dealing effectively with change, the critical relationship between leadership and core values, mentoring, and counseling.

Section 7B—Leadership

7.2. The Art of Leadership.

Leadership is the art of influencing and directing people to accomplish the mission. This definition highlights two fundamental elements: (1) the mission, goal, or task, and (2) the people who accomplish it. Leadership must support both elements. Accomplishing the mission is the primary task of every military organization; everything else must be subordinate. However, a successful leader recognizes that people perform the mission, and that without their support, the unit will fail.

Good leaders are people who have a passion to succeed To become successful leaders, we must first learn that no matter how good the technology or how shiny the equipment, people-to-people relations get things done in our organizations. People are the assets that determine our success or failure. If you are to be a good leader, you have to cultivate your skills in the arena of personal relations.

General Ronald R. Fogleman
Former Air Force Chief of Staff

7.2.1. Involvement.

Good leaders get involved in their subordinates’ careers. People merely obey arbitrary commands and orders, but they respond quickly and usually give extra effort for leaders who genuinely care for them. An often neglected leadership principle in today’s environment of technology and specialization is knowing the workers and showing sincere interest in their problems, career development, and welfare. Leadership is reflected in the degree of efficiency, productivity, morale, and motivation demonstrated by subordinates. Leadership involvement is the key ingredient to maximizing worker performance and hence the mission.

7.2.2. Accountability.

Leaders must be ready to hold themselves and their people accountable for their actions. They must be prepared to face difficult problems head-on and understand the mission, the people, and the standards.

Leaders lead by example and set the tone. Above all, they do not countenance selective enforcement of standards. I know of no more ruinous path...than selective enforcement of rules and standards Excellent leaders have very high standards and they enforce them without fear or favors.

General W. L. Creech
Former Commander, Tactical Air Command

7.2.3. Setting the Example.

Setting the example can sometimes be the toughest part of being a leader. However, to be successful, leaders must evaluate themselves and work on their shortcomings. Effective leaders lead rather than drive people. They make fair and firm decisions that are in the best interest of good order, discipline, and the successful accomplishment of the mission. A leader's responsibilities go further than just being responsible for accomplishing the mission. Effective leaders are not only expected to accomplish the mission, but to do so with the minimum cost in people, materiel, and money. While no one expects the leader to be perfect, a leader cannot demand the best from others if he or she cannot perform as expected.

7.3. Leadership Self-evaluation.

A leader must understand the scope of his or her responsibilities. The following questions give insight into what's expected of a leader and can help anyone aspiring to develop the necessary leadership skills. If you are truly honest with yourself, you will probably not answer "yes" to all of these questions. Your negative responses will provide you a direction upon which to focus your leadership improvement efforts.

7.3.1. Do I have the courage to make tough decisions and stand by them?

7.3.2. Am I flexible when dealing with changing situations?

7.3.3. Can I remain enthusiastic and cheerful when I am confronted with seemingly impossible tasks?

7.3.4. Am I willing to do my best with what seems to be inadequate means?

7.3.5. Can I inspire people to achieve outstanding results?

7.3.6. Am I willing to take reasonable risks to allow my subordinates to grow and become more productive?

7.3.7. Am I willing to let my subordinates be creative?

7.3.8. Does my manner invite communication?

7.3.9. Do I really listen? Can I withhold judgment until I have all the facts?

7.3.10. Am I willing to accept my subordinates' failures as my own, yet immediately recognize their successes as theirs?

7.3.11. Am I able to do many things at one time? Can I manage a complex job?

7.3.12. Can I carry out orders, as well as give them?

7.4. Advice to Leaders.

There are no magic formulas when it comes to being a successful leader—leadership is an individual and personal thing. Every leader develops a unique style. The best advice may be to "be yourself." However, aspiring leaders can still benefit from the recorded experiences of others. In 1976, while he was Commander in Chief, Pacific Air Forces, General Louis L. Wilson, Jr., wrote the following timeless advice:

7.4.1. Be Tough.

Set your standards high and insist that your people measure up. Have the courage to correct those who fail to do so. In the long run, your people will be happier. Almost certainly morale will be higher, your outfit better, and your people prouder.

7.4.2. Get Out from Behind Your Desk.

See for yourself what is going on in your work center. Your subordinates will see that you're interested in their problems, work conditions, and welfare. Many of your people problems will go away if you practice this point.

7.4.3. Search Out the Problems.

If you think there are no problems in your organization, you are ignorant. The trick is to find them. Foster an environment that encourages people to bring problems to you.

7.4.4. Find the Critical Path to Success.

Get personally involved in issues on a priority basis. Let your influence be felt on make-or-break issues in your organization. Avoid the “activity trap”—don’t spend your valuable time on inconsequential or trivial matters. Weigh in where it counts.

7.4.5. Be Sensitive.

Listen to your people. Communicate with them and be perceptive to their needs. Learn to recognize problems and seek out ideas. Be innovative. Recognize that effective communication involves shared perceptions. Don’t be afraid to empathize when necessary. Listen, listen, and listen!

7.4.6. Don’t Take Things for Granted.

Don’t assume things have been fixed—look for yourself. Furthermore, don’t assume problems will stay fixed. The probability is high that “fixed” problems will recur, so regularly monitor your processes.

7.4.7. Don’t Alibi.

Remember, you and your people will never be perfect. People will make mistakes, so don’t be defensive about things that are wrong. Nothing is more disgusting than the individual who can do no wrong and has an alibi for anything and everything that goes awry.

7.4.8. Don’t Procrastinate.

Don’t put off those hard decisions because you’re not willing to make them today. It won’t be any easier tomorrow. This doesn’t mean you should make precipitous or unreasonable decisions just to be prompt. However, once you’ve arrived at what you believe is correct, get on with it. Don’t block progress.

7.4.9. Don’t Tolerate Incompetence.

Once people demonstrate laziness, disinterest, or an inability to get the job done, you must have the courage to terminate their assignments. You cannot afford to do less. On the other hand, when your people are doing good work, recognize it and encourage them. Certainly they will do even better.

7.4.10. Be Honest.

Tell it like it is and insist that your people do likewise. They set their behavior patterns based upon your example. There is nothing more disastrous than garbled information, half-truths, and falsifications. Make sure your people know where you stand on this matter. Encourage them to come to you if they have questions about what is going on in the unit. You must create an atmosphere of trust and confidence. Finally, be honest with yourself—don’t gimmick reports and figures to make things look good on paper. Advice from a successful leader can be a beneficial tool to the aspiring leader, but where the aspiring leader applies this tool will determine his or her success. The perfect place to start is Air Force standards.

7.5. Air Force Standards.

Air Force standards of conduct, discipline, and customs and courtesies reflect the Air Force’s broad heritage and traditions. Air Force leaders not only must know these standards, they must also enforce them. While current Department of Defense and Air Force policies provide specific guidance on standards, leaders need to be familiar with the following areas:

7.5.1. Mission.

The mission of the Air Force is to preserve the United States as a free nation with its fundamental institutions and values intact. If a conflict occurs, the Air Force will respond with actions. The mission requires disciplined, dedicated, and educated people who live and work by the highest personal and professional standards.

7.5.2. Oath.

Upon entering the Air Force, each member voluntarily takes an oath. With continued service or reenlistment, each enlisted member reaffirms his or her belief and commitment to the following oath:

*I, (name), do solemnly swear (or affirm) that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same, and that I will obey the orders of the President of the United States and the orders of the officers appointed over me according to regulations and the Uniform Code of Military Justice.
So help me God.*

7.5.3. A Way of Life.

Air Force members are subject to duty 24 hours a day, 365 days a year. If so directed by a competent authority, they must report for duty at any hour, any location, and must remain there as long as necessary to get the job done. The Air Force mission necessitates more restrictive rules and standards than are normally found in civilian life. Individuals unable to maintain these higher standards will not be retained in the Air Force.

7.5.4. Chain of Command.

The chain of command provides the control and communications necessary to accomplish the mission. Each level is responsible for a lower level and accountable to all higher levels. The chain cannot work without loyalty to every level. The key principle is to resolve problems and seek answers at the lowest possible level. With loyalty up and down the chain, it is a highly efficient and effective system for getting things done.

7.5.5. Conduct.

The Air Force has a critical mission. Each member has specific responsibilities for accomplishing the mission. Each member must carry out orders, perform specific duty-related tasks, and live up to Air Force standards. Supervisors must make sure their subordinates meet these standards at all times. Standards of conduct apply both on and off duty, in personal behavior, and in the treatment of others in both military and civilian environments.

7.5.6. Professional Relationships.

To have an effective operation, the Air Force must have professional relationships among its members. In all supervisory situations, professional relationships must support the mission and operational effectiveness of the Air Force. Officers and NCOs must make sure their personal relationships with coworkers and subordinates do not give the appearance of favoritism or impropriety. Excessive socialization and undue familiarity, real or perceived, degrade leadership.

7.6. Leadership Versus Management:

Leaders are people who do the right thing. Managers are people who do things right.

Warren G. Bennis
Author

7.6.1. Which Is More Important?

Any discussion of leadership in today’s Air Force must include the controversial issue of leadership versus management. Some observers insist that military success depends on effective management, while others insist that charismatic leadership is the key to success. In reality, a combination of both is essential.

7.6.2. Roles of Leadership and Management.

To better explain the roles of leadership and management, we will examine them in terms of three elements: behavior, personal characteristics, and organizational situation.

7.6.2.1. Behavior:

7.6.2.1.1. Managerial behavior is based on building organizational relations that mesh together like the parts of a timepiece. Leadership behavior, on the other hand, concentrates on making the hands of the timepiece move so as to display the time of day. The behavioral focus of each is clearly important; but, while the manager may be preoccupied with the precision of the process, the leader concentrates on the inertial forces that drive the process.

Management is getting people to do what needs to be done. Leadership is getting people to want to do what needs to be done. The words of Field Marshal Sir William Slim, who led the British Fourteenth Army in the conquest of Burma in WWII, are worthy of note: “Leadership is of the spirit, compounded of personality and vision. Management is of the mind, more a matter of accurate calculation, statistics, methods, timetables, and routines.”

Warren G. Bennis
Author

7.6.2.1.2. Managers use the management process to control people by pushing them in the right direction. Leaders motivate and inspire people to keep moving in the right direction by satisfying human needs. In order to achieve a vision, leaders tailor their behavior toward their followers’ needs for achievement, sense of belonging, recognition, self-esteem, and control over their lives. Bennis offers an appropriate summary of this behavioral characteristics comparison in Figure 7.1.

Figure 7.1. Managers and Leaders: A Comparison.

BENNIS’ BEHAVIORAL CHARACTERISTICS COMPARISON	
<p>Managers</p> <ul style="list-style-type: none"> • Administer • Maintain • Control 	<p>Leaders</p> <ul style="list-style-type: none"> • Motivate • Develop • Inspire
WHITE’S PERSONAL CHARACTERISTICS COMPARISON	
<p>Managers</p> <ul style="list-style-type: none"> • Problem solvers • Statistics driven • Seek conflict avoidance • Thrive on predictability • Ensure organizational objectives are achieved (even if they disagree with them) 	<p>Leaders</p> <ul style="list-style-type: none"> • Analyze purposes and causes • Values driven • Accept and invite conflict • Ambiguous • Ensure their objectives and those of the organization become one and the same

7.6.2.2. Personal Characteristics. Figure 7.1 also illustrates a comparison of successful leaders and managers as researched by Professor Robert White of Indiana University. Neither type of behavior is exclusively positive or negative. Figure 7.1 suggests that leaders must have a grasp of management and leadership skills to be successful. Moreover, the two cannot and should not be separated. In other words, leadership is an art that includes management. The best managers tend to become good leaders because they develop leadership abilities and skills through practicing good management techniques. Similarly, seldom is there an effective leader who is not also a good manager. Successful leaders humanize their management skills with inspiration, empowerment, and vision through charisma.

7.6.2.3. Organizational Situation:

7.6.2.3.1. What are the organizational implications of management and leadership? Leaders launch and steer the organization toward the pursuit of goals and strategies, while managers ensure the resources needed to get there are available and are used efficiently along the way. To achieve a plan, managers organize and staff jobs with qualified individuals, communicate the plan, delegate the responsibility for carrying out the plan, and devise systems to monitor implementation. Leaders, however, do not just simply organize people—they align them. They understand the vision and are committed to it. (**NOTE:** The concept of vision is discussed in paragraph 7.8.) Additionally, they communicate the new direction to those who can create coalitions within and outside the organization.

7.6.2.3.2. To be successful, an organization needs both leadership and management. For an organization, strong leadership with weak management is no better and sometimes worse than the opposite. The challenge is to achieve a balance of strong leadership and strong management. While not the most effective approach, a peacetime military can survive with good administration and management up and down the hierarchy, coupled with good leadership concentrated at the top. A wartime force, however, must have competent leadership at all levels. Good management brings a degree of order and consistency to key issues like readiness, availability, and sustainment. However, no one has yet figured out how to manage people into battle. They must be led.

7.7. Leadership Qualities:

7.7.1. Positive Attitude.

Leaders wear their attitude on their sleeve, and by doing so, that same attitude is reflected in their subordinates. Enthusiasm is contagious and can deliver energy to all aspects of organizational operations. Although encouragement is normally considered an action, it is actually attitude related. The inclination to encourage subordinates, as well as oneself, is a powerful motivator and satisfies human needs. Effective leaders constantly embrace positive goals and display a positive attitude.

7.7.2. Values.

The degree to which trust, loyalty, and integrity are present in the leadership of an organization directly relates to the organization's effectiveness. Leadership is the capacity to generate and sustain trust, and trust is dependent upon reliability. Indicators of reliability, such as punctual attendance at all meetings, prompt attention to correspondence, and meeting task deadlines, all translate into the level of trust people have in one another. Trust must also be balanced with a willingness to remove people who cannot be trusted and to make tough decisions when necessary. While the right decision is not always the easiest decision, your subordinates will respect you for doing the right thing in the long run. They will reward trust in leadership with their own trustworthiness and loyalty. Like trust, loyalty is a two-way street. Leaders cannot demand unswerving loyalty of their followers without being willing to return it. Integrity is a consistent and honest demonstration of personal commitment to the organization and its vision. Therefore, leaders should be ever mindful of the ramifications of their behavior and strive to epitomize the Air Force core value of "*Integrity First.*"

7.7.3. Character.

The character traits of effective leaders include charisma, compassion, and courage. Effective leadership is a combination of competence and character. The lack of character, however, will most often prevent individuals from becoming great leaders.

But what if the leader, government-appointed or self-appointed, shouts, "Follow me!" and no one does? When do men sometimes follow him, and shout enthusiastically too? Something called "character" must be apparent in the leader. The followers must like him and want to be like him, or want him to like them. When it's over, they want him—private, sergeant, lieutenant, or even General Eisenhower—to clap them on the shoulder and say he's proud of them.

Paul Fussel
Author

7.7.3.1. Charisma. According to Webster, charisma is a special characteristic of leadership that inspires allegiance and devotion. Charisma can be effective, but it is not a cure-all for leadership needs. German sociologist Max Weber's research noted that charisma is often contrary to authority, and superiors consequently frown on it. Additionally, once it becomes "old hat" to subordinates, charisma's attraction and powers wane. Further, subordinates can easily spot disingenuous charisma, a characteristic that eventually erodes mission effectiveness.

7.7.3.2. Compassion. Compassion, coupled with understanding, is an important leadership trait. Because the human psyche bruises easily, most subordinates will withhold their true feelings, often to the point of distress. Additionally, if subordinates do not share their feelings, NCOs will struggle to improve their subordinates' performance. Compassion provides the stimulus to open up and discuss one's inner feelings.

7.7.3.3. Courage. Courage can take many forms. Leaders must demonstrate courage not only in combat and high-risk situations, but they must also demonstrate moral courage to be sincere and honest in their day-to-day taskings. They need courage to tell the truth about their unit's performance level, to welcome new ideas, and to act and do the right thing. Their courage gives courage to their followers, helping them to maintain composure in stressful situations. It also provides subordinates the motivation to endure hardships.

7.7.4. Credibility.

To be credible, leaders must have humility, commitment, and the ability to enhance the organization by drawing out the unique strengths of each member. They must also get their hands dirty from time to time. Only by occasionally joining the troops in the trenches is the leader able to experience the strain of the workload, observe progress, and identify problems. Credibility is very fragile. It takes years to earn through persistent, consistent, and patient leadership; yet credibility can be lost with one thoughtless remark, act, or broken agreement. In the present era in which jointness has become a reality, leaders are being challenged to demonstrate their credibility even more. Successful leaders earn credibility by leading by example and taking responsibility.

7.7.4.1. Leading by Example. Leaders lead by example. Leaders are positive role models by doing and paying attention to what they believe is important. Through positive behavior, leaders show others that they live by their values. They reinforce their credibility when they don't dwell on the effort they have put forth. Plus, subordinates are impressed when leaders don't exhibit undue strain in difficult circumstances.

7.7.4.2. Taking Responsibility. A crucial element of a leader's credibility is taking responsibility not only for his or her individual actions, but also for those of the subordinates as well.

All this has been my fault. It is I who have lost this fight, and you must help me out of it the best way you can.

General Robert E. Lee
After the failure of Pickett's Charge at Gettysburg

7.8. Vision.

Air Force leaders must have vision—vision that empowers, inspires, challenges, and motivates followers to the highest levels of commitment and performance. Therefore, it is crucial that we understand the concept of "vision."

7.8.1. What Is Vision?

7.8.1.1. Vision is helping people believe they can accomplish their goals and move toward a better future as a result of their own efforts. Inspiration is one way to convey vision. To better understand this concept, consider the following examples: President Franklin D. Roosevelt's announcement in May 1940 that the United States would produce 50,000 planes a year and President John F. Kennedy's 1961 announcement to put a man on the moon within the decade. Both goals were breathtaking, perhaps impossible by most standards, and yet both were achieved. In each case, the dramatic announcement and the infectious inspiration it bred achieved the goal.

7.8.1.2. A unique feature of the human brain is its ability to form mental images of the future and to translate these images into reality through leadership and action. The leader should constantly anticipate the influences, trends, and demands that will affect the vision next month, next year, and the next decade. Unfortunately, a common leadership error is to become preoccupied with the present at the expense of the future. To be of realistic value, the vision must be logical, deductive, and plausible. It must be specific enough to provide real guidance to people, but vague enough to encourage initiative and demonstrate relevancy to a variety of conditions. Leaders with no vision are doomed to perpetuate complacency. They fail to prosper because they keep doing things as they have always been done.

7.8.2. Implementing the Vision.

While senior leadership has the authority and responsibility to change the system as a whole, leaders at lower levels direct supervisors and subordinates to tasks more appropriate to the challenges of the new age. To do this, the leaders must communicate the vision to the unit, shop, or work center. Leaders are responsible for bolstering their subordinates' courage and understanding. However, launching a vision cannot be a solo effort. Those who work for and with the leader are an excellent source of ideas. Leaders can prepare the organization for potential changes to come and disarm resistance to change by soliciting suggestions and promoting wide participation.

7.8.3. The Downside.

Even a clearly articulated and achievable vision may flounder if appropriate resource management and leadership practices do not accompany it. Sometimes the vision becomes an obsession and adversely affects the leader's and followers' judgments as a result. What is crucial about the vision is not its originality, but how well it serves the mission requirements and strategic goals of the unit and the Air Force as a whole.

7.8.4. Maintaining the Vision.

Every leader wants an enduring vision. At the time of implementation, the vision was appropriate in regard to the organization's needs. However, over time it is not likely to remain fully applicable without some amendments. There is no regular schedule on which a vision should be revised. However, a wise leader does not wait for the alert to be sounded before thinking of alternatives. Rather, the vision-forming process should be continual. Leaders should encourage personnel of all ranks, levels, and occupations to contribute to the vision's articulation. The experience they gain will prove invaluable as they are promoted into more responsible, higher-level leadership positions and continue to build an effective path to the future. On the other hand, visions should not be arbitrarily modified if they are working and consistent with environmental and technological developments—they should be affirmed and supported. As technology and our environment continue to evolve, our vision and leadership style must keep pace.

7.9. Factors Impacting Leadership.

Leadership is a complex process by which a person influences others to accomplish a mission, task, or objective. Although an individual's position in the organization gives him or her the authority to accomplish certain tasks or objectives, this power does not make this individual a leader—it just makes the individual the boss. A person's leadership approach is what makes people want to achieve higher goals and objectives. A good leadership approach will make people want to achieve higher goals and objectives. To be successful, leaders must be able to adapt their approach to mesh effectively with the organizational environment. This environment is shaped by the heritage of the organization's past and present leaders. Two distinctive forces that form the parameters for behavior within an organization are culture and climate.

7.9.1. Culture.

Each organization has its own distinctive culture. This culture is the combination of the organization's past leadership, current leadership, crises, events, history, and size. This results in the development of routines or rituals, better known as the organization's code of ethical behavior. This code defines standards for acceptable behavior within the organizational culture, as well as the appropriate behavior in designated circumstances. Because the culture represents the shared expectations and self-image of the organization, it has a direct influence on leadership actions and thought processes.

7.9.2. Climate.

The climate is the feel of the organization. It is the individual perceptions and attitudes of the organization's members. While the organization's culture is deep rooted as a result of long-held formal and informal systems, rules, traditions, and customs, an organization's climate is a short-term phenomenon created by the current leadership. Climate represents the beliefs about the "feel of the organization" by its members. This individualized perception comes from what people believe could, should, and does occur within the organization. These activities influence both individual and team motivation. Hence, the leadership and management approach of the leader directly relates to and impacts the organizational climate.

7.10. Empowerment:

7.10.1. Empowerment Defined.

Empowerment is a force that energizes people. It provides people responsibility, ownership, and control over the work they perform. Some individuals interpret empowerment as merely the delegation of authority. Delegation is not empowerment; however, effective empowerment does require good delegation. Assigning people tasks, along with the freedom and authority needed to creatively accomplish the tasks, is the essence of empowerment. Consequently, empowerment is often confused with participative leadership—emphasizing sensitivity to needs, involving people, and asking people for help. While empowerment includes these concepts, it goes much further. Empowerment allows workers to become stakeholders in the organization's vision. Once they are committed to this vision, organization members begin to participate in shaping and fashioning it into a shared vision. This synergistically developed vision motivates people to focus on the future and what it holds, not simply because they *must*, but because they *want* to. For this approach to be successful, leaders must always be open and receptive to ideas and suggestions that could improve or refine the organization's vision.

7.10.2. Essence of Empowerment:

7.10.2.1. The essence of empowerment requires both leaders and followers to identify with their respective share of the organization's goals. The military is traditionally an authoritarian organization. The need for rapid decisionmaking and responses in times of crisis normally necessitates a traditional hierarchical framework. However, complex hierarchical frameworks do not always result in rapid decisions. Furthermore, the continual transformation of leader-follower roles is heralding an environment that allows both leaders and followers to more effectively realize organizational goals and objectives.

7.10.2.2. Effective empowerment is not new. The truly great leaders of the past never directly told their people how to do their jobs. Rather, they explained what needed to be done and established a playing field that allowed their people to achieve success on their own. Consequently, the follower's success became a success for the leader and the organization as well. While the responsibility for task completion may be on the leader's shoulders, the burden of getting the job done is shared by all. Therefore, the adage "It's lonely at the top" is indicative of a leader who does not recognize the strengths of his or her people. Subordinates can supply the details, missing steps, and concerns that often confront the leader's visionary goals and contribute to mission accomplishment. When leaders solicit input, they discover the knowledge, interest, and parameters of support.

7.10.3. Guidelines to Empowerment.

Empowerment enhances organizational performance by promoting contributions from every member of the organization. Trust is the cornerstone of the mutually dependent relationship shared by leaders and followers.

Therefore, the leader must be flexible and patient in introducing empowerment. By delegating decisions to those closest to the issues and by allowing subordinates flexibility in how they implement the vision, the leader successfully allows others to take ownership of the vision and experience pride in achieving it. It is essential, however, that the leader maintains a firm grip on operational requirements and strategic planning. The leader must also realize that not everyone is willing or ready to accept the reins of empowerment. To realize their potential in fulfilling the vision, empowered followers need sufficient training on the task at hand; otherwise, they are doomed to fail. On the other hand, subordinates who have expert knowledge in a particular field should be encouraged to use this knowledge and improve the vision where and when possible. Recognition is a key factor in perpetuating improvements. Hence, an important facet of empowerment is the appropriate recognition of contributions subordinates make to maximize mission success.

7.10.4. Potential Pitfalls.

Empowerment is frequently misunderstood and applied inappropriately. Empowerment is often associated with a laissez-faire style of leadership (that is, abdicating responsibility for tasks to subordinates who are left to their own devices). This fire-and-forget approach to empowerment demonstrates a total absence of leadership. Conversely, empowerment is a leader-subordinate relationship that requires even more refined supervisory skills than traditional autocracy. People continually need direction, knowledge, resources, and support. Furthermore, empowerment and vision cannot be imposed. To do so would breed compliance rather than commitment. From an application standpoint, many leaders seek consensus as a means to empower their people. However, while consensus is assumed to be good because it represents what the group as a whole wants, it is usually safe and free from innovative ideas. Additionally, consensus can divert an organization from its true goal or vision. The adage that “a camel is a horse built by consensus” is not so farfetched. Leaders do not seek consensus—they build it.

7.11. Learning:

7.11.1. The Leader’s Responsibilities.

Life in the military incorporates a perpetual requirement for continued training and education. Effective leaders must accept the responsibility of being both a master student and master teacher. Training is used to communicate and implement the organization’s vision and values at the supervisory and subordinate levels. Training is not only fundamental in focusing the organization’s strategic vision, but it also aids in developing the capabilities of the workers that make the vision a reality. Both formal and informal training do more than augment a unit’s level of technical expertise. By providing workers the skills they need to be successful, organizations realize increased levels of energy and motivation.

7.11.2. Fostering Growth:

7.11.2.1. Leaders foster professional growth by insisting their people focus attention on those aspects of a situation, mission, or project that the people control. This is not to say that tasks should be limited in scope or challenge. On the contrary, some adventure should be an integral part of every job. In order for people to be motivated to learn and excel, leaders should provide challenging and enlightening experiences. Consequently, some supervisors want to tell an employee what to do to improve. While this may impress the follower with the leader’s knowledge, it creates an unnecessary dependence on the leader and critically limits the follower’s value of the experience.

7.11.2.2. Rather, the role of the leader in fostering growth is to identify and analyze knowledge and improvement opportunities. This will ensure the advancements are permanent and pervasive, not temporary and specific. Leaders encourage the learning process by formally recognizing individual and unit successes, no matter how large or small. A more formal and direct way for the leader to encourage the subordinate to learn is by setting standards. Standards have the multiple effects of providing feedback to the leader on performance, ensuring quality control of unit output, and giving subordinates a goal and inspiration for developing and performing to the best of their ability.

People want to know what is expected of them. No one goes to work and says, “I am going to do a lousy job today.” People work to succeed, and they need to know how you measure that success. Allow for a few mistakes because people must be given the latitude to learn.

General H. Norman Schwartzkopf
Former Army Chief of Staff

7.11.3. Developing Subordinates:

7.11.3.1. To develop subordinates, a leader must:

7.11.3.1.1. Train replacements (the next generation).

7.11.3.1.2. Develop an understanding of roles and responsibilities.

7.11.3.1.3. Be an advisor and mentor.

7.11.3.1.4. Provide an opportunity for growth and promotion.

7.11.3.1.5. Clarify expectations.

7.11.3.1.6. Strengthen service identity.

7.11.3.1.7. Allow subordinates to make decisions and experience leadership.

7.11.3.1.8. Encourage and facilitate formal education.

7.11.3.2. An important milestone in any subordinate's development process is to experience a significant challenge early in his or her career. Developing people for leadership positions requires much work over long periods of time. Identifying people with leadership potential early in their careers and then determining the appropriate developmental challenges for them is the first step. The effective leaders of today had opportunities afforded to them early in their careers that required them to lead, to take risks, and to learn from both their triumphs and their failures. In business, successful corporations don't wait for leaders to come along. Rather, they actively seek out people with leadership potential and expose them to career experiences designed to develop their skills. However, it is prudent to caution leaders against becoming preoccupied with finding and developing *young* leadership potential. Leaders must guard against overlooking the "late bloomer" whose leadership potential was not evident early on. A late bloomer's combination of maturity, experience, and untapped potential is a valuable asset to any organization.

7.11.4. Dealing with Setbacks:

7.11.4.1. To learn and improve, people need to be encouraged to try new things; sometimes their efforts may fail. A fundamental aspect of empowerment is acknowledging the right to fail. Obviously, some common sense is required. There can be no tolerance for violating regulations, jeopardizing safety, or failing due to a lack of effort. However, if the setback is the result of a failed attempt, applaud the initiative and dissect it so the subordinate can learn from what went wrong. Unfortunately, the fear of failure prevents many otherwise capable individuals from pursuing their creativity and innovation. A subordinate's dedication to improving his or her abilities is a most valuable asset to an organization. Followers must remain optimistic, even in times of adversity.

7.11.4.2. Some people believe the key to success is to avoid failure. Consequently, they stay with the things they know and do well rather than risk failure by trying something new. The surest way to stifle creativity and innovation is to allow fear to perpetuate complacency. Subordinates count on the experience and understanding of strong leaders in dealing with setbacks. There is no substitute for being able to say to a subordinate, "I know what you're feeling, I've experienced similar setbacks. Here is how I chose to deal with the situation, and these are what the consequences of my actions were. Reflecting back on the situation, here is what I would do now if I had the chance to do things over."

7.12. Flexibility in Leadership Approaches:**7.12.1. The Approach.**

Without effective leadership, chaos reigns. Leaders embrace the organization's mission, develop a vision to meet the mission requirements, and then work to obtain it with the cooperation and support from the team members. Successful leaders keep subordinates productive by continually motivating them. Where there is

effective leadership, there are productive subordinates. Unfortunately, not all attempts at leadership are successful or effective. In the military, ineffective leadership is sometimes a byproduct of a lack of knowledge of the current circumstances. Without the ability or skill to adapt to these circumstances, a leader's attempts to increase worker effectiveness can fall short of the intended goal.

7.12.2. Follower Characteristics.

When it comes to assessing and improving subordinate effectiveness, leaders must consider the circumstances and the subordinate's needs. These circumstances and needs revolve around an evolutionary exchange: the leader-follower relationship. This relationship determines the subordinate's effectiveness through the evaluation of three attributes: aptitude, conditioning, and inclination. Through understanding and evaluating these three attributes, supervisors can decide on and implement the appropriate course of action with subordinates.

7.12.2.1. Aptitude. This attribute refers to the innate mental ability required to successfully perform a specific task. Aptitude is the basic skill required by an individual to relate to a specific situation. Although one's aptitude may be inherent, it can be affected by the external environment. Stress, exhaustion, anxiety, and fatigue are just a few of the factors that can impact a subordinate's aptitude to perform.

7.12.2.2. Conditioning. This attribute is comprised of all the learned or acquired skills the individual currently possesses. Conditioning is the individual's total body of knowledge, experience, and education.

7.12.2.3. Inclination. Inclination is an individual's attitude or willingness to complete a specific task. Feelings, thoughts, or perceptions about the task, or even an individual's confidence level regarding the task at hand can influence an individual's inclination positively or negatively.

7.12.3. Leadership Actions.

There is no one best way to successfully and effectively lead subordinates. The ability to adapt leadership styles to fit the needs of the individual and the situation is paramount to maximize mission accomplishment. Flexibility in leadership approaches takes on the shape of varying supervisory actions in regard to promoting subordinate performance. These actions are defined as commanding, providing, engaging, and empowering.

7.12.3.1. Commanding. In the literal sense, commanding is a highly directive form of leadership behavior in which the leader makes the decisions to increase or enhance the subordinate's efficiency or effectiveness. This may be predicated by the subordinate's inability or unwillingness to perform as required. Supervisors use strict actions to increase the subordinate's inclination and capability levels, along with continual monitoring and followup actions.

7.12.3.2. Providing. By providing knowledge, training, and operational skills, this approach strives to enhance the subordinate's duty performance. The incapability or insecurity subordinates often experience can be overcome by enhancing the subordinate's capacity to perform. Before proceeding, the supervisor must first determine if the problem stems from inaptitude or a lack of conditioning. If the subordinate's aptitude is lacking, focus on factors such as stress, anxiety, or fatigue. If lack of conditioning is the problem, increased levels of task certification and on-the-job training will prove beneficial.

7.12.3.3. Engaging. This leadership approach provides the subordinate with reasoning and direction. Sometimes subordinates possess the capability to perform, but they lack the willingness (inclination) to perform for some reason. In this case, the leader should establish a rapport with the subordinate and engage in above average amounts of counseling, guidance, and information sharing. The goal here is to change the subordinate's psychological behavior in relation to the task at hand.

7.12.3.4. Empowering. When subordinates demonstrate the aptitude, conditioning, and inclination to perform, supervisors are doing them a disservice by holding them back. In this approach, the leader gives the follower increased responsibility or partial autonomy. The empowering approach increases subordinate efficiency through the mutual respect and confidence shared by the leader and follower.

7.12.4. Impact on Follower Development.

Flexibility in leadership approaches revolves around the evolutionary process of developing subordinates to accept increased levels of responsibility. As subordinates evolve and their needs change, so should the level and type of interaction between the supervisor and the subordinate. If a leadership style is inappropriately used, the follower's developmental progression is put in jeopardy.

7.13. Dealing with Change:

7.13.1. Because leadership is charged with bringing new ideas, methods, or solutions into use, innovation is inextricably connected with the process of being an effective leader. Innovation means change, and change requires leadership. Leaders must be the chief transformation officers in their organizations and learn everything there is to know about the change before it even takes place. Furthermore, they must learn how to deal with the emotions that result from the chaos and fear associated with change. Putting new processes in place is not enough—the people supporting these processes must be motivated to meet the challenge and support the change. To do this, leaders must maintain a balance between a clear understanding of the present and a clear focus on the future.

7.13.2. The leader's first act is to create an organizational climate conducive to change by explaining the limitations and shortfalls of the present process and the possibilities and benefits of the proposed change. The leader's second act should be to facilitate the change itself. Walk the subordinates through the change, explaining the details and answering questions. Finally, the leader should reward those who comply with the change and refocus those who do not. The best quality a leader can demonstrate when coping with change is tough-minded optimism. The following are a few helpful hints for leaders coping with change:

- 7.13.2.1. Involve people in the change process.
- 7.13.2.2. Fully explain the reason for change.
- 7.13.2.3. View change positively.
- 7.13.2.4. Create enthusiasm for the change.
- 7.13.2.5. Facilitate change (avoid forcing it).
- 7.13.2.6. Be open-minded and experiment with alternatives.
- 7.13.2.7. Seek out and accept criticism.
- 7.13.2.8. Never get complacent.

7.14. Leadership and Core Values.

Leaders set the example and provide the vision and guidance for the entire organization. Effective leadership requires taking risks at certain times. Leaders are the epitome of our Air Force core values: *Integrity First, Service before Self, and Excellence in All We Do*. For a unit to excel, leaders must create an operating environment that includes an effective operating style intertwined with these values.

7.14.1. Create the Proper Environment.

Leaders are responsible for creating a working environment that inspires trust, teamwork, quality, and pride. In order to do this, leaders must keep communication channels open and easily accessible. Team members have a tremendous impact on improving existing processes, but only if their voices can be heard. Leaders must ensure and encourage open communication. Leaders must also ensure team members not only receive the training required to perform their role, but are also afforded opportunities for personal growth. Hence, when it comes to setting up subordinates for success, leaders must demonstrate their ability to inspire, coach, teach, and, perhaps most importantly, listen.

7.14.2. Give Everyone a Stake in the Mission.

Subordinates need to know how they fit into the overall unit mission and how their jobs contribute to the success of the organization. Furthermore, by opening up free-flowing channels for effective communication in the chain of command and empowering the workers, leaders inspire others to come forward with creative and innovative suggestions for process improvements.

We must foster an atmosphere in which people understand the purpose of their work and are empowered to improve the way we do business.

General Ronald R. Fogleman
Former Air Force Chief of Staff

7.14.3. Delegate Responsibility and Authority.

Leaders have highly skilled and trained professionals working for them. Therefore, leaders must demonstrate trust in their workers to get the job done by giving workers the responsibility they deserve for making decisions and changes. When appropriate, leaders should delegate responsibility to the lowest feasible level. This practice makes good use of everyone's expertise. Leaders must never lose sight of the fact that they are ultimately accountable for mission accomplishment.

Organization doesn't really accomplish anything. Plans don't accomplish anything, either. Theories of management don't much matter. Endeavors succeed or fail because of the people involved. Only by attracting the best people will you accomplish great deeds.

General Colin Powell
Former Chairman, Joint Chiefs of Staff

Section 7C—Followership**7.15. Introduction.**

Preoccupation with leadership often prevents us from considering the nature and importance of followership. At some point in time, everyone is a follower. Few leaders became successful without first having learned the skills of following. Therefore, it is essential to recognize the importance of followership, the qualities of followership, the needs of followers, and ways of promoting followership.

7.16. Importance of Followership.

Today's leader has an almost impossible task of keeping up with changing technology while at the same time coping with the demands of leadership. In many cases, the leader is no longer the most *technically* skilled person in the unit. He or she is now assigned personnel with advanced technological skills and capabilities. We often hear the expression, "People are our most valuable resource." The knowledge, skills, and abilities the subordinates of today possess offer limitless opportunities to maximize work center effectiveness. Therefore, leaders must tap into this resource by nurturing and developing their subordinates' capabilities and fostering their willingness to improve organizational effectiveness.

7.17. Qualities of Followership.

The following 10 points are essential to good followership; however, the list is neither inflexible nor exhaustive:

7.17.1. Organizational Understanding.

Effective followers must be able to see how their work contributes to the organization's big picture.

7.17.2. Decisionmaking.

Followers must be able to make sound decisions using a team approach.

7.17.3. Communication Skills.

Followers must have effective communication skills. These skills are crucial when working in a team environment, especially when providing feedback to team members.

7.17.4. Commitment.

Being able to successfully contribute to the organization, while at the same time striving to achieve personal goals, requires a strong level of follower commitment.

7.17.5. Problem Solving.

A broader scope of responsibility to help identify and resolve work center problems requires followers to share their knowledge, skills, and experience.

7.17.6. Integrity.

Followers must demonstrate loyalty and a willingness to act according to accepted beliefs. Integrity requires one to identify and be true to values.

7.17.7. Adaptability.

Ever changing roles, missions, and systems require followers to be able to adapt to change without being paralyzed by the stress of not knowing all the answers.

7.17.8. Self-employment.

Followers must take responsibility for their own careers, actions, and development.

7.17.9. Courage.

Followers must have the confidence and guts to do and say the right things at the right times.

7.17.10. Credibility.

By demonstrating competency in their words and deeds, followers earn trust and an honorable reputation.

7.18. Needs of Followers.

To be successful, leaders must devote attention to what subordinates want and expect from them. Otherwise, leaders may lose the opportunity to capitalize on the subordinates' talents or, in the worst case, lose their respect. Followers need to know they can count on their leaders when the going gets tough. Furthermore, respect is a two-way street, and followers also want to be respected. Followers who are treated as if they are unimportant, or perceive that they are unimportant, lose their willingness and desire to perform. Leaders can demonstrate belief in their subordinates by (1) maintaining or enhancing their subordinates' self-esteem, (2) listening carefully to their subordinates and responding with empathy, and (3) asking for their subordinates' help and encouraging their involvement. A few moments of sincerity and thoughtfulness will go a long way in satisfying subordinates' basic needs. Followers perform best when they *want* to be in a unit—not when they are *trapped* in it.

7.19. Promoting Followership.

Empowered followership, like motivation, requires a joint effort between leaders and the individuals they lead. This must be continuously promoted. Leaders must listen and respond to the ideas and needs of their followers, and followers are similarly required to listen and respond to the ideas and needs of their leaders. Mutual trust is the axis around which this synergistic relationship revolves, and the benefits reaped are plentiful. Team requirements are best served when the leader helps followers develop their own initiatives, encourages them to use their own judgment, and allows them to grow and become more effective communicators. As a result of promoting empowered followership, follower skills such as troubleshooting, problem solving, information gathering, conflict resolution, and change management will improve dramatically. Another way to promote empowered followership is by getting out among the

troops and sharing their interests. Subordinates respond to leaders who show sincere interest in them. The success of great leaders depends on their ability to establish a base of loyal, capable, and knowledgeable followers.

Section 7D—Mentoring

7.20. Mentor Defined.

A mentor is defined as “a trusted counselor or guide.” Mentoring, therefore, is a relationship in which a person with greater experience and wisdom guides another person to develop both personally and professionally. The long-term health of the Air Force depends upon the experienced member developing the next in line.

7.21. Mentoring Scope:

7.21.1. Mentoring helps prepare people for the increased responsibilities they will assume as they progress in their careers. Mentoring is not a promotion enhancement program—it is an ongoing process and not confined to formal feedback required by AFI 36-2406, *Officer and Enlisted Evaluation Systems*. It is a professional development program designed to help each individual reach his or her maximum potential. Professional development is not a new concept. It occurs at every echelon and activity. AFI 36-2909, *Professional and Unprofessional Relationships*, states rules regarding professional relationships. In particular, mentoring is part of a professional relationship because it fosters communication by subordinates with supervisors concerning their careers, performance, duties, and missions. It enhances morale and discipline and improves the operational environment while maintaining respect for authority.

7.21.2. Air Force mentoring covers a wide range of areas, such as career guidance, technical and professional development, leadership, Air Force history and heritage, air and space power doctrine, strategic vision, and contributions to joint war fighting. It also includes knowledge of the military ethics and an understanding of the Air Force’s core values of *Integrity First, Service before Self, and Excellence in All We Do*.

7.21.3. Commanders and supervisors must encourage subordinates to read and comprehend air and space power literature, such as Air Force doctrine and operational war-fighting publications and the books in the CSAF professional reading program.

7.22. Assignment of Mentors:

7.22.1. The immediate supervisor or rater is designated as the primary mentor (coach, counselor, guide, role model, etc.) for each of his or her subordinates. This designation in no way restricts the subordinate’s desire to seek additional counseling and professional development advice from other sources or mentors. Supervisors and commanders must make themselves available to subordinates who seek career guidance and counsel.

7.22.2. Key to the mentoring process is the direct involvement of the commander and supervisor. Commanders and supervisors must continually challenge their subordinates to improve. They must provide clear performance feedback and guidance in setting realistic professional and personal development goals—near, mid-, and long-term.

7.22.3. Several programs exist to help the commander and supervisor focus attention on a subordinate’s professional development. Among these are performance feedback, PME programs, academic education opportunities, assignment policies, recognition programs, and the individual’s own personal development actions. Additionally, many organizations, programs, and associations are dedicated to the advancement and education of military professionals. The Air Force Sergeant’s Association and NCO Association are two examples. Units may wish to contact program or association points of contact for speakers or use their resources to develop mentoring programs within the unit or on the base.

7.23. Mentoring Responsibilities.

Air Force leaders have an inherent responsibility to mentor future leaders. Supervisors must take an active role in the professional development of their subordinates. They must assist their people by providing realistic evaluations of both performance and potential. Supervisors must also be positive role models. As a minimum, mentoring consists of a discussion of performance, potential, and professional development plans during the performance feedback session. The feedback should include, as a minimum, promotion, PME, advanced degree work, physical fitness, personal goals and expectations, professional qualities, next assignment, and long-range plans. Mentors must distinguish between individual goals, career aspirations, and realistic expectations. Each individual defines a successful career

differently—there are numerous paths to meet individual career and success goals. Foremost, however, individuals must focus on Air Force institutional needs. The Air Force must develop people skilled in the employment and support of air and space power and how it meets the security needs of the nation. While there is nothing wrong with lofty goals, mentors must ensure personnel realize what high but achievable goals are.

7.24. PME and Academic Education.

PME and academic education enhance performance in each phase of professional development and build on the foundation of leadership abilities shown during the earlier stages of an individual's career. The role of PME in professional development is to prepare individuals to take on increased responsibilities appropriate to their grade and to enhance their contribution to the Air Force. Members should focus on developing skills needed to enhance professional competence and becoming superior leaders while expanding their operational employment of air and space power principles. Postsecondary degrees (associate's, baccalaureate, master's, or other advanced academic degrees) can be important to professional development to the extent that they enhance the degree holder's job and professional qualifications. A degree directly related to an individual's primary specialty area or occupational series is the most appropriate because it adds to his or her depth of knowledge. In some career fields, advanced formal education is a prerequisite for certain jobs. A master's or advanced academic degree in management or more general studies enhances job performance for personnel reaching the highest grade levels where duties may require broader managerial skills.

7.25. Professional Associations.

Many private organizations develop professional skills and associations for individuals in many career fields and technical specialties. Membership in such associations may provide additional opportunities for mentoring as well as broadening technical expertise.

7.26. Evaluation and Performance Feedback.

Air Force evaluation systems are designed to accurately appraise performance. Substantive, formal feedback is essential to the effectiveness of the evaluation systems. Performance evaluation systems are an integral part of mentoring and professional development. Performance feedback is designed to provide a realistic assessment of performance, career standing, future potential, and actions required to assist the ratee in reaching the next level of professional development.

7.27. Promotion Selection.

The WAPS outlines the requirements for promotion selection (SSgt through MSgt) and provides feedback score sheets to enlisted members considered for promotion. These score sheets help the individual determine professional development needs. Selection for promotion to SMSgt and CMSgt is accomplished using an integrated weighted and central selection board system. In addition to the weighted score, the central selection board evaluates each individual using the "whole person concept." Board scores are determined by considering performance, leadership, breadth of experience, job responsibility, professional competence, specific achievements, and education. The board score is added to the weighted score to determine order of merit for promotion.

7.28. The Military Assignment System.

The mentor and the individual should both focus on obtaining an assignment that enhances professional development and meets Air Force needs without necessarily keying on a specific position or location. The individual is expected to do well in his or her current assignment. When an individual becomes eligible for reassignment, he or she should address assignment preferences with the supervisor. Assignments should complement the individual's professional development needs and be second only to mission requirements. Supervisors can use the CFETP to help develop career path guidance.

7.29. Recognition, Awards, and Decorations.

Military members are eligible for consideration for various decorations throughout their careers. However, supervisors should not submit recommendations just to "do something for their people." Supervisors should restrict recommendations to recognitions of meritorious service, outstanding achievement, etc., that clearly place the individual above his or her peers.

Section 7E—Counseling

7.30. Introduction.

Effective counseling can improve subordinate performance. Air Force supervisors have the responsibility to counsel subordinates when the need arises. This section will assist supervisors in meeting this responsibility.

7.31. Purpose of Counseling.

The two major purposes for counseling are to help people make wise choices and decisions and to help people be better adjusted or to promote their mental health. This section focuses on the first purpose—to help the supervisor help subordinates improve or change their behavior by making wise choices and decisions. By assisting them with making wise decisions, the supervisor can help them improve their job performance and general feeling of self-reliance. The second purpose—to help people be better adjusted or to promote their mental health—should be left to professionals in the field of mental health. This aspect is discussed later in paragraph 7.36.

7.32. Counseling Defined.

Counseling has many definitions. By extracting three common characteristics from the various definitions, counseling can be defined as a process, involving a helping relationship, and directed toward improvement or change in subordinate behavior.

7.32.1. Counseling as a Process.

Counseling may be viewed as a three-phase process or cycle of helping. This three-phase process consists of the following:

7.32.1.1. Self-exploration. In the first phase, the supervisor directs efforts toward establishing a base or building a good relationship with the counselee. During this phase, the counselee is allowed to explore the problem in depth. The supervisor uses listening skills, proper responses, and effective questioning techniques, along with empathy, respect, warmth, and genuineness.

7.32.1.2. Self-understanding. Once the foundation for the relationship is established, the supervisor helps the counselee gain self-understanding. The supervisor assists the counselee in making some sense out of the many pieces of the puzzle. Although a counselee thinks about his or her problems a great deal, the counselee is frequently unable to change this behavior. A counselee may recognize that nightly visits to the club interfere with job performance and yet persists in this behavior. What's missing is the counselee's commitment to change. Therefore, in this phase, the counselee must not only understand the problem in depth, but must also make a commitment to follow through with a plan or program designed to correct the inappropriate behavior.

7.32.1.3. Counselee Action. The final phase may be the most difficult. The supervisor and counselee must devise a plan that the counselee can follow to resolve his or her problems. The supervisor and counselee consider alternatives and the possible consequences of the various plans before selecting one. The emphasis is on outcomes and achievement of attainable goals.

7.32.2. Helping Relationship.

A helping relationship refers to interactions in which the supervisor (as the counselor) makes a determined effort to contribute in a positive way to the counselee's improvement. In counseling, the supervisor establishes a helping relationship by drawing upon practices that help the counselee live more in harmony with himself or herself and others, and with a greater self-understanding. The relationship develops because the counselee needs assistance, instruction, or understanding.

7.32.3. Improvement or Change in Behavior.

Counseling can be considered successful when some kind of change or improvement occurs in a counselee's observable behavior. For example, after counseling, it is not enough for a counselee to merely speak of renewed confidence in dealing with peer relations. Such a comment does not ensure that the counseling was

successful. However, if the counselee shows more consideration and is less quarrelsome in the work center, then the supervisor has observable evidence that the behavior has changed or improved. Or, consider a counselee who could not perform satisfactorily on quality assurance evaluations because of a high anxiety level. A report that the counselee passed several evaluations without experiencing anxiety would be evidence that the counselee's behavior had improved after counseling intervention. While one can't say with certainty that the change was the result of counseling, intervention most likely contributed to the improved performance.

7.33. Requests for Assistance.

Subordinates may ask for information, action, understanding, or involvement. If a subordinate asks for information, he or she is basically seeking a verbal response. When a subordinate asks for a publication needed to complete a task, the supervisor would normally take the appropriate action to get it. Neither of these interactions would be classified as counseling. However, when a subordinate verbalizes a request for understanding or involvement, he or she is generally seeking a helping relationship that involves counseling. Most subordinates have occasions when they wish to talk with others about matters important to them. Supervisors must be alert to these needs even when they are not verbalized and be ready to enter into a helping relationship.

7.34. Effective Counseling Components.

All theories and approaches to counseling stress the relationship between participants as the common ground for the helping process. Such a helping relationship allows the supervisor to contribute in a positive way to improving the subordinate's attitude and performance. The counselor's role is often described as a facilitator of change. Because the helping relationship is so significant in effective counseling, its components—the counseling environment, stages of the helping interview, counselor attitudes, interviewing skills, and responding—need to be clearly understood.

7.34.1. The Counseling Environment.

The setting in which counseling is conducted has some bearing on whether the relationship will be facilitated or thwarted. The supervisor should strive to provide an atmosphere that will most contribute to communication.

7.34.1.1. Privacy. One of the most important physical considerations is privacy. Counsees desire and have a right to not be seen or heard by others when they enter into a counseling relationship. Nothing will limit or hinder a relationship faster than knowing others are able to see or hear what is taking place.

7.34.1.2. Chair Arrangement. The effect of chair arrangement during counseling has not been researched a great deal. What research is available, however, suggests that a seating position across the corner of a desk works well. Another arrangement is comfortable chairs placed close to each other at a 90-degree angle with a small table nearby. Or, the supervisor may find that a chair-facing-chair arrangement works better. Most counsees should be comfortable with a distance of approximately 30 to 40 inches between themselves and the counselor.

7.34.1.3. Limited Interruptions. A primary consideration is to establish rapport and build trust. Outside interruptions can hinder the process. Phone calls, knocks on the door, people who want "just a word," and administrative assistants who must have a signature "at once" may destroy in seconds what the supervisor and counselee have tried hard to build over a period of time.

7.34.1.4. Folders. Information in a counselee's folder can be useful when preparing for a counseling session. However, this folder should be placed in a drawer or removed from view before the counselee arrives. Otherwise, the counselee may become more concerned with the contents of the folder than in discussing the problem.

7.34.1.5. Confidentiality. Counsees may reveal intimate, personal, and sometimes painful details and experiences. Because such highly personal and private revelations may be embarrassing or bring ridicule, counsees do not wish them to be disclosed. They usually assume that others will not have access to their disclosures without their express consent. When a subordinate enters counseling under this assumption, a confidential relationship exists, and the supervisor is normally obligated to maintain this confidentiality. However, there are legal implications involved in addition to the ethical considerations. Legal rights and

responsibilities concerning confidentiality when counseling in a military setting are discussed in paragraph 7.39.

7.34.2. Stages of the Helping Interview.

The three basic stages to every interview are initiation, development, and closing. Earlier in this chapter, the development stage was discussed in terms of self-exploration, self-understanding, and counselee's action. The following paragraphs outline initiation and closing in more detail:

7.34.2.1. Initiation:

7.34.2.1.1. During this stage, the supervisor works to establish rapport. Focus may be on a neutral topic or event known to both the supervisor and the counselee. Avoid trite conversation that may result in an increase in strained feelings, such as "It's a nice day, isn't it?" Being friendly, attentive, and demonstrating interest to reduce counselee resistance is important, but don't make the mistake of consuming valuable time with extended idle conversation. Any opening conversation should be brief. Focus on the counselee's reason for being there. Statements such as "Please tell me what you wished to see me about," "I understand you wanted to see me," "I've asked you to come in because..." or "Please feel free to tell me what's on your mind," should get you off to a good start. Try avoiding the use of "May I help you?" and "What is the problem you would like us to discuss?" The words "help" and "problem" may hinder the relationship.

7.34.2.1.2. Begin the counseling session on time or provide a good reason as to why the appointment was not met. Tell the counselee how much time is available for the counseling session. This procedure provides an important framework for the interview and allows the counselee to get oriented. If available, 30 to 45 minutes is generally sufficient for counseling sessions. However, few supervisors have the luxury of this much time. Structure the interview according to the time available. Initiation ends when the supervisor and the counselee understand what is to be discussed and agree that it should be. Although the focus may shift to a more primary concern as the interview progresses, both individuals have agreed to discuss a point and are ready to proceed.

7.34.2.2. Closing. Both partners in the interview should be aware that closing is taking place. During this stage, no new material should be introduced or discussed. If such information does come out, schedule another counseling session. A concluding statement by the supervisor may suffice. Or a short summation of the session with the agreed-upon course of action by either the supervisor or the counselee can also effectively close out the session. Closing is especially important because what occurs during this last stage is likely to determine the counselee's impression of the interview as a whole.

7.34.3. Supervisor/Counselor Attitudes.

The essential components of the helping relationship are attitudes rather than skills. For this reason, it is difficult to analyze what good supervisors do to establish a helping relationship so others can be trained to do likewise. During a counseling session, supervisors must communicate the attitudes of acceptance, understanding, and sincerity by their actions, words, gestures, and facial expressions. The main skill is communicating to the counselee that the supervisor understands what the counselee is trying to express and doing it in a warm and sincere way.

7.34.3.1. Acceptance (Warmth). Different authorities use different terms to describe this attitude or core condition of counseling. Some call it "unconditional positive regard," while others use the term "nonpossessive warmth." Primarily nonverbal, this attitude is a direct outgrowth of the counselor's ability to not appear to judge. It involves a willingness to allow the counselee to differ in his or her opinions from other counselees and a realization that the experiences of each counselee are a complex pattern of striving, thinking, and feeling. The counselee experiences acceptance as a feeling of being unconditionally understood, liked, and respected. Acceptance—a positive, tolerant attitude on the part of the counselor—is one of the conditions that enables the counselee to change behavior.

7.34.3.2. Understanding (Empathy). Counseling is basically a perceptual task. Without first learning to listen, watch, and understand, it is not possible to learn to say the right thing at the right time. While listening, the supervisor must envision himself or herself in the counselee's place and try to see the circumstances as the counselee sees them, not as they look to an outsider. While simple to say, this is an

attitude that seems hardest to learn. The first step in communicating this attitude is to listen carefully to what the counselee says concerning his or her feelings toward the situation. The next step is to think of words that represent the counselee's feelings and the situation. Finally, use words to tell the counselee that you understand his or her feelings and the situation.

7.34.3.3. Sincerity (Genuineness). With this attitude, essential harmony exists between what the supervisor says and does and what he or she really means. Sincerity is the opposite of phoniness. The supervisor cannot role-play being a counselor. The supervisor needs to mean what he or she says and say what he or she feels, keeping in mind that the goal is to help the counselee.

7.34.4. Interviewing Skills.

The following interviewing skills can assist in developing a helping relationship with counsees:

7.34.4.1. Attending Behavior. This pertains to the physical behavior the supervisor exhibits while listening to the counselee. Posture, eye contact, and facial expression carry messages to the counselee. Effective attending skills communicate interest. If the skills are ineffective, it is doubtful that a helping relationship will develop. Effective attending behaviors show acceptance and respect for the counselee. Eye contact is regular; movement is toward and not away from the counselee. Posture should be relaxed, leaning slightly toward the counselee. Match facial expression with feelings or the counselee's feelings. Keep the voice clearly audible, neither too loud nor too soft. Maintain a high energy level and stay alert throughout what could be a long conversation. Effective attending skills can be developed with practice although initial efforts may seem mechanical. Good attending skills can develop if the person works hard at projecting acceptance, understanding, and sincerity.

7.34.4.2. Noting Nonverbal Behavior. Nonverbal responses are more likely to transmit the real message than spoken ones. Facial expressions alone can transmit over half the meaning of a message. The nonverbal responses are automatic, and the counselee will not generally be aware of them. However, do not fall into the trap of believing a certain nonverbal response can mean but one thing. Arms folded across the chest may mean defensiveness, but it may also mean the person is comfortable in this position, is cold, is covertly scratching, or has dirty hands. Nonverbal behavior also varies from culture to culture. Therefore, nonverbal behaviors must always be judged within the context of what is happening in the counseling session and their meaning considered tentative. In counseling sessions, the counselee's nonverbal behaviors provide clues to possible underlying feelings or motives but do not always serve as proof they exist.

7.34.4.3. Questioning Techniques. Questioning is a common and very overused technique. Used improperly, it tends to make a counselee see the counseling session as an inquisition in which he or she can sit back and think along the lines indicated by the questions. One question usually leads to another; before long, the supervisor is searching for additional questions to ask. Or questions may be asked accusingly, arousing fear and suspicion instead of cooperation on the part of the counselee. Used properly, questions can solicit needed information and direct counselee conversations to fruitful channels. When used, the questions should be open ended and require more than a "yes" or "no" response. For instance, ask "How did you feel after the test?" instead of "You felt great after the test, didn't you?" Avoid double-barreled questions such as "Are my questions helpful, and are you learning more about yourself?" Use indirect questions where possible because they inquire without seeming to do so. For example, "You've been here in the squadron a week now. There must be a lot you want to talk about." Another example would be "You must have many thoughts about our new procedures."

7.34.5. Responding:

7.34.5.1. Responding skills allow the supervisor to communicate with the counselee without relying on questions. Counselors learn to use responding skills through practice. At first they may seem mechanical, but with practice they become quite natural.

7.34.5.2. Restating the content is an attempt to convey understanding either by simply repeating or by rephrasing the communication. In restating, no attempt is made to clarify, interpret, or organize what the counselee has said.

7.34.5.3. Reflection of feeling shows that the counselee's feelings or experiences are correctly understood. Reflection techniques bring counselee feelings and attitudes to the surface. These techniques also bring problems into awareness without making the counselee feel pushed. The supervisor simply mirrors the counselee's attitudes so they can be clarified and understood. When properly used, reflection helps the counselee feel understood while clarifying his or her thinking so the situation can be seen more objectively. For instance, a counselee may say, "It's so hard knowing my wife is in the hospital while I'm TDY and there's absolutely nothing I can do." To reflect feeling, you may respond with, "I know you feel anxious and entirely helpless right now."

7.34.5.4. The "mm-hmm" response accompanied by a nod of the head is one of the most common reinforcing responses. Though not a word, it is a clearly uttered sound. When used, it indicates, "Go on. I'm with you. I'm listening and following you."

7.34.5.5. Silence as a response can be difficult to master. However, there are two times when it is especially appropriate. A pause may come because the counselee is thinking over what he or she just expressed and interruption would be inadvisable. Or silence may fall just after an emotionally laden expression by the counselee; quiet acceptance of this pause is appropriate.

7.34.5.6. Clarification is another important response. It can be used to make what has been said more understandable or to verbalize ideas and feelings the counselee has had difficulty expressing clearly. The supervisor may use this technique or, at other times, may need to have the counselee clarify something he or she said. In this situation, an appropriate response may be a question such as "I'm sorry. I don't quite understand your role in the argument. How did it get started?"

7.35. Counseling Approaches:

7.35.1. A Framework.

Supervisors who do even a moderate amount of counseling should give some serious thought to the approach they use. Thought put into selecting an approach should culminate in a theoretical base or foundation from which to operate—one that is most tailored to the situation and will provide a framework or structure for the session. Without this framework or structure, the supervisor may flounder during counseling sessions with vague goals and no means of achieving them. Once developed, this theoretical base allows comparisons between the unique information supplied by the counselee and a larger set of generalizations about human behavior. Since the supervisor must make predictions alone or with the counselee about the effects of each course of action available, theory provides the structure for making appropriate selections.

7.35.2. Categories of Approaches.

Counseling approaches can be categorized as cognitive, behavioral, or affective. While extensive training and full understanding in the theories is not required, the techniques and practices culled from them may help develop a personal counseling approach. As the supervisor becomes more knowledgeable and experienced, applying the techniques and practices from the different approaches may increase the probability of providing the appropriate help to subordinates. The following information highlights the three approaches:

7.35.2.1. Cognitive Approach. Rational-emotive counselors view people as being capable of both rational and irrational thinking. Particularly important to this viewpoint is the concept that much of emotional behavior stems from "self-talk" or internalized sentences. What we tell ourselves is or becomes our thoughts and emotions. Thus, negative emotions such as fear, anxiety, embarrassment, and shame come from the thinking process. Simply stated, if individuals learn to control their thinking, they can learn to control their emotions. For example, before subordinates get ready to perform a new task, they start talking to themselves. They picture all the things that can go wrong, and anxiety starts to build. They continue to picture the worst possible outcomes, and the anxiety increases. Consequently, they then have difficulty performing because of their own irrational thinking that triggered the negative emotion of fear or anxiety. Supervisors who borrow from rational-emotive theory would explain to the counselees how such self-talk brings on the very thing they are trying to avoid. They try to get the counselees to view the situation realistically. What is the probability that the worst possible thing will occur? What if they should fail? By focusing on the faulty reasoning, emphasis shifts to eliminating self-talk that stands in the way of counselee progress and causes negative emotions. If counselees change their negative thoughts to positive ones, they can learn to control their emotions.

7.35.2.2. Behavioral Approach. According to behaviorists, most human behavior is learned and is therefore subject to change. Effectiveness in counseling and the outcome of the counseling can be assessed by changes in specific subordinate behavior outside the counseling setting. Basic to behavioral counseling is the principle of reinforcement. Rewards such as praise, respect, and awards are given for appropriate behavior in hopes of getting subordinates to repeat the behavior. For instance, if a subordinate is commended for a job well done, this reinforcement should motivate the subordinate to perform well in hopes of again receiving recognition (positive reinforcement). At other times, certain subordinate responses stop disapproval, criticism, or nagging from others. Thus, this behavior is reinforced by removing the disapproval, criticism, or nagging, and the particular response should occur again. For instance, a subordinate does not get along well with other people in the work center and is not accepted by these people. After counseling, the subordinate responds to coworkers differently, stopping the disapproval. This new form of behavior has been reinforced and should continue to be used by the subordinate (negative reinforcement). Behavior that is not reinforced will be eliminated over a period of time. Supervisors must be aware that everything they do and say reinforces behavior (negative or positive). When using behavioral techniques in counseling, the supervisor should help the counselee outline a course of action that has a good chance for positive reinforcement.

7.35.2.3. Affective Approach. One affective (or humanistic) approach is client-centered counseling. This approach stresses the counsees' ability to determine the issues important to them and to solve their own problems. Client-centered counselors see counsees as basically good and behaviors as being purposeful or goal directed. If placed in the proper counseling relationship and given the opportunity, counsees will choose a course of action that will lead toward reaching their potential. The supervisor's prime responsibility as a counselor is to create a helping relationship so counsees can gain self-understanding and self-acceptance.

7.35.2.3.1. The client-centered approach may be especially effective in a situation where the counselee is grappling with personal conflict. Consider, for example, a situation in which the counselee must decide to stay in school and complete a course or withdraw to return home to solve or deal with a difficult family problem. Either option is feasible from an administrative standpoint. From the supervisor's point of view, the counselee should return home, resolve the problem, and return to complete the course at a later time. However, no one knows the counselee and his or her total situation better than the counselee; consequently, only the counselee can make the most reasonable choice. In this case, the self-concept of the counselee may include attitudes that preclude being a quitter or leaving commitments unfulfilled. What seemed to be the wisest choice would not necessarily be the best one from the internal vantage point of the counselee. The client-centered supervisor-counselor's task is to establish a helping relationship in which the counselee knows he or she is accepted and one in which the counselee is free to make choices without fear of losing the supervisor's regard and understanding. In this helping relationship, the counselee will generally choose the course that is best for him or her.

7.35.2.3.2. Many military supervisors will be dealing with immature subordinates who have never taken responsibility for their own behavior or actions. With these subordinates, the client-centered approach is often particularly effective. If certain subordinates consistently ask the supervisor's opinion on how to handle problem situations, the supervisor should work with them to establish a helping relationship. Give them the responsibility for resolving the problem situation. Also, give positive recognition as a form of reinforcement. Over time the supervisor should see a decreasing need for assistance.

7.36. Referral.

Referral is the process of finding someone else to help the counselee. Occasionally, the supervisor may have a subordinate with a problem that calls for a specialized service. In this case, a referral to a professionally qualified person would be more appropriate than attempting to help the subordinate solve the problem. Marriage and family concerns, drug and alcohol abuse, and emotional disturbances brought on by stress are common problems where referral is appropriate. Referral is also appropriate for subordinates who may need specialized assistance from the legal office, military equal opportunity (MEO) office, or another base or community agency. It's always better to refer individuals with these concerns to a professional who has the required education and training to deal with them.

7.36.1. Appropriate Referral Agencies.

Supervisors should be familiar with the referral possibilities before suggesting this course of action to the subordinate. What kind of special service does this person require? Is it available? And, if so, where? What is

the extent of services available on base? The life skills support center is able to handle a variety of problems due to the diverse background of the professionals assigned. The drug and alcohol abuse unit can give specialized assistance. Usually the base chaplains are trained counselors. A variety of community services is also available to military personnel and should not be overlooked as referral possibilities. When referral becomes a consideration, the supervisor should not hesitate to discuss the situation with his or her supervisor or someone else who has professional training. The supervisor may also need to call base or community agencies for their recommendation.

7.36.2. Couselee Resistance.

The couselee may show resistance, doubt, fear, guilt, or defensiveness when referral is suggested. The supervisor must be prepared to cope with these reactions. When suggesting referral, the supervisor must communicate acceptance, understanding, and concern just as when establishing the helping relationship. The supervisor should offer to make the contacts and arrangements with the referral resource and to assist in any way possible. The supervisor should also arrange for a followup with either the agency or the couselee to determine if further help is needed. The couselee may indicate he or she would prefer making contact with the referral source. If so, the supervisor should attempt to arrange a followup to determine how he or she may be of further assistance. The couselee may also reject the referral attempt. If so, a supervisor should not interpret this reaction as a failure. The subordinate may now be more openly facing the problem as a result of the counseling intervention, or the couselee may have decided upon another course or action.

7.37. Confidentiality.

There may be occasions when communication between supervisor and subordinate could put the supervisor in the position of deciding whether the information should remain confidential. Although the subordinate confided in the supervisor expecting a certain degree of discretion and confidentiality, the supervisor's motives to safeguard the communication must be weighed against the legal implications. Under the worst-case scenario in which a subordinate has shared information about illegal actions or violations, the supervisor must notify a third party, such as the commander or first sergeant, and candidly inform the subordinate of their obligations and intent. The military does not recognize any legally enforceable "privileged communication" between a supervisor and couselee, as is the case in attorney-client, clergy-penitent, doctor-patient, or husband-wife communications, although a doctor has no privilege to withhold communications concerning criminal acts. The supervisor's promise to keep information confidential cannot override the legal requirement to report crimes. A supervisor who is told of a criminal act committed or about to be committed must report this information or be personally subject to criminal prosecution. Confidentiality of communications between supervisors and subordinates in a counseling relationship is essential. However, there are instances in military settings when confidentiality cannot be maintained. Contact the nearest base legal office for guidance, if needed.

7.38. Conclusion.

Webster defines the word *lead* as "to act as a guide" or "to guide," and *leader* as "a person who leads, directs, commands, or guides a group or activity." Both definitions are stated simply, but the underlying implications of leadership are many and deep. Given the authority, anyone can command. Leading, on the other hand, is a delicate art calling for people-oriented attributes that many find elusive or difficult to develop; however, with determination and practical experience, people can acquire leadership attributes. Commanders depend upon NCOs to lead subordinates to accomplish the mission. This chapter discussed the art of leadership, effective leadership, the interrelationship of leadership and management, and leadership qualities. It also covered the concept of vision and provided an overview on empowerment and learning. Lastly, this chapter provided information on leadership flexibility and followership, dealing effectively with change, the critical relationship between leadership and core values, mentoring, and counseling.

Chapter 8

THE ENLISTED EVALUATION SYSTEM (EES)

Organization doesn't really accomplish anything. Plans don't accomplish anything, either. Theories of management don't much matter. Endeavors succeed or fail because of the people involved. Only by attracting the best people will you accomplish great deeds.

General Colin Powell
Chairman (Ret), Joint Chiefs of Staff

Section 8A—Overview

8.1. Introduction:

8.1.1. The Enlisted Evaluation System (EES) deals directly with the Air Force's most precious resource—people. Supervisors must help their subordinates understand their strengths, weaknesses, and how their efforts contribute to the mission. Supervisors employ the EES in everyday situations to help develop their subordinates. This chapter addresses the importance of correctly utilizing the EES, identifies responsibilities, discusses the performance feedback process, and provides information on enlisted performance reports (EPR).

8.1.2. The EES provides:

8.1.2.1. A meaningful feedback to individuals on what is expected of them, advice on how well they are meeting expectations, and advice on how to better meet the expectations.

8.1.2.2. A reliable, long-term, cumulative record of performance and potential based on the performance.

8.1.2.3. Sound information on SNCO evaluation boards, the WAPS, and other personnel managers to assist in identifying the best qualified enlisted personnel for advancement and increased responsibility.

Section 8B—Individual Responsibilities

8.2. Ratee.

The ratee must know when feedback is required and notify the rater and other evaluators in the chain, if necessary, when a required or requested feedback session does not take place.

8.3. Rater.

The rater has responsibilities both during the performance feedback process and during the performance reporting, as follows:

8.3.1. Performance Feedback Process.

The rater must prepare for, schedule, and conduct feedback sessions and provide realistic feedback to help the ratee improve performance. Realistic feedback includes discussing with the ratee and writing comments on AF Form 931, **Performance Feedback Worksheet (PFW) (AB thru TSgt)**, or AF Form 932, **Performance Feedback Worksheet (MSgt thru CMSgt)**.

8.3.2. Performance Reporting.

The rater ensures the ratee is aware of who is in his or her rating chain. (**NOTE:** A good time to do this is during the feedback session.) The rater must review any adverse information in the ratee's personnel information file (PIF) and any unfavorable information files (UIF) before preparing the performance report. The rater must assess and document what the ratee did, how well he or she did it, and the potential based on that performance. He or she must obtain meaningful information from the ratee and as many sources as possible, especially when he or she cannot observe the ratee personally. The ratee should not write or draft any portion of his or her own performance report; however, the ratee is encouraged to provide the rater input

on specific accomplishments. The rater must consider the significance and frequency of incidents (including isolated instances of poor or outstanding performance) when assessing the total performance. The rater must record the ratee's performance, ensuring all data on the EPR matches the data on the EPR notice, and make a valid and realistic recommendation for promotion, if appropriate. Finally, the rater must differentiate between ratees with similar performance records, especially when making promotion recommendations.

8.4. Additional Rater.

The additional rater reviews the PIF and UIF and returns reports to the rater for reconsideration, if necessary, to ensure an accurate, unbiased, and uninflated report. The additional rater completes Section VI of the EPR by concurring or nonconcurring with the rater and making comments. The additional rater must be the rater's rater unless deviation from the normal rating chain is required to meet grade requirements or to accommodate unique organizational structures.

8.5. Reviewer/Senior Rater/Final Evaluator.

This individual reviews the PIF and UIF and returns reports to previous evaluators for reconsideration, if necessary, and obtains additional information, if necessary, from competent sources. When appropriate, this individual concurs or nonconcurr with previous evaluators and makes comments. The senior rater may complete Section VII of EPRs for SNCOs to differentiate between individuals with similar performance records; to meet minimum grade requirements; when the ratee is a CMSgt or CMSgt selectee; or when the ratee is time in grade (TIG) eligible. Refer to AFI 36-2406 for exceptions.

8.6. CSS.

The CSS administers the unit performance report program for the commander and sends feedback notices to the rater and ratee and performance report notices to the rater. The CSS performs administrative reviews to verify data and to ensure all blocks are marked, dated, and signed, as appropriate, and returns incomplete reports for correction before sending them out of the unit.

8.7. Unit Commander.

The unit commander is responsible for managing the performance report program for the organization. He or she ensures performance reports accurately describe performance and make realistic recommendations for advancement. The commander prepares and maintains the unit mission description, determines the rating chain for assigned personnel based on Air Force and lower-level management policy, and ensures first-time supervisors receive specific, mandatory training. He or she ensures supervisors conduct performance feedback sessions as required, ensures the first sergeant conducts a quality force review on all EPRs, and finally conducts the commander's review. The commander may elect to designate a staff officer to perform many or all of these activities.

8.8. First Sergeants.

First sergeants review all EPRs before the commander reviews and advise the commander of quality force indicators.

Section 8C—Performance Feedback

8.9. What Is Performance Feedback?

Performance feedback is a private, formal communication a rater uses to tell a ratee what is expected regarding duty performance and how well the ratee is meeting the expectations. Feedback should explain duty performance requirements and responsibilities, establish expectations, and tell ratees if they are performing as expected. As with all other types of communication, to be effective, duty performance feedback must be clearly stated and received. Providing feedback helps an individual contribute to positive communication, improve performance, and grow professionally.

8.10. Who Provides Feedback?

The rater provides performance feedback. The rater (usually the first-line supervisor) is, in most cases, responsible for the total job effort and is in the best position to observe daily duty performance. Also, the rater normally has the

knowledge and experience necessary to discuss the Air Force's expectations regarding general military characteristics and opportunities available within the Air Force specialty (AFS). A rater may be an officer or NCO of a US or foreign military service in a grade equal to or higher than the ratee, or a civilian (GS-5 or a comparable grade or higher) in a supervisory position higher than the ratee in the ratee's rating chain. Active-duty members in the grade of SrA may serve as raters if they have completed ALS. Performance feedback sessions are mandatory for all enlisted personnel.

8.11. When Is Feedback Given?

Initial feedback sessions are held within 60 days of when a rater initially begins supervision. This will be the ratee's only "initial" feedback session until there is a change of reporting official (CRO). The rater uses this session to clearly define the expectations for the upcoming rating period. The following paragraphs explain timing on performance feedback for circumstances that occur most often. However, this list is not all inclusive, and there are exceptions for special circumstances. For additional information, refer to AFI 36-2406, Table 2.1, or contact the local MPF.

8.11.1. For ABs through SMSgts who receive EPRs, a "midterm" feedback session is held midway between the date supervision began and the projected EPR closeout date to focus on how well the ratee meets expectations. A "midterm" feedback is not required for CMSgts.

8.11.2. For airmen who do not receive EPRs, a "midterm" session is due approximately 180 days after the initial session. This cycle should continue until there is a CRO or the airman begins to receive EPRs.

8.11.3. Raters conduct a "followup" feedback session for AB through TSgt when an evaluation report is written without a subsequent change of rater. The rater conducts the session within 60 days of the closeout date of the EPR and uses the session to discuss performance recorded on the EPR, as well as provide direction and expectations for the new rating period.

8.11.4. Sessions are also held if the rater determines there is a need for one, or within 30 days of a request from a ratee, provided that at least 60 days have passed since the last feedback session. If a CRO is expected or the projected EPR closeout date limits the period of supervision to less than 150 days, a feedback session should take place approximately 60 days before the EPR closeout.

8.12. PFWs.

Raters document performance feedback on the PFW and use the PFW format as a guide for conducting feedback sessions where they discuss objectives, standards, behavior, and performance with the ratee. Comments may be typed or handwritten. AF Form 931 and AF Form 932 help to ensure that private, face-to-face feedback sessions are beneficial to all enlisted personnel. Airmen and NCOs generally perform better when raters explain what the requirements are, point out areas that need improvement, and keep them updated on their progress. The rater gives the completed PFW to the ratee at the conclusion of the feedback session and keeps a copy for personal reference. The form cannot be used in any personnel action unless the ratee first introduces it. Upon request, the rater's rater is authorized access to the completed PFW for AB through TSgt; the commander is authorized access for all grades.

8.13. AF Form 931, Performance Feedback Worksheet (AB thru TSgt).

See Figure 8.1 for a sample of this form. The following paragraphs provide guidance on how to complete the form:

8.13.1. Section I, Personal Information.

Enter the ratee's name, grade, and unit to which assigned.

8.13.2. Section II, Types of Feedback.

Place an "X" in the appropriate block to indicate the type of feedback being conducted (that is, initial, midterm, followup, ratee requested, or rater directed).

8.13.3. Section III, Primary Duties.

List the major job-specific duties for which the ratee is responsible. The space provided is adequate in most instances. If additional space is needed, continue in Section V, Comments.

8.13.4. Section IV, Performance Feedback.

This section incorporates both primary factors and general military factors into one major category. Primary factors are AFS related, and the rater's feedback is generally based on what occurs in the work environment. General military factors focus on characteristics considered essential to military order, image, and tradition. Performance feedback encompasses both of these factors to emphasize how ratees perform their particular jobs and how they uphold and support the long-established military traditions, customs, standards, and institutional values. Both are essential considerations in determining overall duty performance. Also, the rater has space to add additional factors. Usually, these factors are unique to special duties and locations or may not have been adequately covered in the primary duty or general military factors. Each subheading lists some behaviors that must be evaluated and scored by placing an "X" on the scale in the position that most accurately identifies the ratee's performance. Areas marked to the far left of the sliding scale indicate the ratee needs to work extra hard in these areas. Areas marked to the far right indicate the member is performing quite well and needs to either maintain or slightly improve. Any area marked in between requires discussion to explain its exact meaning to the ratee. When the behavior listed does not apply, enter NA (denotes "not applicable"). NA may also be used frequently (or this section may be left blank) during an initial expectation-setting session. While placing an "X" on the scale is important, do not allow this to defeat the purpose of the form and feedback session. Remember, the form is just a tool to help guide the session and facilitate communication between the rater and the ratee. The most important objective is for the ratee to clearly understand the rater's position regarding performance and directions to take. Space is also provided to explain ideas and to give examples of behaviors noted.

8.13.4.1. Performance of Assigned Duties. This item focuses on the ratee's AFS.

8.13.4.1.1. Quality of Work. Quality of work means the degree of job excellence. Each job normally has minimum quality standards established. The rater must measure the ratee's typical performance results against these standards. Jobs have different degrees of quality standards, and raters have different quality thresholds. Nonetheless, quality of work is very important. Everyone is encouraged to strive for excellence regardless of the job to which they are assigned.

8.13.4.1.2. Quantity of Work. The quantity of work refers to the amount of work done and is another aspect of productivity. Quantity of work may also impact quality. The quantity of work performed readily lends itself to measurable standards.

8.13.4.1.3. Timeliness of Work. The final aspect of productivity is timeliness. The ratee's awareness of and responses to the time constraints associated with the job are the focus of this factor. Each job has its own demand on time. Some jobs are planned far in advance, while others require immediate attention. Quality and quantity may be acceptable; but if the job is not completed on time, the mission could suffer.

8.13.4.2. Knowledge of Primary Duties. Knowledge is familiarity, awareness, and understanding gained through experience, on-the-job training (OJT), self-study, or formal training.

8.13.4.2.1. Technical Expertise. Technical expertise is specialized knowledge and skills obtained through experience and training.

8.13.4.2.2. Knowledge of Related Areas. Extensive knowledge in job-related areas will provide the ratee with a well-rounded concept of job functions and how they interconnect with the primary mission. It provides the technical expertise required to ensure every job is completed with efficiency.

8.13.4.2.3. Applies Knowledge to Duties. Job knowledge is the key ingredient to ensuring a task is completed successfully. The ability to apply this knowledge correctly when required will improve productivity, foster teamwork, and aid in training others who have less knowledge.

8.13.4.3. Compliance with Standards. Standards apply to all Air Force members. Each person is expected to comply with the minimum standards to reflect the image the Air Force intends to project. Feedback should center on meeting these standards and on motivation to exceed them.

Figure 8.1. AF Form 931, Performance Feedback Worksheet (AB thru TSGT).

PERFORMANCE FEEDBACK WORKSHEET (AB thru TSGT)						
I. PERSONAL INFORMATION						
NAME <i>FALISHA A. CARMAN</i>			GRADE <i>SSgt</i>		UNIT <i>AFOMS/PD</i>	
II. TYPES OF FEEDBACK:		INITIAL	<input checked="" type="checkbox"/> MID-TERM	FOLLOW-UP	RATEE REQUESTED	RATER DIRECTED
III. PRIMARY DUTIES					V. COMMENTS	
<p><i>Outline specific duties (specialty or assignment). These entries include the most important duties and correspond to the job reflected on the EPR.</i></p>					<p><i>Place a mark on the scale for each behavior that applies. If a particular behavior is not applicable to what the ratee does, write "NA."</i></p>	
<p>IV. PERFORMANCE FEEDBACK</p>						
			<i>needs significant improvement</i>	<i>needs little or no improvement</i>	<p><i>In Section V, write factual, helpful performance feedback so ratees can improve their duty performance or define their professional development goals. Comments on performance should relate to the placement of the marks in Section IV.</i></p>	
1. PERFORMANCE OF ASSIGNED DUTIES						
Quality of Work			←—————X————→			
Quantity of Work			←—————X————→			
Timeliness of Work			←—————X————→			
2. KNOWLEDGE OF PRIMARY DUTIES						
Technical Expertise			←—————X————→			
Knowledge of Related Areas			←—————X————→			
Applies Knowledge to Duties			←—————X————→			
3. COMPLIANCE WITH STANDARDS						
Dress and Appearance			←—————X————→			
Weight			←—————X————→			
Fitness			←—————X————→			
Customs & Courtesies			←—————X————→			
4. CONDUCT/BEHAVIOR ON/OFF DUTY						
Financial Responsibility			←—————X————→			
Support for Organizational Activities			←—————X————→			
Respect for Authority			←—————X————→			
Maintenance of Government Quarters/Facilities			←—————X————→			
5. SUPERVISION/LEADERSHIP						
Sets and Enforces Standards			←—————X————→			
Initiative			←—————X————→			
Self Confidence			←—————X————→			
Provides Guidance/Feedback			←—————X————→			
Fosters Teamwork			←—————X————→			
6. INDIVIDUAL TRAINING REQUIREMENTS						
Upgrade (OJT/CDC)			←—————X————→			
Professional Military Education			←—————NA————→			
Proficiency/Qualification			←—————X————→			
Contingency/Mobility/Other			←—————NA————→			
7. COMMUNICATION SKILLS						
Verbal			←—————X————→			
Written			←—————X————→			
8. ADDITIONAL FACTORS TO CONSIDER (i.e., Safety, Security, Human Relations)						
_____			←—————→			
_____			←—————→			
_____			←—————→			
_____			←—————→			

VI. STRENGTHS, SUGGESTED GOALS, AND ADDITIONAL COMMENTS *(Enlisted Professional Development: EES, Assignments, PME, Mentoring, Career Advice, etc.)*

Section VI provides space to continue feedback or to help individuals understand their strengths and possible plans for the future. It is also used to continue comments from the front of the form (Section V).

RATEE SIGNATURE

Jalisha A. Carman

RATER SIGNATURE

Joan A. Smith

DATE

1 Jul 2002

8.13.4.3.1. Dress and Appearance. A distinction of military service is the military dress and appearance requirements. It is everyone's duty to ensure airmen reflect pride in self, unit, and the Air Force by abiding with and, hopefully, exceeding these requirements.

8.13.4.3.2. Weight. The Air Force has maximum weight standards based on a member's gender and height. All personnel are expected to maintain this standard as a vital part of the peacetime preparation for combat readiness.

8.13.4.3.3. Fitness. Being physically fit ensures mission readiness, an improved quality of life, and that each Air Force member presents a proper military image. Furthermore, it is an excellent method of increasing mental alertness and reducing anxiety or tension.

8.13.4.3.4. Customs and Courtesies. Customs and courtesies create esprit de corps, morale, discipline, and an atmosphere where respectful behaviors signal readiness and willingness to serve. The rater should discuss standards and trends measured against these standards.

8.13.4.4. Conduct/Behavior On/Off Duty. Several of the following topics concerning conduct and behavior relate to the adaptability of people to life in the military. Clearly, every Air Force member should behave in a manner that supports good order and discipline. This is not a substitute for official counseling related to significant misconduct, but a good opportunity to share general impressions and reinforce expectations. Since military members are on duty 24 hours a day every day, off-duty behavior simply refers to behavior that occurs away from the normal workplace. The conduct of an Air Force member should be displayed in a way that reflects a professional image. Again, this area affords a pleasant opportunity to reinforce expectations. It allows for comments on areas not specifically covered in other parts of the form.

8.13.4.4.1. Financial Responsibility. Simply stated, the ratee should not spend more money than he or she earns. If credit has been extended, timely payments are required and expected. Comments on sound financial planning are appropriate here.

8.13.4.4.2. Support for Organizational Activities. One of the many ways a military organization can build a close-knit, cohesive unit is by its members participating in a variety of activities, both inside and outside the unit. The tone of this area is intended to be motivational.

8.13.4.4.3. Respect for Authority. Within any military unit, discipline remains the core of coordinated action. Airmen must recognize and respect authority for this discipline to be effective. Raters should reinforce this concept and share general impressions.

8.13.4.4.4. Maintenance of Government Quarters/Facilities. Having respect for property paid for by the American taxpayers is part of the airman's service to country. Air Force personnel should always be alert to identify and eliminate waste and abuse. The rater should review positive and negative instances, as well as expectations.

8.13.4.5. Supervision/Leadership. Supervision and leadership go hand-in-hand in the process of managing people and resources. Supervisors must be responsible for their subordinates' actions and must evaluate them accordingly. On the other hand, a leader demonstrates leadership by example to include the display of integrity, honesty, fairness, and concern for the health and welfare of subordinates.

8.13.4.5.1. Sets and Enforces Standards. Problems occur every day in every unit. The manner and speed in which a supervisor solves problems become a measure of unit effectiveness. Being able to logically evaluate the pros and cons of each situation contributes to good problem solving. Specific examples, whether positive or negative, are valuable when explaining expectations versus actual performance.

8.13.4.5.2. Initiative. Initiative is the ability to energetically begin or follow through with plans or tasks. Knowing what needs to be done and doing it demonstrate initiative.

8.13.4.5.3. Self Confidence. Believing in one's self and in the ability to lead and perform is to be self-confident.

8.13.4.5.4. Provides Guidance/Feedback. Providing guidance and feedback is an integral part of the

communication process. It enables subordinates to comply with established standards and effectively meet mission requirements.

8.13.4.5.5. Fosters Teamwork. This is the ability to create a working environment that ensures trust, teamwork, and pride in accomplishing the mission. The art of stimulating the willingness of subordinates to share their expertise with each other to become a cohesive team in achieving goals and expectations will have a positive impact on mission effectiveness.

8.13.4.6. Individual Training Requirements. Proper training takes a lot of time and effort and directly determines whether an individual is successful. Raters should provide the best training available. Individual training in the Air Force today falls primarily into four categories: upgrade training; PME; proficiency and qualification training; and contingency, mobility, and other training.

8.13.4.6.1. Upgrade (OJT/CDC). Upgrade training has two components: OJT and career development courses (CDC). CDCs are correspondence courses written to provide information about a particular AFS. OJT is hands-on application of the knowledge gained through the CDCs and special instructions by the trainer. If the airman is in upgrade training, feedback should focus on the airman's efforts to complete the CDCs and master the hands-on application.

8.13.4.6.2. Professional Military Education. Raters must know the various courses available. This responsibility includes ensuring ratees enroll in and successfully complete any and all courses necessary for their overall improvement.

8.13.4.6.3. Proficiency/Qualification. This type of training usually follows upgrade training and is typically continuous. It may be training given daily in the work environment or formalized training, as in a classroom or academic environment. Whatever the method, the primary focus of this type of training and feedback is to keep airmen proficient and qualified in their primary specialty. Comments about the CCAF may also be appropriate here.

8.13.4.6.4. Contingency/Mobility/Other. Normally, training under these categories is not related to primary duties. Usually, it is identified as training away from the job. However, raters must still present these requirements to the ratee with the same enthusiasm demonstrated for daily duties. Raters must also know how their people are doing, even when they are working under the direction of someone else.

8.13.4.7. Communication Skills. Good communication skills enable the airman to listen, organize, and express ideas verbally and in writing.

8.13.4.7.1. Verbal. Preparation, practice, and being responsive to the audience are useful speaking habits. The ratee needs strong communication skills to supervise effectively.

8.13.4.7.2. Written. Expressing ideas in written form includes using good organization, grammar, and the right words to communicate one's thoughts. Proofreading skills can also be useful to the rater in providing feedback to the ratee.

8.13.5. Sections V and VI, Comments and Reverse.

Sections V, Comments, and VI, Strengths, Suggested Goals, and Additional Comments (on reverse), are intended for typed or written comments. The comments should help explain the rater's thoughts and use of the scales and should serve as a vehicle for the ratee to use in remembering those areas of strength and those needing improvement. The rater can use Section V to explain and illustrate feedback on primary duty and general military factors and Section VI (Figure 8.2) on the reverse side of the PFW to continue comments on these duty and military factors, discuss other areas of interest, pinpoint strong characteristics, or outline the goals to work on until the next feedback session. The form is just a tool. The rater's main goal should not be just to accomplish the form, but to develop the ratee.

8.14. AF Form 932, Performance Feedback Worksheet (MSGT thru CMSGT).

Several factors are common to both PFWs. Similar explanations are included in this section for those who provide feedback to SNCOs only. Figure 8.2 is an example of AF Form 932. The purpose of the form is to encourage the rater

to provide candid comments about the SNCO's duty performance and an uninflated assessment of applicable performance factors.

8.14.1. Section I, Personal Information; Section II, Types of Feedback; Section III, Primary Duties; Section V, Comments; and Section VI, Strengths, Suggested Goals, and Additional Comments.

These sections have the same requirements as AF Form 931. The difference between the two forms is located within Section IV, Performance Feedback.

8.14.2. Section IV, Performance Feedback.

The requirements are the same in this section as they are for AF Form 931. What differs are the subheadings, which identify requirements for SNCO performance.

8.14.2.1. Duty Performance. This item focuses on the ratee's AFS. Raters will place an "X" on the scale in a position that most accurately identifies the ratee's performance. In many cases, raters are required to establish work standards (expectations) for the unit. Usually, these are based on what needs to be accomplished, how it needs to be done, and when it needs to be completed. To accomplish the objectives of the unit, SNCOs are assigned specific duties. How the SNCOs accomplish these tasks should form the basis of the raters' evaluations. These factors are interrelated, and sometimes it is difficult to separate them. However, SNCOs must understand what it takes to achieve total job effectiveness—how they actually perform and meet expectations. The raters' thoughts on these matters form the basis of the feedback sessions.

8.14.2.1.1. Quality of Work. Quality of work means the degree or grade of job excellence. Each job normally has minimum quality standards established. Raters should measure the SNCO's typical performance results against this standard. Some jobs obviously have more stringent quality standards than others, and raters have less tolerance in what they can accept. Quality of work is very important. The Air Force encourages everyone to strive for excellence regardless of the job they are assigned.

8.14.2.1.2. Quantity of Work. The quantity of work refers to the amount of work done and is another aspect of productivity.

8.14.2.1.3. Timeliness of Work. The final aspect of productivity is timeliness. The SNCO's awareness of and response to the time constraints associated with the job are the focus of this factor. Each job has its own demand on time. Some jobs are planned far in advance, while others require immediate attention. While quality and quantity may be acceptable, the mission could suffer if the job is not completed on time.

8.14.2.2. Job Knowledge. Knowledge is familiarity, awareness, and understanding gained through experience, OJT, self-study, or formal training.

8.14.2.2.1. Technical Expertise. This is specialized knowledge and skills obtained through experience and training.

8.14.2.2.2. Able To Apply to Job. This ability applies sound judgment with respect to scope, thoroughness, and care.

8.14.2.3. Leadership. Leadership is the art of influencing and directing people to accomplish the mission. It involves displaying a strong desire to achieve, persistence, task competence, good interpersonal skills, self-confidence, decisiveness, a tolerance for stress, and a high degree of flexibility.

8.14.2.3.1. Motivates Peers and Subordinates. Supervisors must become skillful at leading and motivating their subordinates to successfully perform the mission. Stimulating and energizing airmen and other NCOs to reach goals they may not otherwise attempt are required qualities.

8.14.2.3.2. Maintains Discipline. A well-run military organization requires subordinates to follow orders and respond to leadership direction. The SNCO's duty is to ensure an airman's behavior is orderly and supports the unit's mission.

Figure 8.2. AF Form 932, Performance Feedback Worksheet (MSGT thru CMSGT).

PERFORMANCE FEEDBACK WORKSHEET (MSGT thru CMSGT)						
I. PERSONAL INFORMATION						
NAME <i>HORACE CARTER</i>			GRADE <i>MSgt</i>		UNIT <i>AFPC</i>	
II. TYPES OF FEEDBACK:		INITIAL	MID-TERM	<input checked="" type="checkbox"/> FOLLOW-UP	RATEE REQUESTED	RATER DIRECTED
III. PRIMARY DUTIES					V. COMMENTS	
<p><i>Outline specific duties (specialty or assignment). These entries include the most important duties and correspond to the job reflected on the EPR.</i></p>					<p><i>Place a mark on the scale for each behavior that applies. If a particular behavior is not applicable to what the ratee does, write "NA."</i></p>	
<p>IV. PERFORMANCE FEEDBACK</p>						
		<i>needs significant improvement</i>	<i>needs little or no improvement</i>			
1. DUTY PERFORMANCE		Quality of Work	←————— X —————→		<p><i>In Section V, write factual, helpful performance feedback so ratees can improve their duty performance or define their professional development goals. Comments on performance should relate to the placement of the marks in Section IV.</i></p>	
		Quantity of Work	←————— X —————→			
		Timeliness of Work	←————— X —————→			
2. JOB KNOWLEDGE		Technical Expertise	←————— X —————→			
		Able to apply to job	←————— X —————→			
3. LEADERSHIP		Motivates peers and subordinates	←————— X —————→			
		Maintains discipline	←————— X —————→			
		Sets and enforces standards	←————— X —————→			
		Evaluates	←————— X —————→			
		Plans and organizes work	←————— X —————→			
		Fosters team work	←————— X —————→			
4. MANAGERIAL SKILLS		Time	←————— X —————→			
		Resources	←————— X —————→			
5. JUDGMENT		Evaluates situations	←————— X —————→			
		Reaches logical conclusions	←————— X —————→			
6. PROFESSIONAL QUALITIES		Dedication and preservation of military values	←————— X —————→			
		Integrity	←————— X —————→			
		Loyalty	←————— X —————→			
7. COMMUNICATION SKILLS		Organizes ideas	←————— X —————→			
		Expresses ideas	←————— X —————→			
8. ADDITIONAL FACTORS (e.g., Safety, Security, Human Relations)						
		←—————→				
		←—————→				
		←—————→				
		←—————→				

VI. STRENGTHS, SUGGESTED GOALS, AND ADDITIONAL COMMENTS *(Enlisted Professional Development: EES, Assignments, PME, Mentoring, Career Advice, etc.)*

Section VI provides space to continue feedback or to help individuals understand their strengths and possible plans for the future. Also use it to continue the comments from the front of the form.

RATEE SIGNATURE

Horace Carter

RATER SIGNATURE

John B. Jones

DATE

1 Jul 2002

8.14.2.3.3. Sets and Enforces Standards. It is not enough to merely monitor subordinates. Supervisors are responsible for setting quality and quantity standards for work. Enforcing work standards means rewarding those who excel and holding others accountable for not meeting standards. The way a SNCO solves problems, and how quickly, becomes a measure of unit effectiveness.

8.14.2.3.4. Evaluates. Subordinates not only expect to be evaluated on their duty performance, they also expect to be judged fairly and equally. Supervisors should always be consistent in their evaluations and maintain the same standards among subordinates. They should avoid favoritism for any airman or other NCO.

8.14.2.3.5. Plans and Organizes Work. Supervisors should create a flow of work that reflects proper planning and organization. Directing the whole unit to carry out planned activities by organizing the workforce leads to higher efficiency and effectiveness.

8.14.2.3.6. Fosters Teamwork. Fostering teamwork is the ability to create a working environment that ensures trust, teamwork, and pride in accomplishing the mission. It includes stimulating members to willingly share their expertise with each other to become a cohesive team in achieving goals and expectations that have a positive impact on mission effectiveness.

8.14.2.4. Managerial Skills. Managerial skills consist of the ability to effectively direct and control people's actions and how resources are used. It involves decisionmaking that directly impacts the mission effectiveness, esprit de corps, financial budgets, etc.

8.14.2.4.1. Time. Proper timing can avoid work stoppage, dissatisfied workers, loss of money, disciplinary action, and many other unfavorable actions. How well one manages time will reflect his or her ability to be an effective leader.

8.14.2.4.2. Resources. The most common resources a SNCO will be involved with are people, equipment, and money. The ability to effectively manage these resources is critical to the success of any mission. Planning timelines, programming, and projecting these resources must be done as accurately as possible.

8.14.2.5. Judgment. SNCOs must be able to resolve problems in a professional manner while considering all factors.

8.14.2.5.1. Evaluates Situations. Evaluations consist of observing, evaluating the ratee's performance, providing feedback, and recording appropriately.

8.14.2.5.2. Reaches Logical Conclusions. To reach a logical conclusion, SNCOs need to decide on a course of action that is the overall best solution based on time, money, and resources.

8.14.2.6. Professional Qualities. These factors invoke different meanings in different people. Together, they demonstrate a SNCO's allegiance, commitment, and adherence to the organization's mission, standards, values, and officials.

8.14.2.6.1. Dedication and Preservation of Military Values.

8.14.2.6.2. Integrity. Integrity provides the foundation for trust and displays a commitment to honestly stand by your word. One of the key elements in gaining respect of subordinates and supervisors is to have integrity.

8.14.2.6.3. Loyalty. This quality makes the ratee faithful to a cause, principle, or another person.

8.14.2.7. Communication Skills. SNCOs must exhibit high-quality communication skills in order to perform effectively. These skills include the ability to listen, write, and speak well.

8.14.2.7.1. Organizes Ideas. Organizing ideas is instrumental in being able to successfully communicate with others. Ideas should be listed from the simplest to the most complex and should convey purpose and logic to avoid difficulty in understanding.

8.14.2.7.2. Expresses Ideas. Using good organization, grammar, and the right words to communicate one's thoughts is essential for SNCOs to be effective. Also, proofreading skills are essential for effective written communications. Preparation, practice, and being responsive to the audience are useful speaking habits.

8.15. Helpful Hints for Effective Feedback Sessions.

The primary purpose of feedback is to improve performance and professionally develop personnel to their highest potential. To enhance the effectiveness of these sessions, the following steps and tips should prove helpful:

8.15.1. Observe Performance and Keep Notes.

The most important aspect to consider when preparing for a feedback session is to routinely observe the performance of the ratee. No one can expect to comment on strong and weak areas, trends, and any degree of improvement without routinely observing performance. A rater must be actively involved in the process to make feedback work. It is not necessary to follow an "official" plan or create a "fancy" note-taking device. However, the rater must routinely make notes about behavior and the impact of this behavior, collect examples of work or letters of appreciation, talk to others who are knowledgeable about duty performance, and actively interact with ratees. This information should be collected over time and in a variety of circumstances to foster a solid evaluation. Whether the rater chooses to use a notebook or a daily calendar, reviewing performance without bias and keeping good notes will allow for meaningful insight and help in preparing for the feedback session.

8.15.2. Schedule the Time and Place.

Schedule the feedback session far enough in advance so the rater and the ratee have sufficient time to prepare. Set aside time for the session so everything on the agenda is covered without the appearance of being rushed. For both parties to be relaxed and able to talk comfortably, select a room that allows for privacy and face-to-face discussions, has proper lighting and ventilation, and prevents any outside distractions or interruptions.

8.15.3. Set the Agenda.

The agenda should consist of a basic outline of topics and the sequence for discussion. Be sure to include the ratee's duty description and responsibilities, expectations, and targets to hit to meet the expectations, a brief synopsis of the mission, and status of the unit. These essential items should lay the groundwork for an effective, productive working relationship by motivating the ratee to achieve the highest possible level of (future) performance. Another important step in establishing an agenda for midterm and followup sessions is to review all notes of observed actions and results, the file of work samples, etc. Four basic questions to ask during a feedback session are:

8.15.3.1. What has happened in response to the discussion during the last feedback session?

8.15.3.2. What has been done well?

8.15.3.3. What could be done better?

8.15.3.4. What new areas need to be discussed?

8.15.4. Choose the Best Approach.

The rater can use numerous approaches to give feedback. The most common approaches, as well as the advantages and disadvantages of each, are outlined in Figure 8.3. Regardless of the approach chosen, it must not be an artificial technique applied mechanically. Any one of the following approaches works well depending on the situation and the rater's judgment; but remember, one of the fundamental rules of feedback calls for the rater to be himself or herself:

8.15.4.1. Directive. With the directive approach, analyze the situation, develop a solution or a plan for improvement, and tell the airman or NCO what to do. Several common methods of this approach include giving advice, forbidding, threatening, explaining, and reassuring.

8.15.4.2. Nondirective. In a nondirective approach, the rater can encourage the ratee to talk about trends by asking questions, drawing the airman or NCO into the process of developing a solution. This approach is extremely useful with individuals who usually have a positive attitude. However, it does require the rater to have excellent listening and questioning skills.

8.15.4.3. Combined. This approach draws on both the directive and nondirective techniques. It relies on both the rater and ratee to develop solutions and offers the greatest flexibility.

Figure 8.3. Advantages and Disadvantages of Feedback Approaches.

ADVANTAGES		
Directive	Nondirective	Combined
<ul style="list-style-type: none"> • Quickest method • Good for immature or insecure ratee • Allows raters to actively use their experience 	<ul style="list-style-type: none"> • Encourages maturity • Encourages open communication • Develops personal responsibility 	<ul style="list-style-type: none"> • Moderately quick method • Encourages maturity • Encourages open communication • Allows raters to actively use their experience
DISADVANTAGES		
Directive	Nondirective	Combined
<ul style="list-style-type: none"> • Does not encourage maturity • Tends to discourage ratee from talking freely • Tends to treat symptoms, not problems 	<ul style="list-style-type: none"> • Slowest method • Requires greatest supervisory skills 	<ul style="list-style-type: none"> • May take too much time for some situations

8.15.5. Avoid Pitfalls:

8.15.5.1. The problems that can arise in the course of the feedback process are as varied as the people who are involved in the process. Problems vary in degree, but can happen at any time. Pitfalls include personal bias, stereotyping, loss of emotional control, inflexible methods, reluctance to provide feedback, and inadequate planning. Another example is focusing on the person instead of the behavior; for example, drawing or jumping to conclusions based on limited observations or poor recall, rating performance as outstanding when it is not, telling the individual he or she is the “best” when the individual is not, and giving favorable ratings to an individual who is well liked or unfavorable ratings to an individual who is not. The key is that pitfalls always lead to a discussion of general impressions versus specific aspects of performance.

8.15.5.2. Avoiding pitfalls is not easy, but two general guidelines may help. First, the rater should exhibit the proper attitude. The rater’s role during feedback is not as a critic or a superior with no faults, but more of a coach or helper. The feedback process should be positive. The rater can avoid potential pitfalls by approaching the feedback session with a positive attitude. Secondly, raters can avoid many other pitfalls by practicing good observation skills as follows:

8.15.5.2.1. Gather supporting notes over a period of time.

8.15.5.2.2. Discriminate between relevant and irrelevant information.

8.15.5.2.3. Focus on specific behaviors and outcomes.

8.15.5.2.4. Decide what aspects of the job are really measurable and important.

8.15.5.2.5. Sample selectively when direct observation is infrequent.

8.15.5.2.6. Communicate with ratees.

8.16. The Feedback Session:

8.16.1. Open the Feedback Session.

Creating a relaxed atmosphere is conducive to having an open discussion. It is extremely important to place the ratee at ease. Seating arrangements should foster communication (across the corner of a desk or table or a chair-facing-chair arrangement works well). During this stage, focus on a neutral topic or event, recap the last feedback session, or thank the person for his or her efforts during the observation period. Any opening conversation should be brief. Being friendly and sincere is essential.

8.16.2. Identify the Purpose and Discuss Topics:

8.16.2.1. The rater must take time to fully explain the purpose of the feedback session. The rater should seek input from the individual at this initial stage. The ratee's ideas or opinions of what has been done so far and what can be done better are important aspects of developing goals and objectives for improvement. The rater should focus on the ratee's strengths and accomplishments as well as the recommended improvement areas. The rater should be specific about the actual behavior that caused the accomplishment or deficiencies and describe the effects of this behavior on others.

8.16.2.2. Raters must give the feedback session their full attention, mentally and physically. They must be sincerely interested in their personnel; otherwise, the airmen or NCOs will recognize the insincerity and not share the personal information needed in order to help. An important aspect of giving an individual full attention is listening to what is being communicated—not just the words and symbols used. For example, an individual's eye contact, posture, head nods, facial expressions, verbal behavior, etc., are all-important indications of his or her inner emotions and attitudes. At the same time raters are concerned about their own behavior, they must also be sensitive to the same cues from the ratees and adjust accordingly.

8.16.3. Develop and Implement a Course of Action.

Using one of the feedback approaches, the rater and ratee should develop a plan to achieve success. This plan should include objectives and priorities that specify the quantity, quality, timeliness, and manner of actions desired. In order for the plan to be used to its fullest extent, all key points must be written on the PFW and given to the ratee. This acts not only as a summary for the ratee, but also as a "memory jogger" of the discussion for later use.

8.17. Tips for Better Feedback:

8.17.1. Ratees must first accept the rater before they can willingly accept feedback. The successful rater does not rely on grade or position. To be successful, raters must develop ratee confidence in their competence, sincerity, and fairness before the feedback session.

8.17.2. Perceptions and opinions should be presented as such, and not as facts.

8.17.3. Feedback should be in terms of specific relevant behavior and not on generalities, the rater's attitudes, or personal feelings toward the individual.

8.17.4. Feedback should be concerned with those areas over which a person can exercise some control.

8.17.5. When feedback is mainly evaluative versus purely descriptive, feedback should be in terms of established criteria, probable outcomes, and means of improvement. While feedback is intended to disclose expectations, it should be based on accepted standards and needs of the Air Force versus mainly personal opinions, likes, dislikes, and biases.

8.17.6. Feedback is pointless unless a ratee benefits from it. Praise for the sake of praise has no value. It should

motivate, build self-confidence, or reinforce top performance. Negative feedback that does not aid in improved performance or a higher level of performance should not be given.

8.17.7. Listen carefully. Paraphrase what is heard to check perceptions. Ask questions for clarification.

8.17.8. Give feedback in a manner that communicates acceptance of the ratee as a worthwhile person.

8.17.9. Feedback should avoid “loaded” terms that produce emotional reactions and heightened defenses.

8.17.10. Remember that feedback stops when communication stops.

8.18. Close the Feedback Session:

8.18.1. Summarize.

Before the session ends, the rater should take a few minutes to review and summarize the key items discussed and reinforce the goals for the next observation period. A good method of summarizing is to ask the ratee for comments on the discussion to make sure he or she understands the results of the session. Most importantly, end the session on a positive, encouraging, and forward-looking note.

8.18.2. Follow Up and Monitor the Subordinate’s Performance.

The rater should plan for the next observation period as soon as the session is completed. The existing notes will help the rater monitor the individual’s performance progress and provide a starting point for the next feedback session. Again, formal sessions are not the only times to provide feedback—a rater should never wait to give feedback. Informal feedback on a regular basis helps keep the ratee on the road to improvement, increase motivation, and prevent new problems from developing. The goal of the feedback process is to improve individual duty performance. Through the rater’s efforts, the individual benefits professionally, the rater benefits from a more productive worker, and the Air Force benefits from increased mission accomplishment.

Section 8D—EPRs

8.19. When To Submit an EPR.

The following is a basic listing of situations in which EPRs may be required. The list is not all inclusive; there are many exceptions and special rules involved in EPR submission requirements. If in doubt, refer to AFI 36-2406 or contact the MPF for assistance. Raters must submit an EPR in the following situations:

8.19.1. The ratee is an A1C or below, has 20 or more months of TAFMS, has not yet had a report, and 120 calendar days have elapsed. The reason for the report would be “initial.”

8.19.2. The ratee is a SrA or above, has not had a report for at least a year, and 120 calendar days have elapsed. The reason for the report would be “annual.”

8.19.3. Because a member has been placed on or removed from the control roster according to AFI 36-2907, *Unfavorable Information File (UIF) Program*, and 60 calendar days have elapsed. The reason for the report would be “directed by commander.”

8.19.4. To document unsatisfactory or marginal performance or to document a significant improvement in duty performance, and 120 calendar days have elapsed. The reason for the report would be “directed by commander.”

8.19.5. The ratee is an A1C eligible for below-the-zone (BTZ) consideration, has not yet had a report, and 60 calendar days have elapsed. The reason for the report would be “directed by HQ USAF.”

8.20. When Not To Submit an EPR.

Just as there are times when the rater must submit an EPR, there are other times when EPRs are not required. The following is a basic listing of situations in which EPRs may not be required. It is not all inclusive and does not contain

all the criteria pertinent to each rule. Refer to AFI 36-2406 for more information. Raters do not submit EPRs for the following situations:

8.20.1. An A1C or below with less than 20 months of TAFMS. **EXCEPTION:** Active duty (AD) enlistees receive a report upon eligibility for BTZ promotion consideration even though they do not have 20 months of TAFMS.

8.20.2. Individuals who are in prisoner status, on appellate leave, or absent without leave.

8.20.3. Individuals who died on active duty. However, if a report was already being processed at the time death occurred, it becomes optional.

8.20.4. Personnel with an approved retirement date, provided *all* the following criteria are met: (**NOTE:** The rater *may* opt to write the report even though the criteria are met.)

8.20.4.1. The retirement date is within 1 year of the projected *annual* closeout date of the report *and* the retirement application was approved before the projected annual closeout date.

8.20.4.2. The enlisted member will not be considered for promotion before the retirement date.

8.20.4.3. Retirement is not withdrawn. (**NOTE:** A report is due if the member's retirement is withdrawn.)

8.20.5. Personnel with an approved separation date, provided the date of separation is within 1 year of the projected annual closeout date and the separation was approved before the projected annual closeout date. (**NOTE:** The rater may opt to write the report even though the criteria are met.)

8.21. Processing Performance Reports:

8.21.1. The CSS sends a notice and any supporting material to the rater. This enables the unit EPR monitor to establish a suspense control to ensure the completed EPR arrives at the MPF on or before the suspense date. The rater reviews the EPR notice and contacts the unit EPR monitor or MPF if he or she has questions. The rater provides one copy of the EPR notice to the ratee for review. If the EPR notice indicates that the ratee has a UIF, the rater must review the contents of this file before preparing the EPR.

8.21.2. The rater and ratee review the information on the EPR notice, such as social security number, name, grade, and duty title, and contact the unit EPR monitor to resolve any errors. In addition to reviewing the EPR notice, the rater must review the ratee's PIF located in the CSS. The completed EPR is due to the MPF no later than 30 days after closeout.

8.21.3. The rater completes the EPR and forwards it to the CSS. The CSS ensures the first sergeant and commander review the report and, upon completion, ensures the report is received by the MPF. Unless it is a referral report, the rater does not show it to the ratee until the MPF files it in the ratee's personnel record.

8.21.4. Personnel in the MPF update the EPR rating into the MilPDS and provide a copy to applicable offices of primary responsibility. For example, for all TSgts and below, the original is forwarded to the servicing MPF customer service element, records section. For all CMSgts, CMSgt selectees, SMSgts, and MSgts, the original is sent to HQ AFPC and a copy is forwarded to the MPF customer service element, records section.

8.22. Who Submits EPRs.

The rater (normally the immediate supervisor) prepares the report unless one of the following conditions exist: the rater dies, is missing in action, is captured or interned, becomes incapacitated, or is relieved of evaluator responsibility during the period of the report. If any of these conditions exist, the rater's rater assumes the rating duties. The "new" rater must have sufficient knowledge of the ratee's duty performance and the required number of days of supervision (within the rating chain). See AFI 36-2406 for additional information. If the rater's rater has insufficient knowledge to prepare the report for the required period of supervision, he or she must gather knowledge of the ratee's duty performance from all available sources (first sergeant, former supervisors, etc.). If unusual circumstances dictate sufficient knowledge cannot be obtained, HQ AFPC authorizes filing an AF Form 77, **Supplemental Evaluation Sheet**, in the ratee's record stating why a report could not be prepared for the period.

8.23. AF Form 910, Enlisted Performance Report (AB thru TSgt), and AF Form 911, Senior Enlisted Performance Report (MSGT thru CMSgt).

The following paragraphs provide detailed instructions for completing AF Forms 910 and 911. Figure 8.4 provides an example of AF Form 910; Figure 8.5 provides an example of AF Form 911.

8.23.1. Section I, Ratee Identification Data.

See the EPR notice for this data. If any data is incorrect, notify the CSS and MPF for computer correction.
NOTE: Abbreviations may be expanded for clarity.

8.23.1.1. Name. Enter last name, first name, middle initial, and Jr., Sr., etc. If there is no middle initial, use of "NMI" is optional. The name may be all uppercase letters or a combination of uppercase and lowercase letters.

8.23.1.2. SSN. Enter the social security number.

8.23.1.3. Grade. Enter the appropriate grade held on the closeout date of the EPR.

8.23.1.4. DAFSC. Enter the DAFSC held as of the "THRU" date of the EPR, to include prefix and suffix (if applicable).

8.23.1.5. Organization. Enter information as of the closeout date of the EPR. Nomenclature does not necessarily duplicate what is on the EPR notice. The goal is an accurate description of where and to whom a member belongs on the EPR closeout date.

8.23.1.6. PAS Code and SRID. Enter the personnel accounting symbol (PAS) code and senior rater identification (SRID) for the ratee's unit of assignment as of the closeout date.

8.23.1.7. Period of Report. Enter the day following the ratee's last EPR closeout date for the "From" date. For the "Thru" date, enter the date on the EPR notice or see AFI 36-2406 to determine this date.

8.23.1.8. No. Days Supervision. Enter the number of days the ratee was supervised by the rater for the reporting period.

8.23.1.9. Reason for Report. Enter the reason for the report from the EPR notice (for example, Annual, CRO, etc.).

8.23.2. Section II, Job Description.

This section provides information about the position the ratee holds in the unit and the nature or level of job responsibilities. The rater prepares the information for this section.

8.23.2.1. Duty Title. Enter the approved duty title as of the closeout date. If the duty title on the EPR notice is abbreviated and entries are not clear, spell them out. If wrong, enter the correct duty title and take appropriate action to change MilPDS. (**NOTE:** This action should be initiated upon receipt of the EPR notice.) Ensure the duty title is commensurate with the ratee's grade, AFSC, and level of responsibility.

8.23.2.2. Key Duties, Tasks, and Responsibilities. Enter a clear description of the ratee's duties. Avoid jargon and acronyms. Describe tasks performed, how selective the ratee's assignment is, and the scope or level of responsibility. Include the dollar value of projects managed and the number of people supervised. Earlier duties or additional duties held during the reporting period may be included if they influence ratings and comments.

8.23.3. Section III, Evaluation of Performance.

For each item in this section, the rater will place an "X" in the block that accurately describes the ratee's performance. Additional evaluators review reports to ensure the ratings accurately describe the ratee's performance and comments are compatible with or support the ratings. They must return reports with

unsupported statements for additional information or reconsideration of ratings. Additional evaluation can show disagreement with the rating given by initialing the block they feel accurately describes the ratee's performance. If a block already contains initials or an "X," they will initial to the immediate right of the block. **NOTE:** Comments to support disagreement are required.

8.23.4. Section IV, Promotion Recommendation.

Consider the ratee's readiness for increased rank and responsibility and how he or she compares to others in the same grade and AFSC. Place an "X" in the block that best describes the ratee's promotion potential. Although it may be difficult to assess promotion potential for ratees recently promoted or selected for promotion, reconsider potential that resulted in promotion or selection along with current performance. Never use the ratee's status as a promotion selectee as a basis for making or lowering a promotion recommendation. Raters must not rate people with strong performance records and potential the same as they rate average or weak performers.

8.23.5. Section V, Rater's Comments.

Use bullet format in this section to provide additional information about the ratee's performance. Be specific. When referring to UCMJ actions, state the behavior and results; for example, "SSgt Jones drove under the influence of alcohol for which he received an Article 15." Comments on awards such as "Distinguished Graduate" or "Top Graduate" from PME or other training courses are appropriate and may be made by *any* evaluator on the report.

8.23.5.1. Feedback Certification. Enter the date the most recent feedback session was conducted. If the ratee should have received feedback but did not, give an honest and plausible reason why. If no feedback was required, enter "NA."

8.23.5.2. Rater Identification. Enter rater identification as of the closeout date. Sign the original form in reproducible black or blue ink. Do not sign before the closeout date. Do not sign blank forms or forms not containing ratings.

8.23.6. Section VI, Additional Rater's Comments:

8.23.6.1. Comments. Use this section to support the rating decision. When agreeing with the report, mark the "CONCUR" block. Use bullet format to provide comments that add meaning and are compatible with ratings in Sections III and IV. Do not repeat comments provided in previous sections. The rater and additional rater should discuss disagreements, if any, when preparing reports. Prior evaluators are first given an opportunity to change the evaluation; however, they will not change their evaluation just to satisfy the evaluator who disagrees. If, after discussion, the disagreement remains, the disagreeing evaluator marks the "NONCONCUR" block, initials the blocks in Section III deemed more appropriate, and comments on each item in disagreement.

8.23.6.2. Additional Rater Identification. These evaluators may be assigned after the closeout date. For evaluators assigned on or before the closeout date, enter identification data as of the closeout; for evaluators subsequently assigned, enter identification data as of the signature date. Sign the original form in reproducible black or blue ink. Do not sign before the closeout date. Do not sign blank forms or forms not containing ratings.

8.23.7. Section VII (AF Form 911), Reviewer's Comments:

8.23.7.1. Comments. Do not use this section if Section VI has not been completed. If the additional rater is the final evaluator, enter "This section not used." If used, this section must contain comments in bullet format. Senior raters may endorse EPRs in the following situations: to differentiate between individuals with similar performance records as both ratings and endorsement levels influence those using the AF Form 911 to make personnel decisions; to meet the minimum grade requirement to close out the report; when the ratee meets the time-in-grade requirements for promotion; or when the ratee is a CMSgt or a CMSgt selectee.

8.23.7.2. Reviewer's Identification. This evaluator may be assigned after the closeout date. Sign the original form in reproducible black or blue ink. Do not sign before the closeout date. Do not sign blank forms or forms not containing ratings.

8.23.8. Section VII (AF Form 910) and Section X (AF Form 911), Commander's Review.

In this review, the unit or squadron section commander influences report quality, removes exaggerations, identifies inflated ratings, and provides information to evaluators for finalizing reports. If the commander agrees with the report, he or she marks the "CONCUR" block and signs in the space provided. (**NOTE:** Typed name and grade are optional unless the commander is also performing Air Force Advisor duties.) Do not provide comments unless the commander disagrees with a previous evaluator, refers the report, or is named as the evaluator in the referral memorandum. If the commander disagrees with the report, he or she provides reasons for disagreement on AF Form 77. The CSS sends the EPR to the MPF or to the next evaluator in the rating chain when making the review before the evaluator who is senior in grade signs it. If the commander is signing the report as an evaluator, he or she will enter "NA" in the Commander's Review block. Enlisted personnel authorized to perform the commander's review must include the words "Commander," "Commandant," or "Detachment/Flight Chief" in the signature block.

8.23.9. Section VIII (AF Form 911), Final Evaluator's Position.

The final evaluator completes this section by placing an "X" in the appropriate block for the level of endorsement.

8.23.10. Section IX (AF Form 911), Time-in-Grade Eligible.

This section pertains to TIG eligibility for senior rater endorsement—not the ratee's actual promotion eligibility as of the closeout date. The rater completes this section before forwarding for additional endorsement using information extracted from the EPR notice. TIG does not apply to CMSgts and CMSgt selectees or reservists. SMSgt selectees are not eligible for senior rater endorsement because they will not be TIG eligible for the next promotion cycle. AFI 36-2406 explains TIG eligibility.

8.24. Inappropriate Evaluator Considerations and Comments.

Certain items are inappropriate for consideration in the performance evaluation process and may not be commented upon on any EES form. These include:

8.24.1. Duty history or performance outside the current reporting period.

8.24.2. Previous reports or ratings, except in conjunction with performance feedback sessions.

8.24.3. Performance feedback. Evaluators do not refer to performance feedback sessions in any area of the performance report except in the performance feedback certification block (Section V).

8.24.4. Events that occur after the closeout date. If an incident or event occurs between the time an annual report closes and the time it becomes a matter of record that is of such serious significance that inclusion in this report is warranted, an extension of the closeout date must be requested. This includes completion of an investigation that began before the closeout date or confirmation of behavior that was only alleged as of the closeout date. The authority to extend a closeout date is retained by HQ AFPC. HQ AFPC grants extensions to cover only the time necessary to complete actions, not to exceed 59 days; a commander-directed report may be prepared with 60 days of supervision. Send requests for extension, through the servicing MPF, to HQ AFPC for approval (with an informational copy to the MAJCOM) in a timely manner. Include the member's information, reason for the report, original closeout date, requested closeout date, specific justification for the request, and all pertinent information (such as dates of investigations, etc.).

8.24.5. Prior events. Do not include comments regarding events that occurred in a previous reporting period unless the events add significantly to the performance report, were not known to other evaluators, and/or were not previously included in a performance report. For example, an event (positive or negative) that came to light after a report became a matter of record but occurred during the period of that report could be mentioned in the ratee's next report because the incident was not previously reported. In rare cases, serious offenses (such as those punishable by court-martial) may not come to light or be substantiated for several years. In these cases, including this information may be appropriate even though the incident or behavior occurred before the last reporting period. Additionally, negative incidents from previous reporting periods involving the character, conduct, or integrity of the ratee that continue to influence the performance or utilization of the ratee may be commented upon in this context only. Commanders and senior raters make the determination of what constitutes a significant addition.

Figure 8.4. Sample AF Form 910, Enlisted Performance Report.

ENLISTED PERFORMANCE REPORT (AB thru TSGT)			
I. RATEE IDENTIFICATION DATA (Read AFI 36-2406 carefully before completing any item.)			
1. NAME (Last, First, Middle Initial) MURPHY, R'NITA D.	2. SSN 000-00-0000	3. GRADE SRA	4. DAFSC 3A051
5. ORGANIZATION, COMMAND, AND LOCATION Air Force Occupational Measurement Squadron (AETC), Randolph AFB TX		6a. PAS CODE RJOJFVDR	6b. SRID 0J1D0
7. PERIOD OF REPORT From: 10 Sep 2001 Thru: 9 Sep 2002		8. NO. DAYS SUPERVISION 365	9. REASON FOR REPORT Annual
II. JOB DESCRIPTION			
1. DUTY TITLE Information Manager			
2. KEY DUTIES, TASKS, AND RESPONSIBILITIES Confine duties to space allocated in this section. Enter a clear description of the ratee's duties. The description should make clear the nature of the rater's tasks, degree of assignment selectivity involved, and the number of people supervised. Dollar value of projects managed and the level of responsibility should be included. Avoid jargon and acronyms that obscure rather than clarify meaning. Include prior and additional duties during the reporting period if they influence the ratings and comments. Do not include classified information.			
III. EVALUATION OF PERFORMANCE			
1. HOW WELL DOES RATEE PERFORM ASSIGNED DUTIES? (Consider quality, quantity, and timeliness of duties performed)			
<input type="checkbox"/> Inefficient. An unprofessional performer.	<input type="checkbox"/> Good performer. Performs routine duties satisfactorily.	<input type="checkbox"/> Excellent performer. Consistently produces high quality work.	<input checked="" type="checkbox"/> The exception. Absolutely superior in all areas.
2. HOW MUCH DOES RATEE KNOW ABOUT PRIMARY DUTIES? (Consider whether ratee has technical expertise and is able to apply the knowledge)			
<input type="checkbox"/> Does not have the basic knowledge necessary to perform duties.	<input type="checkbox"/> Has adequate technical knowledge to satisfactorily perform duties.	<input type="checkbox"/> Extensive knowledge of all primary duties and related positions.	<input checked="" type="checkbox"/> Excels in knowledge of all related positions. Mastered all duties.
3. HOW WELL DOES RATEE COMPLY WITH STANDARDS? (Consider dress and appearance, weight and fitness, customs, and courtesies)			
<input type="checkbox"/> Fails to meet minimum standards.	<input type="checkbox"/> Meets Air Force standards.	<input type="checkbox"/> Sets the example for others to follow.	<input checked="" type="checkbox"/> Exemplifies top military standards.
4. HOW IS RATEE'S CONDUCT ON/OFF DUTY? (Consider financial responsibility, respect for authority, support for organizational activities, and maintenance of government facilities)			
<input type="checkbox"/> Unacceptable.	<input type="checkbox"/> Acceptable.	<input type="checkbox"/> Sets the example for others.	<input checked="" type="checkbox"/> Exemplifies the standard of conduct.
5. HOW WELL DOES RATEE SUPERVISE/LEAD? (Consider how well member sets and enforces standards, displays initiative and self-confidence, provides guidance and feedback, and fosters teamwork)			
<input type="checkbox"/> Ineffective.	<input type="checkbox"/> Effective. Obtains satisfactory results.	<input type="checkbox"/> Highly effective.	<input checked="" type="checkbox"/> Exceptionally effective leader.
6. HOW WELL DOES RATEE COMPLY WITH INDIVIDUAL TRAINING REQUIREMENTS? (Consider upgrade training, professional military education, proficiency/qualification, and contingency)			
<input type="checkbox"/> Does not comply with minimum training requirements.	<input type="checkbox"/> Complies with most training requirements.	<input type="checkbox"/> Complies with all training requirements.	<input checked="" type="checkbox"/> Consistently exceeds all training requirements.
7. HOW WELL DOES RATEE COMMUNICATE WITH OTHERS? (Consider ratee's verbal and written skills)			
<input type="checkbox"/> Unable to express thoughts clearly. Lacks organization.	<input type="checkbox"/> Organizes and expresses thoughts satisfactorily.	<input type="checkbox"/> Consistently able to organize and express ideas clearly and concisely.	<input checked="" type="checkbox"/> Highly skilled writer and communicator.

IV. PROMOTION RECOMMENDATION <i>(Compare this ratee with others of the same grade and AFS)</i>				RATEE NAME: MURPHY, R'NITA	
RECOMMENDATION	NOT RECOMMENDED	NOT RECOMMENDED AT THIS TIME	CONSIDER	READY	IMMEDIATE PROMOTION
RATER'S RECOMMENDATION	1	2	3	4	<input checked="" type="checkbox"/>
ADDITIONAL RATER'S RECOMMENDATION	1	2	3	4	<input checked="" type="checkbox"/>

V. RATER'S COMMENTS

- Use comments section to provide additional information about the ratee's performance
- Bullet statements and phrases must be used
- Rater comments required. All evaluations must limit their comments to the space allocated unless the report contains referral ratings
- Comments must be compatible with the ratings in sections III and VII

Last performance feedback was accomplished on: _____ *(Consistent with the direction in AFI 36-2406.)*
(If not accomplished, state the reason.)

NAME, GRADE, BR OF SVC, ORGN, COMD & LOCATION JENER M. TIONGSON, SSgt, USAF AF Occupational Measurement Squadron (AETC) Randolph AFB TX	DUTY TITLE AF Manager, USAFSE Study Guide	DATE 10 Sep 2002
SSN 1234	SIGNATURE <i>Jener M. Tiongson</i>	

VI. ADDITIONAL RATER'S COMMENTS CONCUR NONCONCUR

- The Additional rater uses this section to support his or her decisions
- When the additional rater disagrees (marks the nonconcur block) with the rater, he or she must provide one or more reasons for disagreeing

NAME, GRADE, BR OF SVC, ORGN, COMD & LOCATION TAMALA L. CREVISTON, TSgt, USAF AF Occupational Measurement Squadron (AETC) Randolph AFB TX	DUTY TITLE AF Manager, PFE Study Guide	DATE 11 Sep 2002
SSN 4567	SIGNATURE <i>Tamala L. Creviston</i>	

INSTRUCTIONS

Reports written by a senior rater or the Chief Master Sergeant of the Air Force (CMSAF) will not be endorsed.

Reports written by colonels or civilians (GS-15 or higher) do not require an additional rater; however, endorsement is permitted unless prohibited by the Instruction above.

When the rater's rater is not at least a MSgt or civilian (GS-07 or higher), the additional rater is the next official in the rating chain serving in the grade of MSgt or higher, or a civilian in the grade of GS-07 or higher.

When the final evaluator (rater or additional rater) is not an Air Force officer or a DAF civilian, an Air Force advisor review is required.

All evaluators enter only last four numbers of SSN.

VII. COMMANDER'S REVIEW

CONCUR NONCONCUR *(Attach AF Form 77)* SIGNATURE *John L. Smith*

Figure 8.5. Sample AF Form 911, Senior Enlisted Performance Report.

SENIOR ENLISTED PERFORMANCE REPORT (MSGT thru CMSGT)			
I. RATEE IDENTIFICATION DATA (Read AFI 36-2406 carefully before completing any item)			
1. NAME (Last, First, Middle Initial) THIBODEAU, CLIFTON S.	2. SSN 000-00-0000	3. GRADE MSGT	4. DAFSC 3S271
5. ORGANIZATION, COMMAND, AND LOCATION Air Force Occupational Measurement Squadron (AETC), Randolph AFB TX		6a. PAS CODE RJOJFDVDR	6b. SRID OJ1DO
7. PERIOD OF REPORT From: 18 Apr 2001 Thru: 17 Apr 2002		8. NO. DAYS SUPERVISION 365	9. REASON FOR REPORT Annual
II. JOB DESCRIPTION			
1. DUTY TITLE Superintendent, Professional Development Flight			
2. KEY DUTIES, TASKS, AND RESPONSIBILITIES Confine duties to space allocated in this section. Enter a clear description of the ratee's duties. The description should make clear the nature of the rater's tasks, degree of assignment selectivity involved, and the number of people supervised. Dollar value of projects managed and the level of responsibility should be included. Avoid jargon and acronyms that obscure rather than clarify meaning. Include prior and additional duties during the reporting period if they influence the ratings and comments. Do not include classified information.			
III. EVALUATION OF PERFORMANCE			
1. DUTY PERFORMANCE (Consider quality, quantity, and timeliness of duties performed)			
<input type="checkbox"/> Inefficient. An unprofessional performer.	<input type="checkbox"/> Good performer. Performs routine duties satisfactorily.	<input type="checkbox"/> Excellent performer. Consistently produces high quality work.	<input checked="" type="checkbox"/> The exception. Absolutely superior in all areas.
2. JOB KNOWLEDGE (Consider whether ratee has technical expertise and is able to apply the knowledge)			
<input type="checkbox"/> Lacking. Needs considerable improvement.	<input type="checkbox"/> Sufficient. Gets job accomplished.	<input type="checkbox"/> Extensive knowledge of all primary duties and related positions.	<input checked="" type="checkbox"/> Excels in knowledge of all related positions. Mastered all duties.
3. LEADERSHIP (Consider whether ratee motivates peers or subordinates, maintains discipline, sets and enforces standards, evaluates subordinates fairly and consistently, plans and organizes work, and fosters teamwork)			
<input type="checkbox"/> Ineffective.	<input type="checkbox"/> Gets satisfactory results.	<input type="checkbox"/> Highly effective leader.	<input checked="" type="checkbox"/> Exceptionally effective leader.
4. MANAGERIAL SKILLS (Consider how well member uses time and resources)			
<input type="checkbox"/> Ineffective.	<input type="checkbox"/> Manages resources in a satisfactory manner.	<input type="checkbox"/> Skillful and competent.	<input checked="" type="checkbox"/> Dynamic, capitalizes on all opportunities.
5. JUDGMENT (Consider how well ratee evaluates situations and reaches logical conclusions)			
<input type="checkbox"/> Poor.	<input type="checkbox"/> Sound.	<input type="checkbox"/> Emphasizes logic and decision making.	<input checked="" type="checkbox"/> Highly respected and skilled.
6. PROFESSIONAL QUALITIES (Consider ratee's dedication and preservation of traditional military values - integrity and loyalty)			
<input type="checkbox"/> Unprofessional, unreliable.	<input type="checkbox"/> Meets expectations.	<input type="checkbox"/> Sets an example for others to follow.	<input checked="" type="checkbox"/> Epitomizes the Air Force professional.
7. COMMUNICATION SKILLS (Consider ratee's ability to organize and express ideas)			
<input type="checkbox"/> Unable to communicate effectively.	<input type="checkbox"/> Organizes and expresses thoughts satisfactorily.	<input type="checkbox"/> Organizes and expresses ideas clearly and concisely.	<input checked="" type="checkbox"/> Highly skilled writer and communicator.

IV. PROMOTION RECOMMENDATION <small>(Compare this ratee with others of the same grade and AFS. For CMSgts, this is a recommendation for increased responsibilities.)</small>					RATEE NAME: THIBODEAU, CLIFTON S.
RECOMMENDATION	NOT RECOMMENDED	NOT RECOMMENDED AT THIS TIME	CONSIDER	READY	IMMEDIATE PROMOTION
RATER'S RECOMMENDATION	1	2	3	4	<input checked="" type="checkbox"/>
ADDITIONAL RATER'S RECOMMENDATION	1	2	3	4	<input checked="" type="checkbox"/>
V. RATER'S COMMENTS					
<p>-Use comments section to provide additional information about the ratee's performance</p> <p>-Bullet statements and phrases must be used</p> <p>-Rater comments required. All evaluations must limit their comments to the space allocated unless the report contains referral ratings</p> <p>-Comments must be compatible with the ratings in sections III and VII</p>					
<p>Last performance feedback was accomplished on: _____ <small>(Consistent with the direction in AFI 36-2406. If not accomplished, state the reason.) (For evaluator identification blocks, enter only the last four numbers of SSN.)</small></p>					
NAME, GRADE, BR OF SVC, ORGN, COMD & LOCATION DEBRA L. BASS, CMSgt, USAF AF Occupational Measurement Squadron (AETC) Randolph AFB TX		DUTY TITLE Chief, Professional Development Flight		DATE 18 Apr 2002	
		SSN 1234	SIGNATURE <i>Debra L. Bass</i>		
VI. ADDITIONAL RATER'S COMMENTS			CONCUR	NONCONCUR	
<p>-The Additional rater's comments should not repeat what the rater stated, but should provide new information about the ratee's performance</p> <p>-When an evaluator disagrees (marks the nonconcur block) with a previous evaluator, he or she must provide one or more reasons for disagreeing</p>					
NAME, GRADE, BR OF SVC, ORGN, COMD & LOCATION SANDY L. SNADDON, Lt Col, USAF AF Occupational Measurement Squadron (AETC) Randolph AFB TX		DUTY TITLE Commander		DATE 19 Apr 2002	
		SSN 9876	SIGNATURE <i>Sandy L. Snaddon</i>		
VII. REVIEWER'S COMMENTS			CONCUR	NONCONCUR	
<p>-The Reviewer must be at least a major (Navy lieutenant commander) or civilian (at least GS-12 or similar grade)</p> <p>-The final evaluator (reviewer) completes section VIII</p> <p>-The reviewer cannot be higher in the rating chain than the senior rater</p>					
NAME, GRADE, BR OF SVC, ORGN, COMD & LOCATION EUGENE H. HENRY, Major General, USAF HQ Air Education and Training Command (AETC) Randolph AFB TX		DUTY TITLE Director of Operations		DATE 20 Apr 2002	
		SSN 4567	SIGNATURE <i>Eugene H. Henry</i>		
VIII. FINAL EVALUATOR'S POSITION		IX. TIME-IN-GRADE ELIGIBLE <small>(N/A for CMSgt or CMSgt selectee)</small>		X. COMMANDER'S REVIEW	
<input checked="" type="checkbox"/> SENIOR RATER			CONCUR		
B SENIOR RATER'S DEPUTY			NONCONCUR <small>(Attach AF Form 77)</small>		
C INTERMEDIATE LEVEL	<input checked="" type="checkbox"/> YES	SIGNATURE			
D LOWER LEVEL	NO	<i>John A. Smith</i>			

8.24.6. Conduct based on unreliable information. Raters must ensure information relied upon to document performance, especially derogatory information relating to unsatisfactory behavior or misconduct, is reliable and supported by substantial evidence. The rater should consult with the servicing staff judge advocate if there is a question of whether the standard has been met. Be particularly cautious about referring to charges preferred, investigations, boards of inquiry (such as accident investigation boards), or using information obtained from those sources, or any similar actions related to a member, that are *not complete* as of the closeout date of the report. When it is determined that such conduct is appropriate for comment, make reference to the underlying performance, behavior, or misconduct itself—not merely to the fact that the conduct may have resulted in a punitive or administrative action taken against the member, such as a letter of reprimand, Article 15, court-martial conviction, etc. Refer to AFI 36-2406 if an extension of the closeout date is warranted to determine if reliable information of unsatisfactory performance or misconduct has been established.

8.24.7. Any action against an individual that resulted in acquittal or a failure to successfully implement an intended personnel action. For example, do not say SSgt Johnson was acquitted of assault charges or that involuntary separation action was unsuccessful. This does not mean, however, that mention cannot be made to the underlying conduct that formed the basis for the action. A determination as to the appropriateness of doing so should be made only after consulting with the servicing staff judge advocate. The decision to include such information should be made only when evaluators can establish that the information is reliable and supported by substantial evidence.

8.24.8. Confidential statements, testimony, or data obtained by or presented to boards under AFI 91-204, *Safety Investigations and Reports*.

8.24.9. Actions taken by an individual outside the normal chain of command that represent guaranteed rights of appeal; for example, Inspector General, Air Force Board for Correction of Military Records, equal opportunity and treatment (EOT) complaints, and congressional inquiry.

8.24.10. A recommendation for decoration. The rater may only include those decorations actually approved or presented during the reporting period. The term “decorations,” as used here, applies to those for which a medal is awarded and worn on the Air Force uniform, such as an Air Force achievement medal. The rater may mention other awards or nominations for honors and awards such as “outstanding maintainer” or “12 Outstanding Airmen of the Year.”

8.24.11. Race, ethnic origin, gender, age, or religion of the ratee. Do not refer to these items in such a way that others could interpret the comments as reflecting favorably or unfavorably on the person. This is not meant to prohibit evaluators from commenting on involvement in cultural or church activities, but to caution against the use of specific religious denominations, etc. For example, “TSgt Scott is the first female ever selected for training . . .” is an inappropriate reference to gender. The rater may, however, use pronouns to reflect gender (such as he, she, him, her, his, and hers).

8.24.12. Temporary or permanent disqualification under AFI 36-2104, *Nuclear Weapons Personnel Reliability Program*. However, the behavior of the ratee that resulted in the action may be referenced.

8.24.13. Drug or alcohol abuse rehabilitation programs. Focus on the behavior, conduct, or performance resulting from alcohol or drug use versus the actual consumption of alcohol or drugs or participation in a rehabilitation program. Only competent medical authorities may diagnose alcoholism or drug addiction.

8.24.14. Score data on the WAPS score notice or SNCO promotion score notice, board scores, test scores, etc.

8.24.15. Family activities or marital status. Do not consider or include information (either positive or negative) regarding the member’s marital status or the employment, education, or volunteer service activities (on or off the military installation) of the member’s family.

8.24.16. Broad statements outside the scope of the evaluator’s responsibility or knowledge. A broad statement is one that implies knowledge of Air Force members not assigned within the evaluator’s realm of knowledge. For example, a group commander may not state the ratee is “the best civil engineer in the business” because he or she does not have knowledge of all civil engineers. Similarly, phrases such as “top 5 percent airman” or “clearly a top 1 percent SNCO”

are inappropriate because the evaluator does not have firsthand knowledge of all Air Force airmen or SNCOs. Broad statements such as these clearly lack credibility. **EXCEPTION:** An evaluator may make such a statement *if* substantiated by an award, such as “Best comptroller in the Air Force—received the 2002 Air Force Financial Manager of the Year Award.”

8.25. Referral Reports:

8.25.1. A referral report is an EPR that contains a rating in the far left block of any performance factor on AF Form 910 or 911, Section III, or a rating of “1” (not recommended for promotion) on AF Form 910 or 911, Section IV. Also, an EPR that contains comments that are derogatory in nature or imply or refer to behavior not meeting minimum acceptable standards of personal conduct, character, or integrity must be referred. The rater should ensure consistency among performance factors, ratings, and comments.

8.25.2. An evaluator whose ratings or comments cause a report to become a referral report must give the ratee a chance to comment on the report. Although a report may be referred several times during processing, an evaluator will not normally refer the report more than once. This, however, does not include reports referred again to allow the ratee the opportunity to rebut a report that, after initial referral, was corrected or changed before becoming a matter of record. Additionally, a report will be referred more than once when a subsequent evaluator gives additional referral ratings or comments. Referral procedures are established to allow the ratee to respond to items that make a report referral before it becomes a matter of record.

8.26. Letter of Evaluation (LOE).

LOEs cover periods of ratee performance too short to require a performance report, or periods of time when the ratee is under someone other than the designated rater. The evaluator uses LOEs to prepare the ratee’s next performance report, but does not attach the LOEs to the report. Evaluators may paraphrase or quote information provided in LOEs. Additionally, LOEs are optional, except for active-duty A1C and below (with less than 20 months of TAFMS) when the reporting official changes due to the PCS or permanent change of assignment (PCA) of the ratee or rater. In this case, the rater must have at least 60 days of supervision.

8.27. Conclusion.

This chapter covered the EES, identified responsibilities, and discussed the performance feedback process and EPRs. Any time questions arise on the process of the EES, members should refer to AFI 36-2406 or contact the MPF for specific guidance on Air Force procedures and local requirements. The EES deals directly with the Air Force’s most precious resource—people. Only by working with and assisting subordinates can supervisors understand their strengths, weaknesses, and contributions and accomplish the mission.

Chapter 9

NCO MANAGEMENT FUNCTIONS

Section 9A—Overview

9.1. Introduction.

One of the primary roles of the NCO is that of a manager. With the constant emphasis on efficiency, the Air Force must get the greatest return from every investment. The Air Force invests in people and other resources such as supplies and facilities. This chapter is designed to give an overview of NCO responsibilities and outline a few of the many Air Force management objectives. It also discusses the management of personnel and other resources.

Section 9B—Manpower Management

9.2. Introduction.

Effective manpower management is critical to mission accomplishment. The manpower management process systematically identifies the minimum-essential manpower required to accomplish approved missions. As supervisors, NCOs must understand the manpower management system and its roles. This section addresses how manpower requirements are quantified and how supervisors may initiate changes. It also provides a general description of the Air Force process for allocating manpower resources, essential manpower management documents, and the role of the installation manpower and organization (MO) office.

9.3. Manpower Resources.

All budgeted and programmed manpower resources for the total Air Force (active duty, AFR, and ANG) derive from two sources: the DoD Future Years Defense Program (FYDP) and the Air Force and Financial Plan (F&FP). DoD uses elements of the FYDP to budget for and control its resources. The Air Force uses the F&FP to budget for and control its portion of the DoD overall resources.

9.4. Chain of Responsibilities.

From the FYDP and F&FP, the Directorate of Manpower and Organization (HQ USAF/DPM) allocates programmed manpower resources to the MAJCOMs directing implementation of approved programs. The MAJCOMs translate the manpower resources into manpower authorizations by updating the Manpower Data System (MDS) by organization, Air Force specialty code (AFSC), grade, etc. The installation MO office serves as a liaison on manpower and organizational issues between installation agencies and the MAJCOM DPM staff.

9.5. Manpower Resource Levels:

9.5.1. Changing Manpower Allocations.

Command-specific military and civilian manpower requirements must be certified by the MAJCOM DPM and approved by HQ USAF/DPM before they can be used in the programming/resourcing process. It is essential to pursue competitive sourcing as a means to source new requirements that are not military essential or inherently governmental. Before manpower allocations can be changed, the requesting organization must give reasons for the requested change. The MAJCOM must propose specific tradeoffs if the initiative requires an increase in military or civilian manpower.

9.5.2. Accommodating Temporary Manpower Requirements.

Air Force manpower is not changed to accommodate cyclical or temporary requirements. Instead, the Air Force authorizes civilian overtime, temporary full- and part-time civilian positions, TDY of military or civilian personnel, and the use of contract services to perform this workload.

9.5.3. Determining Manpower Requirements.

The Air Force manpower requirements determination process systematically identifies minimum-essential

manpower required for the most effective and economical accomplishment of approved missions and functions within organizational and resource constraints. To accomplish this, HQ USAF functional managers work with HQ USAF/DPM to determine the appropriate manpower management tool consistent with resources needed to develop the manpower standard; the required mix of military, civilian, or contract services; and the required military category (officer or enlisted) and grade. The servicing civilian personnel flight works with the Air Force Personnel Center, Directorate of Civilian Personnel Operations (HQ AFPC/DPC), to determine civilian grades based on job content in position descriptions.

9.6. Manpower Standards:

9.6.1. General Concept.

The manpower standard identifies a work center's man-hour to workload relationship and quantifies manpower requirements. The Air Force uses manpower standards for the accurate distribution of manpower resources. A manpower standard has four key components: process-oriented description, man-hour equation, manpower table, and variances. The process-oriented description is a full description of processes that are the responsibility of the work center it applies to. The man-hour equation quantifies the manpower required to perform these processes for varying levels of workload. The manpower table provides the grades, skills, and manpower requirements for various workload volumes. Variances increase or reduce manpower at certain locations based on mission, environmental, or technological differences. For example, northern-tier bases may require an environmental variance (additional manpower credit) because of extreme inclement weather.

9.6.2. Most Effective Organization (MEO).

Manpower standards are based on the concept that work center operations are efficient and standardized—the MEO. Under this concept, a single location measurement can be considered for application or adoption at all like locations; however, it is not the preferred method. Measurement is based on average man-hour and workload requirements. Once an equation is developed, changes in manpower requirements should result only from changes in workload, procedures, responsibilities, quality required, etc.

9.6.3. Workload Collection.

During the study to develop or revise a manpower standard, study teams collect historical workload volume for a specified period. They also start a collection system to accurately capture historical and current workload when such a system does not exist. They continue to collect data until enough is available for standard application.

9.6.4. Final Report.

The study report has three parts: Introduction, Manpower Standard, and Data Analysis and Computation Summary. Part One (Introduction) contains background information, such as the work measurement methods used, the locations data was collected from, when the study began and was completed, list of team members and functional representatives, and any followup actions that must occur to ensure proper implementation and use of the standard. Part Two (Manpower Standard) includes a mission statement of the function under study, a description of the major processes or work activities performed by each work center covered by the standard, a statement defining the baseline operating conditions under which the function operates, the standard data (includes the man-hour equation and workload factor), and application instructions. Part Three (Data Analysis and Computation Summary) includes relevant information for any reviewer to assess study data and the process used to develop the standard.

9.7. Management Documents.

The unit manning document (UMD) and the unit personnel management roster (UPMR) are the two management documents designed to help manage manpower resources.

9.7.1. UMD.

The UMD is a computer product that lists unit manpower requirements—both funded and unfunded. It contains many data elements that identify the unique attributes of a position. These attributes include position

number, AFSC, functional account code (FAC), work center, grade, number of authorizations, and personnel accounting system (PAS) data. The UMD is the primary document that reflects the manpower required to accomplish the unit's mission. The installation MO office will periodically, or upon request, supply a unit with an updated UMD. Supervisors should routinely check this document for accuracy and to track their authorized manpower strength.

9.7.2. UPMR.

The UPMR lists personnel assigned to the unit by either work center or FAC. The information it contains matches the manpower authorizations on the UMD. It identifies unit personnel who have an assignment, indicating the projected month and year of their departure. It also shows projected gains by month and year. Incorrect data on the UPMR can cause considerable time-lapses between a person's departure and the arrival of his or her replacement. As with the UMD, supervisors should periodically review the roster for accuracy, compare it with the number of positions authorized on the UMD, and report discrepancies to the unit manning monitor.

Section 9C—Leave Management

9.8. Policy.

According to AFI 36-3003, *Military Leave Program*, lengthy respites from the work environment tend to have a beneficial effect on an individual's psychological and physical status. Therefore, an aggressive leave program is an essential military requirement. According to DoDD 1327.5, *Leave and Liberty*, all officers in command, major headquarters, and the military departments shall ensure that secondary and nonessential efforts that might prevent an aggressive leave program are not imposed.

9.9. Accruing Leave:

9.9.1. Leave accrues at the rate of 2 1/2 calendar days per month. Congress recognizes that military requirements may prevent members from using their planned leave. Thus, the law permits members to accrue a maximum of 60 days (the maximum that may be carried over into the next the fiscal year [FY]). The expression "use or lose" means that leave in excess of 60 days is lost if not used by the end of the FY (30 September).

9.9.2. Also, the Air Force can pay members for unused leave at certain points in their career, such as reenlistment and voluntary retirements, separation, or discharge. By law, members may receive accrued leave payment up to a maximum of 60 days during their military career. However, the legislative history of the law clearly expresses congressional concern that members use leave to relax from the pressures of duties and not as a method of compensation.

NOTE: Members do not earn leave when they are absent without official leave (AWOL), in an unauthorized absence status, serving a court-martial sentence, or in an excess leave status.

9.10. Special Leave Accrual.

Members lose any leave in excess of 60 days at the end of the FY unless they are eligible for up to 30 days of special leave accrual (SLA). Eligible members who lose leave on 1 October may have only that portion of leave restored that could possibly have been taken before the end of the FY. MAJCOM or FOA directors of personnel or equivalents (colonel or above) will approve SLAs for their organization. Members are eligible for SLA if any of the following circumstances prohibit them from taking leave:

9.10.1. Deployment to an operational mission at the national level for at least 60 consecutive days.

9.10.2. Assignment or deployment for at least 60 consecutive days to unit, headquarters, and supporting staffs when their involvement supporting a designated operational mission prohibits them from taking leave.

9.10.3. Deployment to a hostile-fire or imminent danger pay area for 120 or more consecutive days and receive this special pay for 4 or more consecutive months. In this situation, Defense Finance and Accounting Service (DFAS)-Denver will automatically carry over up to 30 days of leave. **NOTE:** In some instances, the deployment may overlap 2 FYs, for example, a deployment from 15 September until 14 November.

9.11. Beginning and Ending Leave.

Leave must begin and end in the local area. The term “local area” means the place of residence from which the member commutes to the duty station on a daily basis. This also applies to leave en route to a PCS or TDY assignment. In this case, the local area, as defined at the old and new permanent duty station (PDS), applies. The old PDS is for beginning leave; the new PDS is for ending leave. Making a false statement of leave taken may result in punitive action under the UCMJ. Regardless of the amount of leave authorized, finance calculates leave based on the actual date of departure and date of return. General rules on charging leave are as follows:

9.11.1. Use AF Form 988, **Leave Request/Authorization**, for all types of leave. (**EXCEPTION:** When members take leave en route with PCS or TDY travel, the financial services office (FSO) uses the travel voucher to determine authorized travel and chargeable leave.) Normal off-duty days and holidays are chargeable leave days if they occur during an authorized period of leave. If leave includes a weekend, a member cannot end leave on a Friday and begin it again on Monday. Further, unit commanders will not approve successive Monday through Friday leaves (or periods of leave surrounding other normal off-duty days) except under emergency or unusual circumstances as determined by the unit commander.

9.11.2. A member who is unable to report to duty upon expiration of leave because of illness or injury must advise the leave approving authority. A family member, attending physician, representative at the nearest MTF, or American Red Cross (ARC) representative may act on the member’s behalf when the member is incapacitated and unable to provide notification. Upon returning from leave, the member must present a statement from the nearest medical treatment facility (MTF) or attending physician regarding the member’s medical condition. (**NOTE:** The unit commander may consult with the local MTF for clarification.) If admitted to the hospital, the member’s duty status changes to inpatient on the date admitted. Refer to AFI 36-3003 for notification procedures. If desired, the member can revert to leave status when released from the hospital. However, this requires a new leave form and authorization number. Unless a competent authority excuses a member, the member must be available for duty by 2400 on the last day of leave. Failure to return by 2400 the day after the last day of leave is an unauthorized absence and can constitute AWOL except when the absence is unavoidable. In this instance, finance will charge leave for the period. See DoD 7000.14-R, Volume 7A, *Military Pay Policy and Procedures - Active Duty and Reserve Pay*, for reasons determining absences over leave.

9.12. Extension of Leave.

An individual may ask for and receive an extension of leave only when the situation warrants it and military requirements permit it. The individual should ask for the extension well enough in advance to allow a timely return to duty if the proper authority does not grant the extension. To make a reasonable decision on short notice, the request must include a specific reason for the extension, period desired, status of leave account, and expiration of term of service (ETS).

9.13. Recall from Leave.

Unit commanders may recall members from leave for military necessity or in the best interest of the Air Force. Refer to the *Joint Federal Travel Regulation* (JFTR) to determine if travel and transportation allowances apply. If the unit commander authorizes the member to resume leave after the member completes the duty that resulted in recall, a new leave form or orders must be prepared.

9.14. Types of Leave.

AFI 36-3003 outlines many types of leave, such as the following:

9.14.1. Annual Leave.

Another name for “ordinary” leave is annual leave. Normally, members request leave, as accruing (earning), within mission requirements. Members use annual leave to take a vacation, attend to parental family needs such as illnesses, during traditional national holiday periods, for attendance at spiritual events or other religious observances, and/or as terminal leave with retirement or separation from active duty.

9.14.2. Advance Leave.

Advance leave is chargeable leave that exceeds the member's current leave balance but does not exceed the amount of leave that will be earned during the remaining period of enlistment. If a member separates, reenlists, or retires earlier than planned, he or she must reimburse the Government for any advance leave that becomes excess. Advance leave is appropriate for urgent personal or emergency situations and for leave en route during PCS or TDY but cannot be more than the minimum amount of time needed.

9.14.3. Convalescent Leave.

Convalescent leave is an authorized absence normally for the minimal time needed to meet the medical needs for recuperation. This is not chargeable leave. Unit commanders normally approve convalescent leave based on recommendations by either the MTF authority or physician most familiar with the member's medical condition. When a member elects civilian medical care at personal expense determined by an Air Force physician to be a medical procedure considered as elective by military MTF authorities, such as cosmetic surgery, members must use ordinary leave for all absences from duty, including convalescence. When medical authorities determine a medical procedure is necessary, such as childbirth, and the member elects civilian medical care, the commander, upon the recommendation of an Air Force physician, may grant convalescent leave.

9.14.4. Emergency Leave.

Emergency leave is chargeable leave granted for personal or family emergencies involving the immediate family. Unit commanders approve emergency leave, although commanders can delegate leave approval to no lower than the first sergeant for enlisted personnel. Normally, verification by the ARC or the host country's equivalent agency is not necessary. However, when the official granting leave has reason to doubt the validity of an emergency situation, he or she may request assistance from the military service activity nearest the location of the emergency or, when necessary, from the ARC. The initial period is usually for no more than 30 days unless the member has a negative leave balance in which case the commander considers only that which is absolutely necessary to take care of the emergency situation. If the individual needs an extension while on emergency leave, he or she must contact the unit commander or first sergeant for approval. Unit commanders advise members to apply for a humanitarian or exceptional family member reassignment or hardship discharge if the leave period is more than 60 days. HQ AFPC approves emergency leave if leave requested results in a member having a cumulative negative leave balance of over 30 days. The MPF provides counseling and assistance in applying for a humanitarian reassignment or hardship discharge. The member may not request emergency leave for reasons such as normal pregnancy of a spouse, care of children during the spouse's illness, or resolution of marital or financial problems. However, the member may request ordinary leave. Emergency leave is normally authorized in the following situations:

9.14.4.1. The member's presence contributes to the welfare of a dying member of his or her immediate family or spouse's family.

9.14.4.2. There has been a verified death in the member's immediate family or the spouse's immediate family.

9.14.4.3. There has been an injury, major surgery, or serious illness in the member's immediate family or the spouse's immediate family resulting in a serious problem only the member can resolve.

9.14.4.4. A natural disaster such as a flood, hurricane, or tornado occurred that affected the member personally.

9.14.5. En Route Leave.

En route leave is in conjunction with PCS or TDY travel, including consecutive overseas tours. If the member does not have accrued leave, he or she can request the minimum amount of advance leave needed. Losing unit commanders normally approve up to 30 days en route leave with any PCS move if the leave does not interfere with port call and duty reporting dates. Anyone who desires to take less leave or no leave en route is responsible for requesting accommodating travel arrangements from the personnel and transportation offices. Although the Air Force cannot force members to take leave for the convenience of the Government,

available transportation may limit travel dates. Therefore, the Air Force uses a window of dates for its requirements. If the member receives travel reservations within that window, the Air Force does not consider leave to be for the convenience of the Government and the member will be charged leave for the other days. Members who complete basic or technical training may request 10 days of leave en route if their first duty station is in the CONUS. They may request 14 days if going to an overseas assignment.

9.14.6. Terminal Leave.

Terminal leave is chargeable leave used in conjunction with separation or retirement processing when a member desires to be absent on the last day of active duty. A member often uses this leave to accept employment that starts before his or her date of separation or retirement. Normally a member does not return to duty after terminal leave begins. Normally, the amount of leave taken cannot exceed the leave balance at the date of separation. (**EXCEPTION:** The member may request excess leave under verified emergency conditions.) A member may not extend a date of separation solely for the purpose of taking unused accrued leave, even if it is beyond his or her control. An exception would be if the member separated or retired because of a disability. If the member previously sold 60 days of leave, the Air Force will extend the date of separation to allow the member to use accrued leave. If he or she has not sold 60 days of leave, the member must sell unused leave to the 60-day limit before the Air Force can extend the date of separation.

9.14.7. Excess Leave.

Excess leave is granted for personal emergencies over and above the amount the member can earn before discharge, separation, or retirement. The total amount of accrued, advance, and excess leave cannot exceed 60 days for any one period of absence. Excess leave is a no-pay status; therefore, entitlement to pay and allowances and leave accrual stops on the member's first day of excess leave. A member will not receive disability pay, if injured, for time spent on excess leave; he or she is ineligible by law to receive disability retired pay or disability severance pay. The only exception to the 60-day limit is to give indefinite periods of unpaid absence to the member being processed for certain discharges as awaiting approval of a court-martial sentence.

9.14.8. Environmental and Morale Leave (EML).

EML is authorized at an overseas installation where adverse environmental conditions require special arrangements for leave in desirable places at periodic intervals. Funded EML is charged as ordinary leave, but members are authorized to use DoD-owned or -controlled aircraft; plus, travel time to and from the EML destination is not charged as leave. Unfunded EML is also charged as ordinary leave, but members are authorized space-available air transportation from the duty locations, and travel time to and from the leave destination is charged as leave.

9.15. Regular and Special Passes.

A pass is an authorized absence, not chargeable as leave, for short periods to provide respite from the working environment or for other reasons.

9.15.1. Regular Pass.

A regular pass starts after normal working hours on a given day and stops at the beginning of normal working hours the next duty day. This includes nonduty days of Saturday and Sunday and a holiday for up to 3 days total if a member normally works Monday through Friday or up to 4 days for a member who works a nontraditional works schedule, such as a compressed workweek. The combination of nonduty days and a public holiday may not exceed 4 days. DoD or higher management levels may determine that a Monday or Friday is compensatory (comp) time off when a holiday is observed on a Tuesday or Thursday, in which case a regular pass may consist of a weekend, a comp day off, and a public holiday.

9.15.2. Special Pass.

Commanders grant special passes for unusual reasons, such as comptime off, reenlistment, and special recognition. The special pass may be for 3- or 4-day periods. Commanders will not grant special passes combined with regular pass or holiday periods when the combined period of continuous absence exceeds the

3- or 4-day limitation. Also, special passes may not be combined with leave. Special pass periods begin the hour the member departs from work and end when the member returns to duty. Although there are no mileage restrictions, members may be required to return in the event of an operational mission requirement such as a recall, unit alert, or unit emergency. Members should always have their military identification card in their possession for identification purposes while on authorized absences from official duty. When it is essential to control authorized absences for security or operational reasons and other special circumstances, commanders can use DD Form 345, **Armed Forces Liberty Pass**.

9.16. Permissive TDY (PTDY).

PTDY is a period of authorized administrative absence to attend or participate in a designated official or semi-official program for which funded TDY is not appropriate. PTDY is not chargeable leave. Commanders may not authorize PTDY in place of leave or special pass nor in conjunction with special passes. Normally, use AF Form 988 for all types of PTDYs. See AFI 36-3003 for complete information.

9.16.1. Authorized PTDYs.

Types of authorized PTDYs include, but are not limited to:

9.16.1.1. Traveling to or in the vicinity of a new PDS to secure off-base housing before the member outprocesses the old PDS. (Generally, members request PTDY after signing in at the new PDS.)

9.16.1.2. Accompanying a dependent patient or military member patient to a designated MTF not in the local area when the medical authority deems it essential.

9.16.1.3. Traveling to a MAJCOM or AFPC Career Development Division, either as an individual or part of a group to discuss career management or to review records.

9.16.1.4. Attending national conventions or meetings hosted by service-connected organizations such as the Air Force Sergeants Association and the Noncommissioned Officers' Association.

9.16.2. PTDY Not Authorized.

Members are not authorized PTDYs for the following:

9.16.2.1. To search for a house in a close proximity PCS move.

9.16.2.2. In conjunction with a permissive reassignment.

9.16.2.3. To attend a PME graduation when the graduate is a coworker, friend, or military spouse.

9.16.2.4. To attend a change of command or retirement ceremony.

9.17. Program Administration:

9.17.1. Commanders can only delegate ordinary leave approval to the lowest supervisory level to meet the needs of the unit. Supervisors should train personnel on the requirements of the leave program and ensure they know how to use AF Form 988 to request leave and PTDY.

9.17.2. Before approving leave, supervisors must ensure members requesting leave have a sufficient leave balance by reviewing their leave and earnings statement (LES) or the monthly leave balance listing (maintained by the CSS). Also, they must ensure members provide a valid address and emergency telephone number where they can be reached. Before signing the leave form, follow the unit's procedures to obtain a leave authorization number. Do not obtain leave numbers earlier than 14 days before the leave effective date. Members on leave should use operational risk management principles to assess all hazards and control risks before excessive or hazardous travel, especially by automobiles. Also, make sure the member has sufficient funds to return to duty on time. After obtaining a leave authorization number, the supervisor sends Part I with authorization number to the servicing finance office and gives Part II to the member. The supervisor retains Part III for completion after the member returns from leave.

9.17.3. When the member returns from leave, the supervisor determines how the member's actual leave dates compared to the first and last days of chargeable leave reported on Part I. The member signs Part III of the leave request form, and the supervisor certifies the dates of leave and sends Part III to the CSS for processing. If there has been a change in the actual number of days the member took, supervisors will follow the instructions listed in Part III of the leave form. **NOTE:** The Air Force adopted the current method of recording leave to prevent fraud in the leave reporting system.

Section 9D—Enlisted Specialty Training

9.18. Education and Training (E&T) Purpose.

Skilled and trained personnel are critical to the Air Force in providing a strong national defense capability. The Air Force OJT Program provides training for personnel to attain knowledge and skill qualifications required to perform duty in their specialty.

9.19. Strategy.

The Air Force's strategy is to develop, manage, and execute training programs providing realistic and flexible training to produce a highly skilled, motivated force capable of carrying out all tasks and functions in support of the Air Force mission. OJT programs should provide the foundation for Air Force readiness.

9.20. Training and Mission Accomplishment.

Training is an integral part of the unit's mission. An effective training program requires commander and supervisory involvement at all levels.

9.21. Training and Airman Career Program.

Supervisors must explain to trainees the relationship of training to career progression. While the supervisor's primary responsibility is to plan a program that outlines specific short-term, mission-related goals for the trainee, overall success depends on the supervisor's ability to advise and assist airmen to reach long-range career objectives. Supervisors must take an active role in the trainee's career progression.

9.22. Training Components.

The Air Force OJT Program consists of a knowledge and position qualification component. Career knowledge and general task knowledge, applying to the AFSC, is gained through a planned program of study involving CDC or technical references listed in the applicable CFETP. Position qualification training continues throughout a member's career and involves hands-on task training required to qualify a member in the applicable duty position.

9.23. CFETP.

The CFETP is a comprehensive E&T document that identifies life-cycle E&T requirements, training support resources, and minimum requirements for each specialty. It provides personnel a clear career path to success and instills rigor in all aspects of AFS training. The CFETP has two main parts that must be designed to meet Air Force and AFS needs. The AFCFM develops the CFETP as the core document for AFS E&T. CFETPs are optional for officer specialties. The CFETP establishes the framework for managing career field E&T. It specifies when, where, and how to progress. AFCFMs review the CFETP annually to ensure it is accurate and current.

9.23.1. CFETP Part I.

The CFETP Part I provides AFS information in four sections: General Information; Air Force Specialty Code (AFSC) Progression and Information; Skill Level Training Requirements; and Resource Constraints. Resource constraints include money, facilities, time, manpower, and equipment that may preclude desired training from being delivered.

9.23.2. CFETP Part II.

The CFETP Part II provides a comprehensive listing of training courses and standards available to support

AFS training requirements. Part II contains five sections: Specialty Training Standard (STS), Course Objective List, OJT Support Material, Training Course Index, and MAJCOM Unique Requirements.

9.24. Total Force Training.

Total Force training includes upgrade training (UGT), qualification training (QT), and retraining.

9.24.1. UGT.

UGT is the key to the total force training program. It leads to award of the higher skill level and is designed to increase skills and abilities. AFSC UGT requirements are outlined in AFI 36-2201, *Air Force Training Program*, Volumes 1 through 6; AFI 36-2101, *Classifying Military Personnel (Officer and Enlisted)*; AFMAN 36-2108, *Enlisted Classification*; and the applicable CFETP for award of the 3-, 5-, 7-, and 9-skill levels. The following are minimum requirements for award of these skill levels:

9.24.1.1. Apprentice. Airmen will complete a resident initial skills training course for award of the 3-skill level. Retraining into an AFSC or shred may be accomplished via OJT alone only when specified in the retraining instructions and as approved by the AFCFM. Personnel retraining via OJT may be awarded the 3-skill level when they complete knowledge training on all tasks taught in the initial skills course, duty position requirements identified by the supervisor, and all other mandatory requirements as identified in the CFETP.

9.24.1.2. Journeyman. Airmen will complete a mandatory CDC, if available; all core tasks identified in the CFETP; and other duty position tasks identified by the supervisor. Core tasks are tasks the AFCFM identifies as minimum qualification requirements for everyone within the AFSC, regardless of duty position. Core tasks may be specified for a particular skill level or in general across the AFSC. Guidance for using core tasks can be found in the applicable CFETP narrative. Trainees must also complete a minimum of 15 months in UGT; meet mandatory requirements listed in the specialty description in AFMAN 36-2108 and the CFETP; and be recommended by their supervisor for award of the 5-skill level. Members in retraining status are subject to the same training requirements and a minimum of 9 months in UGT.

9.24.1.3. Craftsman. Airmen must be at least a SSgt; complete mandatory CDCs, if available; complete core tasks identified in the CFETP and other duty position tasks identified by the supervisor; complete the 7-skill level craftsman course (if required); meet mandatory requirements listed in the specialty description in AFMAN 36-2108; complete a minimum of 12 months in training; and be recommended by the supervisor for award of the 7-skill level. Members in retraining status are subject to the same training requirements and a minimum of 6 months in UGT. The following paragraphs contain information on mandatory craftsman courses:

9.24.1.3.1. 7-Skill Level Course Eligibility. Trainees must be a SSgt or above. SSgt selectees may attend based on quota availability and AFCFM approval. Trainees must be in UGT to the 7-skill level and satisfy all prerequisites as outlined in the applicable CFETP or MilPDS course-reporting instruction.

9.24.1.3.2. 7-Skill Level Course Selection Process. Eligible members are prioritized by the date they entered training, their date of rank, and then by TAFMS date. HQ AFPC/DPPAT suballocates names and the MPF formal training section notifies the trainee. The unit training manager (UTM) verifies completion of all prerequisites prior to the trainee attending. The MAJCOM training office is the OPR for requesting cancellations, replacements, and short-notice volunteers. Only duty-related requests will be considered. The MAJCOM training office will advise HQ AFPC/DPPAT to cancel the allocation.

9.24.1.4. Superintendent. Members must be promoted to SMSgt for the award of the 9-skill level.

9.24.2. Qualification Training (QT).

QT is actual hands-on task performance training designed to qualify an airman in a specific duty position. This training occurs during and after UGT and is conducted anytime an individual is not fully qualified.

9.24.3. Retraining Program.

The retraining program is a personnel program designed to balance the numbers of personnel in specific grades and year groups of the AFS. UGT begins once retraining is approved and the airman is assigned in the new specialty. With minor exceptions, training requirements for retrainees are the same as those for normal upgrade trainees.

9.25. Training Responsibilities:

9.25.1. HQ USAF/DPDT.

HQ USAF/DPDT establishes training policy in support of the Total Force mission, provides training program guidance and assistance for training managers at all levels, submits requirements for training technology requirements, and advises inspection agencies of current training policy.

9.25.2. AFCFM:

9.25.2.1. AFCFMs determine training requirements and ensure implementation of training programs for assigned specialties. They identify core tasks, third-part certification, and other unique certification requirements and establish requirements to provide mandatory 3-, 5-, and 7-skill level in resident and distance learning courses and materials through HQ AETC. They also waive mandatory training requirements on a case-by-case basis.

9.25.2.2. Conduct U&TWs. The U&TW is a forum to determine education and training requirements, ensure the validity and viability of training, and to determine specialty merger training requirements and formal course constraints. The forum is also used to create or revise training standards and set responsibilities to provide training.

9.25.3. HQ AFPC/DPPAT (E & T).

HQ AFPC/DPPAT's responsibilities include, but are not limited to: implementing Air Force training program policy; developing, coordinating, and distributing instructions, procedures, training guides, and materials; and assisting AFCFMs, MAJCOM training managers, and FOA training managers in conducting training programs.

9.25.4. HQ AETC.

HQ AETC manages and provides formal training including initial, advanced, supplemental, and qualification training, delivered in-residence and through distance learning.

9.25.5. MAJCOM Training Manager.

The MAJCOM training manager is the focal point for skills development and is responsible for the overall management and effectiveness of the command's training program. The MAJCOM training manager, in conjunction with the MAJCOM functional manager, is responsible for developing, implementing, and assessing training programs for personnel assigned within their functional areas. They also review requests for withdrawal from training, AFSC downgrade or withdrawal, and waivers with the MAJCOM functional manager.

9.25.6. MAJCOM Functional Manager.

Command functional managers develop, implement, and manage career field training programs for assigned specialties. They monitor supported unit training programs to ensure qualification levels and skill-level upgrade requirements meet MAJCOM priorities and review Air Force specialty retraining applications (as required) and make recommendations to the MAJCOM classification and retraining office. They also coordinate on requests for withdrawal from training, AFSC downgrade or withdrawal, and waivers for any training requirements.

9.25.7. Base Training.

Base training is the OPR for supervision of all training programs for units serviced by the host MPF. The base training manager's responsibilities include: assisting commanders, unit personnel, and training activities with developing training programs; serving as the OPR for 7-level schools; collecting and analyzing trend data and providing recommendations to commanders; conducting staff assistance visits (SAV) every 18 months to assigned units; and serving as the test control office for mandatory CDC course examinations.

9.25.8. Unit Commander:

9.25.8.1. Commanders must establish and execute effective training programs. Their responsibilities include directing the UTM to provide a monthly status of training briefing and budgeting and allocating resources to support training requirements. They ensure supervisors conduct and document initial evaluations within 60 days of assignment and ensure the supervisors, assisted by the UTM, develop a master training plan (MTP) for each work center to ensure 100 percent task coverage, and identify duty position (including contingency and wartime) and skill-level upgrade requirements for the work center.

9.25.8.2. They must also ensure the CDC program is administered in accordance with the Air Force Institute for Advanced Distributed Learning (AFIADL) and establishes local policies to maximize effectiveness. They must establish a training recognition program to highlight outstanding trainee performance and supervisory involvement, withdraw airmen from training who fail to progress, and take administrative action on these airmen.

9.25.9. UTM.

The UTM is the commander's key staff member responsible for overall management of the training program, serves as a training consultant to all unit members, and determines if a quality training program is in effect within all sections. UTM responsibilities include:

9.25.9.1. Developing, managing, and conducting training in support of mission requirements and advising and assisting commanders and unit personnel in executing their training responsibilities. They are required to conduct an assessment of unit training programs not later than 180 days after the base training office conducts a SAV, not to exceed 24 months between unit SAVs, conduct informal work center visits, and maintain memos for record until the unit SAV is completed.

9.25.9.2. Interviewing newly assigned personnel within 30 days to determine training status and CDC progression and initiating AF Forms 623, **Individual Training Record** (or approved electronic equivalent), for all trainees entering UGT for the first time and providing the form to the supervisor. They must also conduct a comprehensive trainee orientation for trainees initially entering UGT within 60 days of assignment. UTMs must also manage the unit CDC program and conduct a training progress review with the supervisor and trainee at the 24th month of UGT to evaluate status.

9.25.9.3. Assisting work centers in developing an MTP to plan, manage, and execute training activities and assisting the unit deployment manager (as required) with scheduling contingency training to meet mission accomplishment.

9.25.10. Supervisor.

The supervisor has the greatest single impact on mission accomplishment. He or she must share his or her experience and expertise to meet mission requirements and provide a quality training program to the trainee. A supervisor must plan, conduct, and evaluate training. Supervisor responsibilities include:

9.25.10.1. Using CFETPs (or approved electronic equivalent) to manage work center and individual training and developing an MTP to ensure 100 percent task coverage. They must also integrate training with day-to-day work center operations and consider trainer and equipment availability, training opportunities, and schedules.

9.25.10.2. Conducting and documenting work center training orientation within 60 days of the assignment of a new person. The supervisor must also conduct and document an initial evaluation of newly assigned

personnel within 60 days of assignment on the duty position, including core tasks, knowledge, and skills, and annotate the CFETP or Air Force job qualification standard (AFJQS) to reflect qualifications and training requirements.

9.25.10.3. Selecting trainers and certifiers as required by the AFCFM based on skill qualifications and with the assistance of the UTM.

9.25.10.4. Administering the CDC program for assigned trainees.

9.25.10.5. Maintaining AF Form 623 (or other approved training records) for airmen in the grades of AB through TSgt and SNCOs in retraining status, or as directed by the AFCFM. Before submitting the member for upgrade, the supervisor ensures the trainee, as a minimum, meets all mandatory requirements as defined in AFMAN 36-2108, the CFETP, the AFJQS, and duty position requirements.

9.25.11. Trainer.

Usually the trainer and supervisor are the same. If necessary, the supervisor may assign someone else to provide the training. Trainers are selected based on their experience and ability to provide instruction to the trainees. Additionally, trainers must be qualified to perform the task being trained, be recommended by their supervisor, and have completed the Air Force training course. Trainer responsibilities include planning, conducting, and documenting training; preparing and using teaching outlines or task breakdowns, as necessary; developing evaluation tools; and briefing the trainee and supervisor on the training evaluation results. The trainer must also record trainee task qualification according to prescribed instructions.

9.25.12. Task Certifier.

Certifiers provide third-party certification and evaluation on tasks identified by the AFCFM. Certifiers are responsible for conducting additional evaluations and certifying qualification on those designated tasks. Certifiers must be at least a SSgt with a 5-skill level or civilian equivalent, attend the Air Force Training Course, and be capable of evaluating the task being certified. Certifier responsibilities include developing evaluation tools or using established training evaluation tools and methods to determine the trainee's ability and training program effectiveness, and briefing the trainee, supervisor, and trainer on the training evaluation results.

9.25.13. Trainee.

The trainee is the focal point of the Air Force training program. Trainees must make every effort to become qualified to perform in their AFS. The success and quality of training greatly depends on the relationship between the supervisor, trainer, and trainee. Trainees must:

9.25.13.1. Actively participate in all opportunities for upgrade and qualification training.

9.25.13.2. Comprehend the applicable CFETP requirements and career path.

9.25.13.3. Obtain and maintain the knowledge, qualifications, and appropriate skill level within the assigned specialty.

9.25.13.4. Budget on- and off-duty time to complete assigned training tasks, particularly CDC and self-study training requirements, within established time limits.

9.25.13.5. When necessary, request assistance from the supervisor, trainer, and UTM when having difficulty with any part of training.

9.25.13.6. Acknowledge and document task qualification upon completion of training.

9.26. Instructional System Development (ISD) Applied to OJT:

9.26.1. ISD Description.

ISD applied to OJT is a systematic process to plan, design, and implement unit training programs in an effective and cost-efficient manner. The ISD process requires training managers, supervisors, and trainers to analyze and determine what training is needed and design training programs to meet the need and develop training materials to support requirements. Evaluation and feedback are central functions that occur continuously throughout each phase. Additional guidance is provided in AFMAN 36-2234, *Instructional System Development*, and AFH 36-2235, Volume 11, *Information for Designers of Instructional Systems*.

9.26.2. Why Use ISD.

Using the ISD process ensures unit training and OJT programs are both effective and cost efficient. ISD requires that:

9.26.2.1. Training design meets specific job requirements that have been identified through training needs assessments and that training is designed to meet specific training objectives.

9.26.2.2. Training is designed for all job tasks and provides the knowledge necessary for successful performance on the job. The methods and media chosen for training must optimize effectiveness and be cost efficient.

9.26.2.3. E&T programs are evaluated to ensure they meet the objectives and are revised if they fail. Trainee data must be collected and used to improve the quality of E&T programs.

9.26.3. Developing an MTP Using ISD.

The MTP identifies the process for accomplishing mission requirements for the work center, all special work requirements, and any additional duties. It defines qualification requirements for assigned personnel, contingency plans, wartime requirements, special operating instructions, and/or the publications governing the duties. Supervisors divide and assign work center tasks to individual positions to ensure 100 percent task coverage.

9.26.4. Objectives.

Use objectives to specify what the trainee is able to do after receiving training. Objectives contain three parts:

9.26.4.1. Conditions. The condition refers to the item used during training (for example, technical orders, checklists, tools, equipment). The condition may also indicate how much help a person will receive during the task performance or indicate if the task requires more than one person.

9.26.4.2. Performance (Behavior). The performance criteria state what activities a trainee will perform or what a trainee will learn. The verb reflects actions that are observable, measurable, verifiable, and reliable. The training performance will mirror the OJT performance.

9.26.4.3. Standard. The standard refers to a clearly stated and measurable level of performance. It specifies accuracy and completeness required to successfully accomplish the training objective.

9.26.5. Evaluation and Tests.

Use evaluations and tests to determine if training was successful and to let the trainees know how well they are progressing. Use oral and written tests to measure knowledge and attainment of knowledge objectives. Use task evaluations to measure performance objectives.

9.26.6. Performance Standard.

Tasks are trained and qualified to the "Go" level. "Go" means the individual can perform the task without assistance and meets local demands for accuracy, timeliness, and correct use of procedures.

9.27. Training Forms and Documents.

Training documentation is important to personnel at all levels because it validates the status of training and task qualification. Documentation also helps management assess mission capability and readiness, and it defines requirements for individual career progression.

9.27.1. AF Form 623, Individual Training Record.

The AF Form 623 is the standard folder used as a training record. The form reflects past and current qualifications and is used to determine training requirements. Supervisors maintain the form for all assigned personnel in accordance with AFI 36-2201, Volume 3, *Air Force Training Program On the Job Training Administration*. The form is available to all personnel in the chain of command, to include the UTM upon request. The form is returned to the member upon separation, retirement, commissioning, or promotion to MSgt, unless otherwise directed by the AFCFM. **EXCEPTION:** Forms containing classified information are not returned.

9.27.2. CFETP.

As stated earlier in this chapter, the CFETP is a comprehensive E&T document that identifies life-cycle E&T requirements, training support resources, and minimum requirements for each specialty. Supervisors use the CFETP to plan, manage, and execute training within the career field. In an effort to reduce local printing costs, the following options are authorized:

9.27.2.1. Keep at least one copy of the entire CFETP, Parts I and II, in the work center for general access and MTP development.

9.27.2.2. Unless otherwise directed by the AFCFM, file only Part II of the CFETP in the AF Form 623.

9.27.2.3. If the CFETP is divided into distinct sections by aircraft, duty position, or mission, then file only the sections applicable to the member.

9.27.3. AFJQS.

AFJQs are training documents approved by the AFCFM for a particular job type or duty position within an AFS.

9.27.4. AF Form 623A, On-the-Job Training Record-Continuation Sheet.

AF Form 623A is used to document a member's training progression. This form reflects status, counseling, and breaks in training. Both the supervisor and trainee must sign and date all entries.

9.27.5. AF Form 797, Job Qualification Standard Continuation/Command JQS.

AF Form 797 is a continuation of the CFETP, Part II, or AFJQS. It defines locally assigned duty position requirements not included in the CFETP.

9.27.6. AF Form 803, Report of Task Evaluation.

Evaluators use AF Form 803 to conduct and document completion of task evaluations during training SAVs, when directed by the commander, or when a task certification requires validation. File completed evaluations in AF Form 623 until upgraded or no longer applicable to the current duty position.

9.27.7. AF Form 1098, Special Task Certification and Recurring Training.

Supervisors use AF Form 1098 to document selected tasks that require recurring training or evaluation. Air Force and MAJCOM directives may identify tasks contained in the CFETP that require special certification, recurring training, or evaluation.

9.28. CDC Program Management:**9.28.1. Purpose and Scope.**

CDCs are published to provide the information necessary to satisfy the career knowledge component of OJT. These courses are developed from references identified in the CFETP that correlate with mandatory knowledge items listed in AFMAN 36-2108. CDCs must contain information on basic principles, techniques, and procedures common to an AFSC. They do not contain information on specific equipment or tasks unless the specific equipment or task best illustrates a procedure or technique having utility to the entire AFSC.

9.28.2. CDCs for UGT.

AFIADL electronically publishes an “AFSC List” of CDC requirements, identifying all mandatory CDCs for skill-level upgrade.

9.28.3. CDC Administration:

9.28.3.1. If available, supervisors will use CDCs to satisfy career knowledge requirements for UGT.

9.28.3.2. Members do not have to take CDCs that become available after they enter UGT, unless specified by the AFCFM.

9.28.3.3. The UTM will ensure trainees are enrolled and receive required CDC material within 45 days of inprocessing.

9.28.3.4. The UTM issues CDC material to the supervisor and trainee and briefs them on its proper use.

9.28.3.5. Supervisors determine CDC volume sequence of study and set the overall course completion schedule. Each volume must be completed within 30 days, but the UTM may grant an extension due to mission requirements. If the material is not completed as scheduled, the supervisor determines the reason for slow progress, counsels the trainee, documents the counseling on AF Form 623A, and places the trainee in supervised study.

9.28.3.6. The trainee answers the unit review exercise (URE) questions “open book,” and the supervisor scores the URE and conducts review training. Supervisors conduct a comprehensive review of the entire CDC with the trainee in preparation for the course examination and document the review on AF Form 623A.

9.28.3.7. The UTM orders the course examination and the supervisor ensures the trainee is ready to test.

9.28.3.8. If the trainee receives a satisfactory result, the supervisor conducts and documents review training on any areas missed and places the course examination scorecard in the trainee’s AF Form 623 until the trainee completes UGT or QT.

9.28.3.9. If the trainee receives an unsatisfactory result, the unit commander (with the assistance of the UTM or base training manager) interviews the supervisor and trainee within 30 days from initial notification to determine the reason for failure and corrective action required. The interview is documented on AF Form 623A and the trainee is placed in supervised review training.

9.28.3.10. If the trainee receives a second unsatisfactory course examination result, the unit commander, with assistance from the UTM or base training manager, interviews the supervisor and trainee within 30 days to determine the reason for failure. After reviewing the facts, the commander decides to either: evaluate for a possible CDC waiver; withdraw the airman for failing to progress and pursue separation; withdraw the airman for failing to progress, request AFSC withdrawal, and recommend retraining or return to a previously awarded AFSC; or withdraw the airman for failing to progress, place the airman into training status code “T,” and re-evaluate 90 days later for possible re-entry into training.

Section 9E—Managing Resources Other Than Personnel

9.29. Resource Management System (RMS):

9.29.1. Definition.

The term “resource management system” does not refer to a single system. Instead, the Air Force RMS involves various systems focusing on outputs and resources used, managers effectively using resources, measuring actual performance compared to planned performance, and using financial plans and accounting to enhance management controls at each organizational level. The RMS provides a way to establish priorities, choose policies, and act to get the desired results and required resources at an acceptable cost. RMS elements include the financial plan, management and accounting systems, participatory and committee management, resource management teams, and resource management training.

9.29.2. RMS Duties.

Air Force managers oversee activities that cost money. However, in terms of resources, RMS duties refer to the stewardship of money, manpower, and equipment. Being an effective steward involves more than legal accountability. HQ USAF and MAJCOMs make decisions about using resources, and although base-level resource managers do not control initial allocation of all their resources, they must effectively manage these resources.

9.29.2.1. Commanders. Financial management is inherent to command. Commanders review, validate, and balance the financial plan to ensure successful financial management. They must actively review financial programs for each work center (responsibility center) that reports to them and improve resource management by inquiring about program conditions, reviewing causes, weighing alternatives, and directing action. They must also ensure RMS success by allocating sufficient resources to RMS training and resource management team efforts.

9.29.2.2. Comptrollers. Comptrollers support the organization’s mission and the Air Force by providing sound financial management and advice to the commander and staff. The comptroller promotes responsible and proper financial management to ensure the economical and efficient use of resources consistent with statutory and regulatory requirements. They apply policies and procedures that enable the organization to carry out accounting, budget, and cost functions.

9.29.2.3. Responsibility Center Managers (RCM). RCMs plan, direct, and coordinate subordinate organizations’ activities. They analyze subordinate organizational plans, identify imbalances in resource distribution, analyze alternative actions, and balance programs.

9.29.2.4. Cost Center Managers (CCM). The cost center (CC) is the basic production flight or work center. The CCM regulates the consumption of work hours, supplies, equipment, and services to do the tasks within their CC. CCMs shift resources to or from various production tasks within the CC to ensure the proper mix or to provide the emphasis required.

9.29.2.5. Resource Advisors (RA). RAs monitor and help prepare resource estimates. They help develop obligations and expense fund targets, monitor the use of resources in daily operations compared to projected consumption levels, and serve as the primary points of contact on resource management matters pertaining to their responsibility center. The RCM appoints the RA in writing.

9.29.3. The Financial Management Board (FMB).

Established by the senior or host commander at each base, the FMB determines program priorities and ensures effective allocation of resources. The FMB reviews and approves or disapproves recommendations for financial plan targets, resource distribution adjustment, and unfunded requirements.

9.29.4. The Financial Working Group (FWG).

Composed of both line and staff RA and RC managers, the FWG manages commodities and resources integral to the operating activities of the base or unit. The FWG develops requirements and revisions for the

base or unit financial plans, reviews all appropriated fund financial plans, and makes recommendations to the FMB for final approval. Additionally, the FWG presents to the FMB recommendations for unfunded requirement prioritization, fund target adjustments between RCs, and base-level budgetary guidance.

9.30. Effective Use of Government Property:

9.30.1. Supply Discipline.

Air Force members must have a supply discipline to conserve, protect, and maintain available Government supplies, equipment, and real property for operational requirements. The Air Force's mission makes it imperative that all military and civilian personnel operate and maintain Government systems, equipment, supplies, and real property in the best possible condition, in constant readiness, and in the absolute minimum quantity necessary to accomplish assigned tasks. Commanders and supervisors at all levels are responsible for prudent management, control, storage, and cost-effective use of Government property under their control.

9.30.2. Roles.

Commanders, subordinates, supervisors, and individuals must:

9.30.2.1. Accurately maintain property records to reflect a current inventory and condition of property.

9.30.2.2. Ensure personnel carefully and economically use and safeguard property.

9.30.2.3. Provide adequate security, protection, and storage for property.

9.30.2.4. Make recommendations for preventing fraud, waste, and abuse.

9.30.3. Custodial Management of Public Property.

A property custodian is any person designated by the organization commander or chief of staff agency to have responsibility for Government property in his or her possession. A custodian must plan and forecast requirements to meet mission goals, prepare and forward material requests to the proper agency, sign custody receipts or listings for property charged to his or her organization, report losses relating to property to his or her immediate commanders or accountable officers, and take action to reconcile and correct property records. A custodian may be held liable for the loss, destruction, or damage of any property or resources under his or her control.

9.31. Financial Management:

9.31.1. Use of Resources.

All Air Force commanders and supervisors are responsible for the efficient and economical use of all resources in their organizations. The extent to which commanders and supervisors directly influence the budgeting, allocation, composition, and distribution of these resources depends on the degree of centralization of authority. The degree of centralization is the commander's choice and is determined by mission needs, resources, and managerial environment. Regardless of the level of centralization, every Air Force member is directly involved in and responsible for managing resources.

9.31.2. Cost-Free Resources.

Some resources may appear to be cost-free assets because individuals didn't have to pay out funds to obtain the resource or they neither had the authority to control allocation (real property, weapons systems, and manpower) nor change the composition of total resources allocated. In these types of instances, we all have the principal responsibility to ensure these resources are used in the most cost-effective manner. Keep in mind, all Air Force resources, at one time or another, had some kind of cost charged to get into the DoD inventory.

9.31.3. The Operating Budget.

The operating budget covers costs associated with the operation of all Air Force organizations. Its approval by higher headquarters gives obligation authority to accomplish the mission. The budget program operates on an FY basis. (FY represents the period beginning the first day of October and ending the last day of the following September [1 October through 30 September].)

9.31.4. Centers of Control.

The budget process is broken down into centers of control. The lowest level, the CC, is where supplies are used. The CC is the budget term given to a flight or work center of an organization. The next higher level is the RCM, who coordinates the budget of several CCs. Normally, the squadron or group commander is responsible for the RCM duties. Each responsibility center appoints a primary and alternate RA to monitor both the overall budget and use of resources in day-to-day operations.

9.31.5. Funds Allocation:

9.31.5.1. At base level, the allocation of unit funds begins with the base comptroller. After receiving the operating budget authority document (OBAD) from the MAJCOM, the base comptroller allocates funds to each RC. The allocation is based on the recommendations of the FWG and approved by the FMB. The OBAD contains the figures to be used for annual planning purposes and lists the various limitations and restrictions on specific parts of the budget. With the RC's approval, the RA allocates funds to each CC based on the projected budget.

9.31.5.2. Periodically, units are required to report on their budgeting process. These are controlling devices to help monitor the use of funds versus forecasted requirements. The RA reviews these reports to identify projected overages or shortages in the unit's budget. All CCMs and RAs must track organizational status of funds. When individuals order an item from supply, no money changes hands. However, the cost of the item is deducted from the unit's budget when the order is placed, even if the individual does not take delivery immediately. The same is true when purchasing an item through contracting and use of the Government-wide purchase card to make buys. Closely monitoring purchases is necessary to ensure sufficient funds are available for all requirements.

9.32. Fraud, Waste, and Abuse (FWA):

9.32.1. Every year the Air Force loses millions of dollars in money and resources due to individuals abusing the system, wasting precious resources, and committing acts of fraud. For example, a captain goes on a TDY for 2 weeks. The captain finishes the job in 4 days and goes to the beach for the remainder of the time. The vacation the captain took was at Government expense. Did the captain commit fraud? Did the captain abuse the system? Yes, the captain clearly abused the system by using Government time and funds for personal benefit. Another example of fraud is when a contractor knowingly sells the Air Force parts that do not meet the specifications of the contract. Waste of resources can be anything from throwing away usable items to ordering a \$1,000 part when a \$50 part does the same job. Additionally, misuse of grade is considered abuse. For example, a SNCO in transportation ordered two junior airmen to fix his personal vehicle during duty hours; the airmen followed orders because the SNCO is the boss. In this example, the SNCO used his leadership position for personal gain.

9.32.2. Preventing FWA is of primary concern. Detection and prosecution serve to deter fraudulent, wasteful, or abusive practices; however, the key element of the program is to prevent the loss of resources. The Inspector General (SAF/IG) provides Air Force IG policy guidance, develops procedures, and establishes and evaluates the Air Force Complaints and FWA programs. In turn, IGs at every level are responsible for establishing and directing the Air Force Complaints and FWA programs. Air Force personnel have a duty to promptly report FWA to the Air Force Audit Agency, AFOSI, security forces, or other proper authorities. Further, all military and civilian members must promptly advise the AFOSI of suspected criminal misconduct or fraud. The AFOSI investigates criminal allegations.

9.32.3. As with personal complaints, Air Force members should try resolving FWA issues at the lowest possible level using command channels before addressing them to a higher level or the IG. Individuals may submit FWA disclosures by memorandum, in person, or by FWA hotlines. Individuals may submit a complaint anonymously or request that their names remain confidential. The identity of individuals may be revealed only to Air Force or DoD officials who establish an official need for information with the express approval of the appointing authority or SAF/IG. In making

a disclosure or complaint, the individual must provide factual, unbiased, and specific information. Information in a disclosure or complaint is privileged and protected. The release of records relating to FWA and complaint inquiries and investigations outside of Air Force IG channels or to a person who does not have an official need to know is prohibited without approval of the SAF/IG or a designated representative.

9.32.4. Individuals making a complaint may request a summary of the results from the office to which the complaint was made. This request for information is “first party.” However, complainants do not have unrestricted access to reports or any other case file information. The nature of the allegation and findings will determine what information is releasable. All information released is in accordance with the Privacy Act of 1974 and the Freedom of Information Act. “Third-party” complainants are not entitled to a response regarding alleged wrongs not directly affecting them unless authorized to receive via a Privacy Act release.

9.32.5. Any complaint or disclosure received that belongs in another functional channel is referred appropriately. IGs notify complainants, except anonymous complainants, when a different agency is the primary office of responsibility to address their complaint.

9.33. Air Force Environmental Commitment:

Standing on the verge of the 21st century, America can be confident that the Air Force will continue to do its part to preserve our nation’s valuable resources for the future.

General Michael E. Ryan
Former Air Force Chief of Staff

9.33.1. Air Force Policy.

Achieving and maintaining environmental quality is an essential part of the Air Force mission. The Air Force is committed to cleaning up environmental damage resulting from its past activities, meeting all environmental standards applicable to its present operations, planning its future activities to minimize environmental impacts, responsibly managing the irreplaceable natural and cultural resources it holds in public trust, and eliminating pollution from its activities wherever possible. The Air Force Environmental Quality Program consists of four pillars: cleanup, compliance, conservation, and pollution prevention.

9.33.1.1. Cleanup. The Air Force will reduce health and environmental risks created or caused by past operations. At each installation, the Air Force moves as rapidly as possible to identify, characterize, and clean up contamination. The Air Force ensures open, unbiased, and comprehensive processes for cost-effective cleanup and protection of human health and public well-being by involving the public and regulatory agencies in the cleanup activities. At locations in foreign countries, the Air Force restores sites contaminated by Air Force activities to sustain current operations and eliminate known imminent and substantial dangers to human health and safety.

9.33.1.2. Compliance. The Air Force complies with applicable Federal, state, and local environmental laws and standards. Air Force activities in foreign countries comply with DoD governing standards, or in their absence, the environmental criteria of the DoD Overseas Environmental Baseline Guidance Document. Consistent with security requirements, the Air Force supports environmental compliance inspections of operation and activities worldwide and aggressively corrects areas not in compliance.

9.33.1.3. Conservation. The Air Force strives to conserve natural and cultural resources through effective environmental planning. The environmental consequences of proposed actions and reasonable alternatives are integrated into all levels of decisionmaking. Environmental opportunities and constraints are the foundation of comprehensive plans for installation development.

9.33.1.4. Pollution Prevention. The Air Force strives to prevent future pollution by reducing the use of hazardous material and release of pollutants into the environment to as near zero as feasible. This is done first through source reduction (for example, chemical substitution, process change, and other techniques). Where environmentally damaging materials must be used, their use is minimized. When use of hazardous materials cannot be avoided, the spent material and waste are reused or recycled when possible. When spent material and waste cannot be reused or recycled, disposal is done in an environmentally safe manner, consistent with applicable laws.

9.33.2. DoD and Air Force Programs.

Several DoD and Air Force programs were established to achieve environmental excellence. These programs are in the areas of installation restoration, environmental compliance, pollution prevention, environmental planning, and natural and cultural resources.

9.33.2.1. Installation Restoration Program. This DoD-wide program identifies, investigates, and cleans up contaminated sites associated with past Air Force activities.

9.33.2.2. Environmental Compliance Program. This program is designed to ensure compliance with Federal, state, and local environmental laws and regulations, as well as DoD and Air Force policies and instructions.

9.33.2.3. Pollution Prevention Program. This program prevents future pollution by reducing the use of hazardous and toxic materials and generating wastes to as near zero as feasible by means of source reuse, reduction, recycling, and environmentally sound treatment. The Air Force takes a leadership role in preventing pollution by reducing the use of hazardous materials and the release of pollutants into the environment. Preventing pollution requires a proactive and dynamic management approach because prevention achieves environmental standards through source reduction rather than “end-of-pipe” treatment. The hierarchy of actions to prevent pollution are: first and foremost, reduce or eliminate dependence on hazardous materials and reduce waste streams (source reduction); reuse generated waste and recycle waste not reusable (recycling); employ treatment; and only as a last resort, dispose of wastes (end-of-pipe treatment). These actions must be fully integrated into day-to-day Air Force operations to build a strong pollution prevention program.

9.33.2.4. Environmental Planning Program. This comprehensive program establishes a systematic framework for decisionmaking with regard to the development of Air Force installations. The program incorporates Air Force programs, such as operational, environmental, urban planning, and others, to identify and assess development alternatives and ensure compliance with applicable Federal, state, and local laws, regulations, and policies.

9.33.2.5. Natural and Cultural Resources Program. The Air Force’s conservation strategy is to ensure all aspects of natural and cultural resources management are successfully integrated with the Air Force’s mission. This program provides a military landscape that supports the military mission while protecting the land and its resources. The Air Force is committed to managing resources in a way that includes the multiple-use approach and planning on the ecosystem level. The Air Force is also responsible for managing a variety of cultural resources on its installations. These resources range from artifacts dating to the earliest presence of humans in North America to buildings and relics reflecting the history and heritage of the Air Force itself. The Air Force must balance its obligation to preserve and protect these resources with the need to implement its military mission and goals. This program provides for the responsible stewardship of over 25 million acres under DoD control as well as specified physical and paper historical records.

9.33.3. Air Quality.

Air quality compliance involves preventing, controlling, abating, documenting, and reporting air pollution from stationary and mobile sources. Stationary sources typically include fixed exhaust stacks or vents. Transportable equipment is subject to stationary source air emission standards. Maintaining compliance with air quality regulations may require reducing or eliminating pollutant emissions from existing sources and controlling new pollution sources. Common sources of air pollution at Air Force installations include boilers, incinerators, fuel storage and transportation, parts cleaning, surface coating operations, and aircraft operations. The extent to which Federal Clean Air Act regulations affect the operation of an Air Force facility will depend on the location of the installation and the types of industrial operations. Individuals can improve air quality by:

9.33.3.1. Choosing alternative transportation for on- and off-duty activities (such as carpooling, mass public transit, and bicycling).

9.33.3.2. Properly operating and maintaining a motor vehicle’s exhaust and air-conditioning systems.

9.33.3.3. Properly operating and maintaining home air-conditioning units, refrigerators, and other household devices.

9.33.3.4. Sharing air pollution awareness with personal and professional colleagues.

9.33.4. Water Quality:

9.33.4.1. Water pollution is a major national concern and a high priority in environmental programs. The introduction of pollutants to our rivers, streams, lakes, and watersheds has caused many previous sources of fresh water to become contaminated. Major water pollutants include untreated wastewater, storm water runoff from industrial activities, and pollutants from nonpoint sources like airfield and agricultural runoff. Water pollution can result from any chemical used on, disposed of, or leaked onto the ground. Many underground storage tanks have leaked and contaminated the ground water. Overuse of pesticides and fertilizers have also caused contamination. The growing population, expanding industry, and increasing agricultural production have created an increasing demand for fresh water. Thus, conserving water is rapidly becoming the way of life in many communities.

9.33.4.2. Air Force installation wastewater discharge consists of domestic wastewater, industrial waste, and storm water runoff. Domestic and industrial wastewater are typically discharged to an on-base treatment facility or to an off-base publicly owned treatment facility. Storm water typically discharges directly to a receiving stream or surface water body. The National Pollutant Discharge Elimination System Permit issued by Federal or state agencies regulates on-base discharges into waters of the United States. Drinking water on- and off-base is regulated by National Primary Drinking Water regulations under the Safe Drinking Water Act to protect the health of the population served. Individuals can help prevent water pollution by:

9.33.4.2.1. Not dumping wastes at unauthorized sites or leaving toxic chemicals at unattended locations.

9.33.4.2.2. Prohibiting discharges of toxic materials down the drain or on the ground (for example, oil from your vehicle, household cleaning products, etc.).

9.33.4.2.3. Reporting illegal dumping or contamination of water resources.

9.33.4.2.4. Controlling the use of pesticides and fertilizers on lawns.

9.33.4.2.5. Controlling (preventing or eliminating) discharges of unauthorized wastewater and industrial process waste into the installation's domestic wastewater system.

9.33.4.2.6. Implementing best management practices and storm water pollution prevention measures to prevent and eliminate pollutants from industrial activities to enter storm water runoff.

9.33.5. Nonhazardous Solid Waste.

Nonhazardous solid waste is any nonhazardous garbage, liquid, or sludge normally discarded to a sanitary landfill. Each person in the United States produces an average of over 4 pounds of trash each day. Most refuse ends up in landfills; however, landfill space is rapidly becoming inadequate. The Air Force's approach to solid waste management is source reduction, reuse, recycling, and recovery. The Air Force reduces at the source by buying only what is needed and using less packaging. The Air Force recycles about 25 percent of solid waste. Many bases are recovering things such as antifreeze, motor oil, and solvents for reuse. The percentage of waste reduced, reused, recycled, and recovered can be increased if everybody becomes involved. Preventative measures include the following:

9.33.5.1. Reduce waste volume. Use returnable or reusable containers and purchase products with minimum packaging.

9.33.5.2. Recycle such items as paper, glass, aluminum, and plastics. Recycling centers are available throughout the country.

9.33.5.3. Create a compost yard for organic waste to decay, forming a material that can be used as a fertilizer or soil conditioner.

9.33.5.4. Reduce the use of virgin materials (woods, metal, paper). Use recycled or recycled content products like paper towels, other paper products, building materials, antifreeze, retread tires, and many other consumer products.

9.33.5.5. Don't litter. Pick up discarded trash and recycle it or dispose of it properly.

9.33.6. Hazardous Waste:

9.33.6.1. Federal, state, and local waste management directives, rules, and guidelines designate a material as hazardous waste if it is listed as such by the Environmental Protection Agency (EPA); is ignitable, corrosive or reactive; or exceeds specific toxic limits. Hazardous waste typically generated by Air Force installations includes waste solvents, oils, paints, and paint sludge. Hazardous waste releases include accidental and operational discharge of hazardous materials from leaking pipes or storage tanks; equipment failures; and improper storage, handling, and disposal practices.

9.33.6.2. A major source of hazardous waste remains virtually unregulated and unknown. Millions of tons of hazardous waste each year come from careless disposal of insect sprays, antifreeze, chlorine bleach, nail polish, and dozens of other household products. At home, people toss half-full cans of paint thinner and pesticides into the garbage. Discarding such items does not amount to much—only one-half of one percent of the garbage thrown out in each home. However, each person throws away more than a half-ton of garbage annually, and the pile continues to grow. Hazardous substances must be controlled or cleaned up quickly. Preventive actions are key to avoiding hazardous waste releases. Such actions include:

9.33.6.2.1. Reducing the use of hazardous materials through conservation and substitution.

9.33.6.2.2. Using all household hazardous products in an environmentally safe manner according to label instructions. Dispose of extra products by using them for their intended purpose or turn in excess quantities to the local hazardous waste manager.

9.33.6.2.3. Monitoring hazardous material storage areas and transport systems, such as pipelines.

9.33.6.2.4. Knowing and understanding what cleanup actions are required if hazardous materials are used or hazardous waste is generated.

9.33.7. Workplace and Living Environment (Indoor) Pollution.

Workplace and living environment (indoor) pollution involves a variety of indoor pollutant emissions and improper storage and disposal of hazardous material and industrial or household wastes. Buildings and homes have their own form of pollution: burned oil, gas, wood, and tobacco give off harmful gases; formaldehyde and friable (breaking or crumbling) asbestos exist in building materials; pesticides and solvents are common household items. Pesticides, paint, and solvent fumes can be a health hazard to occupants and workers. Lead poisoning is also a major pollutant concern. It is the Nation's number one environmental health threat to children who may ingest lead-based paint chips or dust from lead paint or drink contaminated water supplied through old lead pipes or lead-contaminated plumbing. Preventative measures include:

9.33.7.1. Using protective equipment when removing lead-based paints or asbestos or when handling toxic substances.

9.33.7.2. Keeping pesticides and solvents properly stored and limited to essential use only.

9.33.7.3. Using latex paint in place of oil-based paints.

9.33.8. Energy Conservation.

Energy conservation is the organized effort to reduce energy use. Pollution is a common byproduct of most energy utilization and production processes. The production of steam or electricity by a powerplant requires the combustion of coal, fuel oil, or gas, which produces various waste streams. Natural resources are not limitless, and their use is becoming increasingly more costly. The United States is the largest energy user on earth. Conservation measures include:

- 9.33.8.1. Turning off lights and appliances when not in use.
- 9.33.8.2. Improving insulation in homes or facilities.
- 9.33.8.3. Setting thermostats at energy-efficient levels.
- 9.33.8.4. Maintaining proper care of vehicles with engine tune-ups and reduced speed to conserve gas.
- 9.33.8.5. Using carpools or public transportation.

9.33.9. Qualified Recycling Program (QRP).

The goal of the Air Force QRP is to reduce solid waste, prevent pollution, and conserve natural resources.

9.33.9.1. Authority. Executive Order 13101, *Greening the Government Through Waste Prevention, Recycling, and Federal Acquisition*, September 14, 1998, requires waste prevention, recycling programs, and the purchasing of recycled content materials. The *Memorandum for DoD Components on Policy for DoD Recycling*, September 28, 1993, requires all DoD installations to have a QRP. AFI 32-7080, *Pollution Prevention Program*, establishes the program to achieve Air Force pollution-reduction goals.

9.33.9.2. Program Elements. Program elements of the QRP are recycling and composting. Recycling is the reclamation and reuse of a previously used material. Composting is the employment of microorganisms to break down yard and organic waste into its basic organic materials.

9.33.9.2.1. The recycling program is an integral part of the solid waste management program. This program has been in place since the 1970s and has resulted in significant solid waste disposal reductions at numerous installations. The Air Force strives to recycle as much of the solid waste stream as possible. The minimum materials to be recycled are metals, plastic, glass, used oil, lead acid batteries, tires, high quality copier paper, cardboard, and newspaper.

9.33.9.2.2. The composting program has the potential to significantly reduce the waste stream. Composting diverts yard and organic waste from occupying valuable landfill space and produces a useful byproduct—compost for installation landscaping efforts.

9.33.9.3. Financial Incentives. While source reduction is the primary goal, the QRP also has financial incentives. Reducing the waste stream directly saves disposal costs. The recycling material and compost can also be sold to generate revenue. The proceeds must first be used to recover costs incurred to manage and operate the QRP. Up to 50 percent of the remaining proceeds may be used for pollution abatement, energy conservation, and occupational safety and health activities. Any remaining proceeds may be used for installation services activities.

9.33.9.4. Qualifying Recyclable Materials. Recyclable materials are those that normally have been or would be discarded (scrap and waste). Items excluded from recycling include:

- 9.33.9.4.1. Precious metal-bearing scrap.
- 9.33.9.4.2. Items that may be used again for their original purpose or function without any special processing; for example, used vehicles, vehicle or machine parts, electronic components, and unopened containers of oil or solvent.
- 9.33.9.4.3. Ships, planes, or weapons that must undergo demilitarization or mutilation before sale.
- 9.33.9.4.4. Scrap generated from Defense Business Operations Fund activities.
- 9.33.9.4.5. Bones, fats, and meat trimmings generated by a commissary or exchange.

9.33.9.5. Consequences of Nonparticipation. The Air Force must conduct its activities according to national environmental policy. Commanders at all levels are responsible for full compliance with national and Air Force environmental policy. Air Force members, including military, civilian, and contractor

personnel, are accountable for the environmental consequences of their actions. Air Force members must be aware that violations of Federal and state environmental statutes can result in both civil and criminal penalties. No one, including Federal officials, is immune from prosecution. Commanders and supervisors may be held legally liable for the criminal acts of their subordinates. Individuals can also receive administrative and UCMJ actions (Article 15, etc.) for environmental violations.

9.33.10. Required Personal Actions.

Air Force personnel must:

9.33.10.1. Be aware of major environmental issues facing the Air Force and society.

9.33.10.2. Know the hazards daily activities (on and off duty) may pose.

9.33.10.3. Take action to prevent problems and report violations when they occur.

9.33.10.4. Reduce the amount of waste generated. (Buy products with minimum packaging and use returnable containers.)

9.33.10.5. Reuse materials or waste to the greatest extent possible.

9.33.10.6. Recycle as much as possible.

9.33.10.7. Not dump wastes at unauthorized sites or leave toxic substances unattended.

9.33.10.8. Not dispose of gas, oil products, pesticides, solvents, etc., down drains or pour them out onto the ground.

9.33.10.9. Not release ozone-depleting chemicals into the atmosphere; for example, from vehicle and facility air-conditioners and appliances. Use ozone-depleting chemical recycling equipment to capture and recycle the gas.

9.33.10.10. Read labels and become informed about hazards—heed warnings.

9.33.10.11. Report illegal dumping of wastes.

9.34. Conclusion.

One of the primary roles of the NCO is that of manager. With the constant emphasis on efficiency, the Air Force must get the greatest return from every investment. The Air Force invests in people and in resources other than people. This chapter provided an overview of NCO responsibilities and outlined a few of the many Air Force management objectives. All resources must be managed wisely for a successful Air Force.

CHAPTER 10

ENFORCING STANDARDS

Section 10A—Overview

10.1. Introduction.

Air Force commanders must continuously evaluate force readiness and organizational efficiency and effectiveness. The inspection system provides the commander with a credible, independent assessment process to measure the capability of assigned forces. Inspectors benchmark best practices and exchange lessons learned and innovative methods. Criminal activity and intelligence operations against the Air Force threaten national security. When Air Force personnel commit criminal offenses, illegal activity occurs on an Air Force installation, or Air Force security is breached or compromised, the Air Force must thoroughly investigate criminal allegations and intelligence threats and refer them to the appropriate authorities for action. This chapter provides information on the Air Force Inspection System, the Inspector General Complaints Program, individual standards, and punitive actions. All four areas are necessary to enable the Air Force to fulfill our national security obligations efficiently and effectively.

Section 10B—The Air Force Inspection System

10.2. Purpose.

AFPD 90-2, *Inspector General—The Inspection System*, establishes the overall purpose of the Air Force inspection system by implementing a SECAF order, Public Law, and Title 10 of the United States Code. The SECAF, Inspector General (SAF/IG), is charged with assessing the readiness, discipline, efficiency, and economy of the Air Force and reporting findings to the SECAF and the CSAF.

10.3. Philosophy.

Each MAJCOM commander will appoint an inspector general (IG) who will establish an inspection program consistent with MAJCOM mission requirements to assess unit readiness, compliance, and other inspection program elements. MAJCOM IGs will develop applicable guidelines, procedures, and criteria for conducting inspections. Air Force-level compliance inspection items are assessed during applicable inspections. Additionally, Air Force policy is to minimize the inspection footprint to the extent practical, commensurate with MAJCOM requirements. Inspections should be conducted at a time and in a manner that has the least possible impact upon the organization's ability to accomplish its mission. Sampling techniques and combined inspections are strongly encouraged. MAJCOM functional staffs develop inspection checklist items for use by command IG teams. For example, HQ AMC Logistics Training develops checklist items used to evaluate logistics training flights throughout AMC. MAJCOM IG teams ensure critical items requiring direct IG evaluation are clearly annotated.

10.4. Inspection Types:

10.4.1. Operational Readiness Inspections (ORI).

ORIs are conducted to evaluate the ability of units with a wartime or contingency mission to conduct assigned operational missions. Units are evaluated on how well they respond, employ forces, provide mission support, and survive and operate in a hostile environment. IG teams focus on mission performance and attempt to create a realistic assessment environment. Scenarios are developed to evaluate sustained performance and contingency response while ensuring safety is not compromised. Sampling techniques and combined inspections should be used where practical. During ORIs, MAJCOM IGs will evaluate common core readiness criteria (CCRC) in the areas of threat, safety, security, communications and information, and training. CCRC represent overarching readiness criteria that all MAJCOM IGs should apply to each area of the ORI.

10.4.2. Nuclear Surety Inspections (NSI).

MAJCOM IG teams evaluate a unit's management of nuclear resources against approved safety, security, and reliability standards. Teams evaluate logistics airlift units with nuclear weapons transport missions by observing loading, transporting, unloading, and custody transferring procedures of representative types of

weapons. The unit's proficiency is determined by using war reserve (WR) weapons when possible. Training weapons or weapon system simulations are used when WR assets are not available. The final rating is based on the nature, severity, and number of findings noted during the inspection. The unit will be assigned a rating of Satisfactory, Satisfactory (Support Unsatisfactory) (for deficiencies outside the control of the commander), or Unsatisfactory. If a unit receives an overall Unsatisfactory, the unit will be reinspected within 90 days. If the unit does not achieve a Satisfactory on the reinspection, the MAJCOM commander must approve the unit's use of nuclear weapons.

10.4.3. Compliance Inspections (CI).

CIs are conducted to assess areas mandated by law, as well as mission areas identified by senior Air Force and MAJCOM leadership as critical or important to the health and performance of the unit. Failure to comply with established directives in these areas could result in significant legal liabilities, penalties, or significant mission impact. During CIs, MAJCOM IGs evaluate each common core compliance area (CCCA), which is driven by law, Executive order, or applicable directive. Examples of Air Force-level CCCAs based on law are intelligence oversight, transition assistance programs, voting assistance programs, sexual harassment education and prevention, and homosexual conduct policy.

10.4.4. Eagle Look Management Reviews.

These are independent and objective reviews conducted by trained inspectors from the Air Force Inspection Agency (AFIA) who assess the effectiveness and efficiency of specified Air Force-wide processes or programs and provide senior leaders recommendations for improvement. Topics are provided and sponsored by Secretariat, deputy chiefs of staff, MAJCOMs, and other Air Force senior leadership. The SAF/IG may, however, sponsor a topic independently. Although Air Force personnel at any level may forward proposed topics with background or rationale, SAF/IG approves the topics. Readiness issues take priority. When program deficiencies are identified, followups are conducted based on mutual agreement between AFIA and the process owner, the goal being to improve the program. SAF/IG may direct a followup on any issue.

10.4.5. Health Services Inspections (HSI).

AFIA conducts assessments of Air Force medical units' abilities to fulfill peacetime and wartime missions, including evaluations of medical care and the effectiveness and efficiency of medical management. The AFIA Surgeon General (SG) rates Air Force medical units on health care delivery, resources, and readiness using the three-level grading system of Mission Ready, Mission Ready with Exception, or Not Mission Ready. HSIs are normally conducted every 3 years.

10.5. Inspection Elements:

10.5.1. Special Interest Items (SII).

The SII process provides a system for focusing management attention on, gathering data, and/or assessing the status of specific programs and conditions in the field. SIIs may also be used to determine the degree of compliance with directives, policies, and procedures; gather information on known or suspected problems; identify specific deficiencies; or confirm that a problem has been resolved. Functional authorities analyze feedback from SIIs to facilitate decisionmaking and policy adjustments. Proposed Air Force-wide topics may originate at any level but are normally sponsored by a MAJCOM or Air Force-level DCS.

10.5.2. Best Practices.

During inspections, IG teams may identify any good ideas, new and innovated practices, or effective procedures observed as a "best practice." IG teams record observed best practices and include them as an unclassified attachment to all inspection reports. Details of the best practice are forwarded to the Air Force Manpower and Innovation Agency (AFMIA) for consideration of Air Force Best Practice designation.

10.5.3. Rating System.

Inspection rating schemes are left to the discretion of the MAJCOM. (**EXCEPTION:** ORIs will be on a five-tier system.) Some MAJCOMs use the five-tier system, while others use a two- or three-tier system, with

ratings such as Satisfactory/Unsatisfactory or Mission Ready/Mission Ready with Comment/Not Mission Ready. Team chiefs may assign ratings that accurately reflect observed performance regardless of statistical outcomes. Specific criteria are designed as guides and are not substitutes for the judgment of the IG.

10.6. Gatekeepers.

Gatekeepers monitor and deconflict the type and amount of evaluation activity in Air Force units. They exist at the SAF/IG, MAJCOM, and unit levels throughout the Air Force. Gatekeepers track evaluation visits, relay visit notifications, and evaluate assessment requests to determine if there are duplications. Although they do not have the authority to deny access, gatekeepers may call on SAF/IGI for assistance if deconfliction efforts fail.

10.7. *TIG Brief Magazine.*

AFIA publishes the *TIG Brief*, which provides authoritative guidance and information to commanders, inspectors general, inspectors, and Air Force supervisors and leaders at all levels of command. Articles relate anticipated or actual problems; recommendations to improve management; safety; security; inspection, or operational techniques; exchange of lessons learned; best practices; or contemporary issues of interest to the Air Force. Anyone may submit articles to be published in this magazine to AFIA Public Affairs.

Section 10C—Inspector General Complaints Program

10.8. Program Policy and Mission Focus.

The Air Force IG Complaints Program is a leadership tool that indicates where command involvement is needed to correct systematic, programmatic, or procedural weaknesses and to ensure resources are used effectively and efficiently; resolves problems affecting the Air Force mission promptly and objectively; creates an atmosphere of trust in which issues can be objectively and fully resolved without retaliation or fear of reprisal; and assists commanders in instilling confidence in Air Force leadership. The primary charge of the IG is to sustain a credible Air Force IG system by ensuring the existence of responsive complaint investigations, and FWA programs characterized by objectivity, integrity, and impartiality. Only the IG may investigate allegations of reprisal under the Military Whistleblower's Protection Act. The IG ensures the concerns of Air Force active-duty, Reserve, and Guard members, civilian employees, family members, retirees, and the best interests of the Air Force are addressed through objective factfinding.

10.9. Installation IG Program.

The concept of separate, full-time installation IGs was implemented to remove any perceived conflict of interest, lack of independence, or apprehension by Air Force personnel. This came as a result of the previous practice of assigning chain of command and IG roles to the same official. The installation IG is organized as a staff function reporting directly to the installation commander.

10.9.1. IG Role.

IGs are the “eyes and ears” of the commander. They keep the commander informed of potential areas of concern as reflected by trends; they function as the factfinder and honest broker in the resolution of complaints; they educate and train commanders and members of the base population on their rights and responsibilities in regard to the Air Force IG system; and they help commanders prevent, detect, and correct FWA and mismanagement. Personal complaints and FWA disclosures help commanders discover and correct problems that affect the productivity and morale of assigned personnel. Resolving the underlying cause of a complaint may prevent more severe symptoms or costly consequences, such as reduced performance, accidents, poor quality work, poor morale, or loss of resources. Even though allegations may not be substantiated, the evidence or investigation findings may reveal systemic morale or other problems that impede efficiency and mission effectiveness.

10.9.2. Investigations Not Covered and Complaints Not Appropriate.

Administrative inquiries or investigations governed by other policy directives and instructions are not covered under the IG complaint program (Figure 10.1). These inquiries and investigations include commander-directed inquires and investigations, Air Force Office of Special Investigations (AFOSI) or

security forces investigations, and investigations of civilian employees who have specific appeal rights under law or labor union agreements. Investigations under the authority of the UCMJ or the Manual for Courts-Martial (MCM), line of duty or report of survey investigations, quality assurance in the Air Force Medical Service Boards, Air Force mishap or safety investigations, and medical incident investigations are also not covered under the IG complaint program. Additionally, the IG complaint program may not be used for matters normally addressed through other established grievance or appeal channels unless there is evidence that these channels mishandled the matter or process. If a policy directive or instruction provides a specific means of redress or appeal to a grievance, complainants must exhaust these means before filing an IG complaint. Complainants must provide some relevant evidence that the process was mishandled or handled prejudicially before IG channels will process a complaint of mishandling. Dissatisfaction or disagreement with the outcome or findings of an alternative grievance or appeal process is not a sufficient basis to warrant IG investigation.

Figure 10.1. Complaints Not Covered Under the IG Complaint Program.

<u>TYPE OF COMPLAINT</u>	<u>REFERENCE</u>
Changes to a Publication	AFI 33-360, Vol 1
Civilian Complaints	Civilian grievance channels
Complaints of Wrongs under Article 138, UCMJ	AFI 51-904
Enlisted Administrative Separations	AFI 36-3208
Equal Opportunity in Off-base Housing	AFPD 32-60
Landlord or Tenant Disputes	AFI 32-6001
Medical Treatment	MAJCOM SG
Military Equal Opportunity and Treatment Issues (discrimination based on race, color, national origin, age, religion, sex, or disability)	AFI 36-2706
Punishment under UCMJ	AFI 51-201
Suggestions	AFI 38-401
Support of Dependents and Private Indebtedness	AFI 36-2906

10.9.3. Filing an IG Complaint.

Air Force military members and civilian employees have a duty to promptly report FWA or gross mismanagement; a violation of law, policy, procedures, or regulations; an injustice; abuse of authority, inappropriate conduct, or misconduct; and a deficiency or like condition, to an appropriate supervisor or commander, to an IG or other appropriate inspector, or through an established grievance channel. Complainants should attempt to resolve the issues at the lowest possible level using command channels before addressing them to a higher level or the IG. The immediate supervisory command chain can often resolve complaints more quickly and effectively than a higher level not familiar with the situation. Use the IG system when referral to the command chain would be futile or there is fear of reprisal.

Table 10.1. How To File an IG Complaint.

I T E M	A	B
	Step	Action
1	1	If you believe you are unable to resolve your complaint in command channels, review Figure 10.1 to determine if the complaint should be filed with the IG. You may file a complaint if you reasonably believe inappropriate conduct has occurred or a violation of law, policy, procedure, or regulation has been committed.
2	2	Complete the personnel data information on AF Form 102 (typed or printed legibly) (the preferred format for submitting complaints) so it may easily be reproduced.
3	3	Briefly outline the fact and relevant background information related to the issue or complaint on AF Form 102.
4	4	List the allegations of wrongdoing BRIEFLY (in general terms) and provide supporting narrative detail and documents later when interviewed. Write the allegations as bullets that answer who committed the violation; what violation was committed; what law, policy, procedure, or regulation was violated; and when the violation occurred.
5	5	Submit the completed AF Form 102 to any Air Force IG and set up a follow-on meeting to discuss the complaint.
6	6	If the IG is named in the complaint, contact the next higher level IG.

10.9.4. Procedures for Filing a Complaint.

Table 10.1 outlines the procedures for filing an IG complaint. Complainants complete an AF Form 102, **IG Personal and Fraud, Waste and Abuse Complaint Registration**, briefly outlining the facts and relevant background information related to the issue/complaint. AFI 90-301, *Inspector General Complaints*, outlines the procedures. Complainants may file anonymously through an Air Force FWA Hotline, the Defense Hotline, or directly with an IG.

10.9.5. Complainants' Rights.

Complainants have the right to:

10.9.5.1. File an IG complaint at any level without notifying or following the chain of command.

10.9.5.2. File a complaint with an IG without fear of reprisal.

10.9.5.3. Request withdrawal of their complaint in writing; however, IGs may still look into the allegations at their discretion.

10.9.5.4. Request the next higher level IG review their case within 90 days of receiving the IG response. Specific reasons must be given as to why the complainant believes the original investigation was not valid or adequate; simply disagreeing with the findings is not sufficient for additional IG review.

10.9.5.5. Request “express confidentiality” if they fear reprisal.

10.9.5.6. Submit complaints anonymously.

10.9.6. Complainants' Responsibilities.

Complainants must file within 60 days of learning of the alleged wrong. IG complaints not reported within 60 days may seriously impede the gathering of evidence and testimony. The IG may dismiss a complaint if, given the nature of the alleged wrong and the passage of time, there is reasonable probability that insufficient information can be gathered to make a determination, or no special Air Force interests exist to justify investigating the matter. Complainants must cooperate with investigators by providing factual and relevant information regarding the issues. Complainants must understand that they are submitting official statements;

therefore, they remain subject to punitive action for knowingly making false statements and submitting other unlawful communications.

10.9.7. Confidentiality Policy.

The IG makes every effort to protect the identity of complainants from anyone outside IG channels. IGs may release the name of a complainant only on an official need-to-know basis. Investigating officers do not divulge a complainant's name to a subject or witness or permit the complainant to read the complaint without the IG's or appointing authority's written permission.

Section 10D—Individual Standards

10.10. Enforcing Individual Standards—Administrative Actions.

When leadership by example, one-on-one counseling, and performance feedback fail to convince an individual to conform to standards, it may be appropriate to take more severe actions. The next step in many cases is to take one of several administrative actions. The following paragraphs discuss actions a commander may take to correct an individual's behavior without resorting to punishment under the UCMJ.

10.11. Unfavorable Information File (UIF).

The UIF is an official record of unfavorable (derogatory) information about an individual. It documents administrative, judicial, or nonjudicial censures concerning the member's performance, responsibility, and behavior.

10.11.1. UIF Contents.

Documents that must be filed in a UIF include record of:

- 10.11.1.1. Suspended or unsuspended Article 15 punishment of more than 1 month.
- 10.11.1.2. Court-martial conviction.
- 10.11.1.3. A civilian conviction where the penalty is confinement of 1 year or more.
- 10.11.1.4. Placement on the control roster (paragraph 10.12).

NOTE: The commander may refer other documented unfavorable information for optional filing in the UIF. This includes documentation such as other Article 15 punishments not listed above, a record of failure to discharge financial obligations in a timely manner, a record of confirmed discrimination, or a written administrative reprimand or admonishment.

10.11.2. Initiating and Controlling UIFs.

Commanders at all levels; vice commanders, staff directors, and directors at MAJCOMs, FOAs, and DRUs; and the senior Air Force officer assigned to a joint command have the authority to establish, remove, or destroy UIFs. Commanders refer optional documents (letters of admonishment [LOA], letters of counseling [LOC], and letters of reprimand [LOR]) to the offending member along with an AF Form 1058, **Unfavorable Information File Action**, before establishing a UIF. **NOTE:** Mandatory items, such as Articles 15 with punishment exceeding 1 month and court-martial or civilian court convictions are not referred via AF Form 1058. The individual has 3 duty days to acknowledge the intended actions and provide pertinent information before the commander makes the final decision on placing optional documents in the UIF. The commander advises the individual of his or her final decision; and, if the commander decides to file the information in a UIF, the individual's response is also filed.

10.11.3. Accessing UIFs.

In the course of their Air Force duties, the following individuals can access a UIF: the member, commander, first sergeant, EPR reporting and rating officials, MPF personnel, IG, inspection team, judge advocate, paralegal, MEO personnel, Alcohol and Drug Abuse Prevention and Treatment (ADAPT) Program

personnel, AFOSI, and security forces personnel. Commanders review unit UIFs within 90 days of assuming command. UIFs are also reviewed when individuals are considered for promotion, reenlistment, PCS, permanent change of assignment (PCA), and voluntary or mandatory reclassification or retraining.

10.11.4. Removing UIFs or Their Documents.

Commanders keep the UIF and its documents for the disposition period, unless early removal is clearly warranted. AFI 36-2907 contains specific guidance on disposition periods. Commanders initiate removal action via AF Form 1058; the individual acknowledges the action.

10.12. Control Roster.

The control roster is a rehabilitative tool commanders use to establish a 6-month observation period for individuals whose duty performance is substandard or who fail to meet or maintain Air Force standards of conduct, bearing, and integrity, on or off duty. A brief incident of substandard performance or an isolated breach of standards, not likely to be repeated, should not usually result in an individual's placement on the control roster. Commanders should consider prior incidents, acts, failures, counseling, and rehabilitative efforts. Commanders inform members listed on the control roster that their performance and behavior must improve or they will face more severe administrative action or punishment.

10.12.1. Use.

A commander may direct an EPR before entering or removing an individual from the roster, or both. The commander cannot place an individual on the roster as a substitute for more appropriate administrative, judicial, or nonjudicial action. Being on the roster does not shield an individual from other actions. An individual cannot remain on the roster for more than 6 consecutive months. If a member is not rehabilitated in this time, the commander initiates more severe action.

10.12.2. Initiating and Maintaining the Control Roster.

A commander initiates control roster action on AF Form 1058. The commander requests that the individual acknowledge the action. The individual has 3 duty days to submit a statement on his or her behalf before the AF Form 1058 is finalized. Placement on the control roster is a mandatory UIF entry. The 6-month time period begins the day the AF Form 1058 is finalized and ends at 2400 hours 6 months later. For example, if placed on the roster 1 January, this action expires at 2400 on 30 June. An individual's time does not stop and start for periods of TDY, ordinary leave, or a change in immediate supervisor. The commander can remove an enlisted member early from the control roster using AF Form 1058; however, officers may not be removed early.

10.13. Administrative Counseling, Admonitions, and Reprimands.

Commanders, supervisors, and other persons in authority can issue administrative counseling, admonitions, and reprimands. These actions are intended to improve, correct, and instruct subordinates who depart from standards of performance, conduct, bearing, and integrity, on or off duty, and whose actions degrade the individual and unit's mission. Written administrative counselings, admonitions, and reprimands are subject to the rules of access, protection, and disclosure outlined in the Privacy Act of 1974. The same rules apply to copies kept by supervisors and commanders and those filed in an individual's UIF or the unit's PIF. Raters must consider making comments on performance reports when the ratee receives any of these adverse actions.

10.13.1. LOC.

Counseling helps people develop good judgment, assume responsibility, and face and solve their problems. Counselors help subordinates develop skills, attitudes, and behaviors consistent with maintaining the Air Force readiness. First-line supervisors, first sergeants, and commanders routinely counsel individuals either verbally or in writing, giving advice and reassuring subordinates about specific situations. The AF Form 174, **Record of Individual Counseling**, is used to record the counseling session. It provides a record of positive or negative counseling and is useful for performance evaluations. Counseling sessions may also be documented on bond paper or letterhead. This constitutes an LOC. The commander may file negative or unfavorable records of individual counseling (RIC) or LOCs in the UIF.

10.13.2. LOA.

An admonishment is more severe than an RIC or LOC and is used to document an infraction serious enough to warrant the LOA. An LOA should not be used when an LOR is more appropriate.

10.13.3. LOR.

A reprimand is more severe than an RIC, LOC, or LOA and indicates a stronger degree of official censure. Commanders may elect to file an LOR in a UIF for enlisted personnel.

10.13.4. Administering LOCs, LOAs, or LORs.

Counselings, admonitions, or reprimands are administered either verbally or in writing. If written, the letter states:

10.13.4.1. What the member did or failed to do, citing specific incidents and their dates.

10.13.4.2. What improvement is expected.

10.13.4.3. That further deviation may result in more severe action.

10.13.4.4. That the individual has 3 duty days to submit rebuttal documents for consideration by the initiator.

10.13.4.5. That all supporting documents received from the individual will become part of the record.

10.14. Administrative Demotion of Airmen.

The group commander, or equivalent-level commander, may demote MSgts and below. MAJCOM, FOA, and DRU commanders may demote SMSgts and CMSgts.

10.14.1. Reasons for Demotion.

Common reasons for the administrative demotion of airmen include failure to:

10.14.1.1. Complete officer training for reasons of academic deficiency, self-elimination, or misconduct. Trainees will be demoted to the grade they formally held.

10.14.1.2. Maintain grade and skill relationship and skill level.

10.14.1.3. Fulfill the responsibilities of an NCO as prescribed in AFI 36-2618, *The Enlisted Force Structure*.

10.14.1.4. Attain or maintain body fat standards prescribed in AFI 40-502, *The Weight and Body Fat Management Program*.

10.14.2. Demotion Procedure.

The commander must inform the airman, in writing, of the intention to recommend demotion; cite the specific reason, demotion authority, and recommended grade for demotion; and provide a summary of the facts. The commander must advise the airman that he or she may seek legal counsel and provide the name and number of the local area defense counsel (ADC) who can assist with written and oral statements. The commander must also inform the airman of the right to apply for retirement (if eligible) in lieu of demotion and make sure the airman endorses the demotion when he or she receives it. The airman then has 3 work (duty) days to agree or disagree with the action and to present written or oral statements. If, after reviewing the statements, the commander decides to continue the demotion process, he or she must notify the individual in writing. The commander then summarizes the airman's statements and sends the entire case file to the servicing MPF for processing.

10.14.3. Appeal Policy.

Airmen may appeal a demotion decision. The appellate authority for airmen in the grades of Amn through MSgt is the next level commander above the group commander. The appellate authority for airmen in the grades of SMSgt and CMSgt is the Air Force Vice Chief of Staff, unless the MAJCOM, FOA, or DRU commander delegated demotion authority to a subordinate level. If delegated, the MAJCOM, FOA, or DRU commander then becomes the appellate authority for demotion appeals of SMSgts and CMSgts.

10.15. Administrative Separations:

10.15.1. Military Service Obligation (MSO).

Most first-term airmen have an MSO requiring them to complete 8 years of military service. Airmen who have not met the MSO at the time of separation from active service could be released (not discharged) and transferred to the Air Force Reserve (AFR) to complete the balance of the MSO.

10.15.2. Service Characterization.

Airmen who do not qualify for reenlistment receive a discharge without regard to their remaining MSO. The character of the member's service is honorable. The service of members separating at their ETS, or voluntarily or involuntarily separating for the convenience of the Government, is characterized as honorable. The service of members administratively discharged under AFI 36-3208 may be characterized as honorable, under honorable conditions (general), or under other than honorable conditions (UOTHC). The service characterization depends upon the reason for the discharge and the member's military record in the current enlistment or period of service.

10.15.3. Reasons for Separation.

Airmen are entitled to separate at ETS unless there is a specific authority for retention or they consent to retention. Nevertheless, a separation is not automatic; members remain in the service until separation action is initiated. Many different reasons for separation exist. The following discussion cannot cover all of them; its purpose is to briefly identify major reasons for separation and to point out the complexity of the situation.

10.15.3.1. Required Separation:

10.15.3.1.1. Airmen who will continue to serve in another military status must separate. For example, an airman may separate to serve with the AFR or ANG. An airman may also separate to accept an appointment as a commissioned officer of the Air Force or to accept an appointment as a warrant or commissioned officer of another branch of service.

10.15.3.1.2. Airmen with insufficient retainability for PCS must separate.

10.15.3.2. Voluntary Separation. Airmen may ask for early separation for the convenience of the Government if they meet the criteria. Entering an officer training program, pregnancy, conscientious objection, hardship, and early release to attend school are some of the reasons for which members may be allowed to separate.

10.15.3.3. Involuntary Separation. Physical conditions that interfere with duty performance or assignment availability, inability to cope with parental responsibilities or military duty, or insufficient retainability for required retraining are reasons for involuntary discharge for the convenience of the Government. Defective enlistment (fraudulent or erroneous) is also a basis for discharge. Airmen are subject to discharge for cause based on such factors as unsatisfactory performance, substance abuse, homosexual conduct, misconduct, or in the interest of national security.

10.15.3.4. Discharge Instead of Trial by Court-Martial. If charges have been preferred against an airman and if the UCMJ authorizes punitive discharge as punishment for the offense, the airman may request an administrative discharge instead of trial by court-martial. There is no guarantee, however, that the airman's request will be granted.

Section 10E—Punitive Actions

10.16. Military Law, a Separate Judicial System.

Effective leadership is the most desirable means of maintaining standards; however, leadership and administrative action are sometimes not enough. Military law provides commanders the tools, including court-martial and nonjudicial punishment, to deal with criminal conduct. The purpose of military law is to promote justice, to assist in maintaining good order and discipline in the Armed Forces, to promote efficiency and effectiveness in the military establishment, and to thereby strengthen the national security of the United States. Enhanced discipline and the need for a common military justice standard worldwide necessitate a unique system based on the same rules that apply to all US citizens but is customized for the Armed Forces.

10.16.1. Military Jurisdiction.

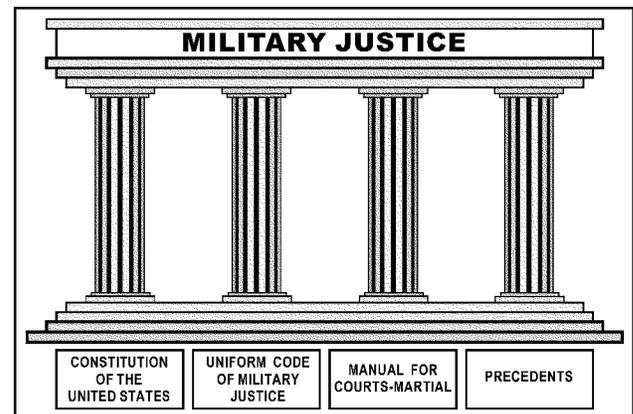
Sources of military jurisdiction include the Constitution and international law. International law includes the law of war.

10.16.1.1. Early Codes. The first governing document used by our forces, the American Articles of War of 1775, was drawn from the Articles of War used by Great Britain. After a revision by George Washington, John Adams, and Thomas Jefferson, the Second Continental Congress adopted these articles 3 days before Washington took command of the Continental Army. These articles, with some amendments, remained in effect until 1951.

10.16.1.2. The Constitution. Although the Articles of War preceded the Constitution by more than 10 years, the Constitution is the primary source of our military law (Figure 10.2). The writers of the Constitution decided that the military should operate under a separate military justice system based upon a system of balanced controls. Therefore, the Constitution gave the President and Congress distinct powers. Specifically, the Constitution designates the President as Commander-in-Chief of the Armed Forces and vests in him the power to carry out the responsibilities of this position. The Constitution gives Congress

the power to raise an Army and Navy, control the military budget, and make rules for the government of the Army and Navy. This separation of power is an important element of our military justice system.

Figure 10.2. The Military Justice System Pillars.



10.16.2. UCMJ and MCM:

10.16.2.1. An Updated Military Justice System. In 1948, Secretary of Defense James V. Forrestal appointed a committee of civilian and military lawyers to create a military justice system that would apply to all branches of the Armed Forces. Upon this committee's recommendation, Congress enacted the UCMJ and President Harry S. Truman signed it into law in 1950.

10.16.2.2. The MCM. The UCMJ did not establish a comprehensive set of rules for military justice but authorized the President to fill in many of the gaps. Pursuant to these powers, President Truman issued Executive Order 10214, creating the Manual for Courts-Martial, 1951. The MCM sets out rules for evidence, procedure, and maximum punishments. It also provides standardized forms. Written in a narrative format, it also presents useful guidance since commanders and other nonlawyers frequently had to apply the rules and process cases without benefit of legal advice. Since that time, the MCM has been amended many times by subsequent Presidents. It was changed significantly in 1969 and again in 1984 following passage of the Military Justice Acts of 1968 and 1983. The MCM is reviewed annually; requested changes are submitted to the President for approval.

10.16.2.3. Intent of the MCM. The intent of the MCM is to provide guidance to commanders and judge advocates (military attorneys) on the application of military law. The MCM contains a wide range of materials, including the full texts of the US Constitution, UCMJ, Rules for Courts-Martial (RCM), and Military Rules of Evidence (MRE). It includes text and discussion of the punitive articles, as well as sample specifications.

10.16.3. Legal Rights.

Members of the Armed Forces retain virtually all the legal rights they held as civilians before entering the military, although they are interpreted in the context of military service. Two of these important rights guaranteed by the Constitution and the UCMJ are protection against involuntary self-incrimination and the right to counsel.

10.16.3.1. Self-incrimination:

10.16.3.1.1. Involuntary Self-incrimination. The fifth amendment to the Constitution states that no person shall be compelled in any case to be a witness against himself or herself. This concept is known as the right against self-incrimination. Article 31, UCMJ, and MRE 304 reflect this right and prevent involuntary statements from being used against an accused. A statement is “involuntary” if it is obtained in violation of the self-incrimination privilege or due process clause of the fifth amendment to the Constitution of the United States, or through the use of coercion, unlawful influence, or unlawful inducement. The UCMJ further protects this right by requiring that before a person subject to the UCMJ interrogates or requests a statement from an accused or a person suspected of an offense, the person must be first told of the nature of the accusation and advised that he or she does not have to make any statement regarding the offense of which he or she is accused or suspected and that any statement he or she makes may be used as evidence against him or her in a trial by court-martial. This requirement existed in the military some 15 years before the Supreme Court required rights advisement in *Miranda v. Arizona (1966)*. A statement obtained in violation of Article 31, UCMJ, may not be used as evidence against the person in a trial by court-martial. Moreover, before being interrogated by someone required to give Article 31, UCMJ, rights, an accused or a person suspected of an offense is entitled to consult with counsel and to have such counsel present at the interrogation. If the person being interrogated requests counsel, questioning must cease until counsel is present.

10.16.3.1.2. Statements. Any statement that is not involuntary is considered voluntary. After a person receives proper rights advisement, he or she may waive these rights and make a statement. This waiver must be made freely, knowingly, and intelligently. Therefore, an individual can voluntarily choose to make a statement, and that statement could be used as evidence in a court-martial or other judicial or administrative proceedings.

10.16.3.2. Right To Counsel:

10.16.3.2.1. The right to counsel is the right to consult with and be represented by an attorney who, among other qualifications, is trained to give advice to a person suspected of committing a crime. In *Gideon v. Wainwright (1963)*, the US Supreme Court held that an accused has the right to assistance of counsel in criminal prosecutions and that counsel will be provided to those who cannot afford it. The Supreme Court recognized that without an attorney’s assistance and advice, those accused of a crime could be at a disadvantage if they do not understand their rights. Twelve years before this decision, the UCMJ provided an accused the right to be represented by an attorney free of charge at general and special courts-martial regardless of the ability to pay. In the Air Force, an attorney is provided, free of charge, regardless of whether the accused can afford to hire an attorney, to represent all accused before summary, special, and general courts-martial; Article 32 investigations; and those being offered Article 15 punishment.

10.16.3.2.2. Most military members accused of a crime will receive assistance and representation from the ADC. ADC offices usually have one judge advocate and one paralegal and are located at or near most Air Force bases. The ADC is a tenant at the base, works for a separate chain of command, and is responsible only to senior defense attorneys. The ADC does not report to anyone at base level, including the wing commander and the base staff judge advocate (SJA). This separate chain of command ensures undivided loyalty to the client.

10.16.3.2.3. In addition to representation by the ADC, a military member may retain civilian counsel at no

expense to the Government. The military member may also request an individual military defense counsel (IMDC) for representation at an Article 32 hearing or court-martial, but does not have an automatic right to such representation. The requested counsel will represent the member if he or she is reasonably available.

10.17. Military Jurisdiction in Action:

10.17.1. Apprehension and Pretrial Restraint:

10.17.1.1. Apprehension. Apprehension is the act of taking a person into custody. It is the equivalent of a civilian “arrest.” All commissioned officers, warrant officers, petty officers, NCOs, military and security forces, and persons on guard or police duty have the authority to apprehend persons subject to trial by court-martial. They may apprehend an individual upon probable cause. Probable cause to apprehend exists when there are reasonable grounds to believe that the individual committed or is committing an offense.

10.17.1.1.1. An apprehension is made by clearly notifying the person that he or she is in custody. This notice may be given orally or in writing, or it may be implied by the circumstances. The simple statement, “You are under apprehension,” is usually sufficient. Any person authorized to make an apprehension may use such force and means as reasonably necessary under the circumstances to effect the apprehension.

10.17.1.1.2. NCOs not otherwise performing law enforcement duties may apprehend commissioned or warrant officers only on specific orders from a commissioned officer or when such apprehension prevents disgrace to the service. An NCO may also apprehend a commissioned or warrant officer to prevent the commission of a serious offense or escape of someone who has committed a serious offense. Any person making an apprehension under these rules should maintain custody of the person apprehended. As promptly as possible, this person should inform the immediate commander of the person apprehended or any official higher in the chain of command of the person apprehended if it is impractical to inform the immediate commander.

10.17.1.2. Pretrial Restraint. Pretrial restraint is moral or physical restraint on a person’s liberty that is imposed before and during the disposition of offenses. Pretrial restraint may consist of conditions on liberty, restrictions in lieu of arrest, arrest, and confinement. Only an officer’s commander can order pretrial restraint of an officer; this authority cannot be delegated. Any commissioned officer may order pretrial restraint of any enlisted person. A commander may delegate to an NCO the authority to order pretrial restraint of an enlisted person under his or her command.

10.17.1.2.1. Conditions on Liberty. Conditions on liberty are imposed directing a person to do or refrain from doing specified acts. Such conditions may be imposed separately or in conjunction with other forms of restraint. Conditions on liberty include orders to report periodically to a specified official, orders to not go to a certain place (such as the scene of the alleged offense), and orders to not associate with specified persons (such as the alleged victim or potential witnesses). However, conditions on liberty must not hinder pretrial preparation.

10.17.1.2.2. Restrictions in Lieu of Arrest. Like arrest, restriction is the moral restraint of a person and requires the person to remain within specified limits. Restriction is a less severe restraint on liberty than arrest; the geographic limits are usually broader (for example, restriction to the limits of the installation) and the offender will perform full military duties unless otherwise directed.

10.17.1.2.3. Arrest. In the Armed Forces, the term “arrest” means the limiting of a person’s liberty by order of a competent authority, usually an officer. Arrest is not imposed as punishment for an offense. The notification of arrest may be either written or verbal. It directs a person to remain within specified limits. Arrest is a moral restraint; no physical restraint is exercised to prevent a person from breaking arrest. A person in arrest cannot be expected to perform full military duties because of the limits imposed by the arrest. A person remains in this status until released by proper authority.

10.17.1.2.4. Confinement. Confinement is physical restraint, such as imprisonment in a confinement facility. Individuals are put in pretrial confinement only when lesser forms of pretrial restraint are inadequate. Normally, offenses tried by a summary court-martial do not require pretrial confinement of the offender. Persons confined will be promptly informed of:

10.17.1.2.4.1. The nature of the offenses for which held.

10.17.1.2.4.2. The right to remain silent and that any statement made by them may be used against them.

10.17.1.2.4.3. The right to retain civilian counsel at no expense to the United States and the right to request assignment of military counsel.

10.17.1.2.4.4. The procedures by which pretrial confinement will be reviewed.

10.17.1.3. Use of Pretrial Restraint. Pretrial restraint may only be ordered if the person ordering the restraint has a reasonable belief that an offense triable by court-martial has been committed, the person to be restrained committed it, and the restraint ordered is required by the circumstances. Factors to consider in ordering pretrial constraint include whether it is foreseeable that the person will not appear at trial or will engage in serious criminal misconduct.

10.17.1.4. Explaining Specific Reason for Restraint. The decision to restrain a person must sometimes be made on short notice, without the opportunity for a detailed analysis of the member's background and character or of all the details of the offense. Whatever the circumstances, a person ordering restraint must be able to explain the reason for the degree of restraint imposed. The restraint should not be more rigorous than the circumstances require. The appropriate restraint must be determined based on the facts of each individual case. Therefore, blanket policies, such as confining all suspected driving-under-the-influence offenders overnight, are not permitted.

10.17.2. Search and Seizure:

10.17.2.1. The fourth amendment to the Constitution protects against unreasonable searches and seizures. With some exceptions, a search is unreasonable unless the authorization to search was based on probable cause and particularly describes the place to be searched and the persons or things to be seized.

10.17.2.2. Probable cause to search exists when there is a reasonable belief that the person, property, or evidence sought is located in the place or on the person to be searched.

10.17.2.3. "Authorization to search" is the term used in the military to authorize searches based on probable cause. It is the military counterpart to a search warrant. A search authorization is an express permission, written or oral, issued by a competent military authority to search a person or an area for specified property or evidence or to search for a specific person and to seize such property, evidence, or person.

10.17.2.4. Commanders, as well as military judges and magistrates, have the power to authorize a search. In the Air Force, an installation commander who is a special or general court-martial convening authority may appoint military magistrates for the purpose of authorizing probable cause searches. If magistrates are appointed, the installation commander and the magistrates may authorize a search and seizure over anyone subject to military law or at any place on the installation.

10.17.3. Inspections.

Commanders may conduct inspections of their units. These inspections are not searches as defined by the fourth amendment to the Constitution. An inspection is an examination of the whole or part of a unit, organization, installation, vessel, aircraft, or vehicle conducted to determine the security, military fitness, or good order and discipline. The distinction between a search and an inspection is that an inspection is not conducted for the primary purpose of obtaining evidence for use in a trial or other disciplinary proceedings. In other words, an inspection is not focused on an individual or individuals suspected of offenses. Examples of inspections include vehicle checks at installation entry points and random testing for substance abuse. Contraband weapons or other evidence uncovered during a proper inspection may be seized and admissible in a court-martial.

10.18. Nonjudicial Punishment—Article 15.

Nonjudicial punishment (NJP) is authorized under Article 15, UCMJ, and is often referred to as an "Article 15." This disciplinary measure is more serious than the administrative corrective measures but less serious

than trial by court-martial. Article 15 provides commanders with an essential and prompt means of maintaining good order and discipline and promotes positive behavior changes in service members without the stigma of a court-martial conviction. Commanders may impose punishment under Article 15 for minor offenses committed by military members under their command. In the Air Force, this means that any Air Force member from airman basic to general can be punished under the provisions of this article. Commanders are encouraged to take nonpunitive, disciplinary actions, such as counseling and administrative reprimand, before resorting to Article 15. However, these measures are not required before Article 15 punishment can be offered. Commanders should not offer Article 15 punishment unless ready to proceed with court-martial charges. Except in the case of a member attached to or embarked on a vessel, punishment may not be imposed under Article 15 upon any member of the Armed Forces who requests trial by court-martial in lieu of such punishment.

10.18.1. Minor Offense.

A common question concerning Article 15 punishment is what constitutes a minor offense. There is no simple answer. Whether an offense is minor depends on several factors and is a matter left to the imposing commander's discretion. Besides the nature of the offense, the commander should also consider the offender's age, grade, duty assignments, record, experience, and the maximum sentence imposable for the offense if tried by a general court-martial. Ordinarily, a minor offense is an offense in which the maximum sentence imposable would not include a dishonorable discharge or confinement for more than 1 year if tried by a general court-martial.

10.18.2. Punishments Under Article 15.

Table 10.2 shows the various types of punishments commanders may impose under Article 15, UCMJ. The maximum permissible punishment has limitations based on the grade of the commander and the grade of the offender. Most types of punishments in Table 10.2 may be served consecutively. However, correctional custody cannot be imposed in combination with restrictions or extra duties. Restriction and extra duties may be combined to run concurrently, but the combination cannot exceed the maximum allowable for extra duties. Unless suspended, all punishments take effect when imposed. However, the commander may defer the start date for correctional custody, restriction, and extra duties. Additionally, punishments to correctional custody, restriction, and extra duties must be served on consecutive days.

10.18.3. Procedures:

10.18.3.1. Commanders initiate Article 15 action and impose punishment on the basis of information they determine to be reliable. The commander's action must be temperate, well conceived, just, and conducive to good order and discipline. The commander should consult the SJA to help determine whether NJP is appropriate. Although the SJA is responsible for advising and helping the commander evaluate the facts and determine what offense, if any, was committed, it is the commander who makes the decision to impose punishment and the degree of punishment needed.

10.18.3.2. After the commander determines that NJP is appropriate, the SJA advises the commander how to properly describe each offense to state a violation of the UCMJ. With the commander's concurrence, the SJA prepares an AF Form 3070, **Record of Nonjudicial Punishment Proceedings**. The commander notifies the member that he or she is considering punishment under Article 15 by signing the AF Form 3070 and providing it to the member. The AF Form 3070 includes a statement of the alleged offenses, the member's rights, and the maximum punishment allowable. After the commander serves the member the AF Form 3070, the member has a right to examine all statements and evidence available to the commander, unless privileged or restricted by law, regulation, or instruction. In practice, the member or the military defense counsel is provided copies or given access to the evidence used to support the alleged offenses when the Article 15 is offered.

10.18.3.3. After being offered NJP, a member must first decide whether to accept. The commander notifies the member that he or she has no less than 3 duty days (72 hours) to make the decision. Before making the decision, the member may consult with military defense counsel. A member's decision to have allegations handled in the Article 15 forum is not an admission of guilt, but a choosing NJP over court-martial. If a member accepts, he or she may present matters in defense, extenuation, and mitigation for the commander to consider. These matters may be presented orally, in writing, or both. The member may even have witnesses present if their statements are relevant. While the member may request that the proceedings be open to the

public, this option is rarely chosen. The member is not required to present any matters or make any statement and is still afforded the right to remain silent under Article 31(b), UCMJ.

Table 10.2. Permissible NJPs on Enlisted Members. (notes 1, 2, 3, and 4)

R U L E	A	B	C	D
	Punishment	Imposed by Lieutenant or Captain	Imposed by Major	Imposed by Lt Colonel or Above
1	Additional restrictions	May not impose NJP on CMSgt or SMSgt	May not impose NJP on CMSgt or SMSgt	See note 2 for reduction of CMSgt or SMSgt
2	Correctional custody	Up to 7 days	30 days	30 days
3	Reduction in grade (note 2)	CMSgt No	CMSgt No	CMSgt Note 2
4		SMSgt No	SMSgt No	SMSgt Note 2
5		MSgt No	MSgt No	MSgt One Grade
6		TSgt No	TSgt One Grade	TSgt One Grade
7		SSgt One Grade	SSgt One Grade	SSgt One Grade
8		SrA One Grade	SrA To AB	SrA To AB
9		A1C One Grade	A1C To AB	A1C To AB
10		Amn One Grade	Amn To AB	Amn To AB
11	Forfeiture of pay	7 days' pay	1/2 of 1 month's pay per month for 2 months	1/2 of 1 month's pay per month for 2 months
12	Reprimand	Yes	Yes	Yes
13	Restriction	14 Days	60 Days	60 Days
14	Extra duties	14 Days	45 Days	45 Days

NOTES:

1. See MCM, part V, paragraph 5d, for further limitations on combinations of punishments.
2. CMSgt or SMSgt may be reduced one grade by MAJCOM commanders, combatant commanders, or commanders to whom promotion authority has been delegated. See AFI 36-2502.
3. Bread and water and diminished rations punishments are not authorized.
4. Frocked commanders may exercise only that authority associated with their actual pay grade. No authority is conferred by the frocked grade.

10.18.3.4. The commander must carefully consider all matters submitted by the member. After consulting with the SJA, the commander will indicate one of the following decisions on AF Form 3070:

10.18.3.4.1. The member did not commit the offenses alleged and the proceedings are terminated.

10.18.3.4.2. In light of matters in extenuation and mitigation, NJP is not appropriate and the proceedings are terminated.

10.18.3.4.3. The member committed one or more of the offenses alleged. (The commander must line out and initial any offenses he or she determines were not committed.)

10.18.3.4.4. The member committed one or more lesser-included offenses rather than the offenses listed. **NOTE:** The commander should consult with the SJA before changing an offense to a lesser-included one.

10.18.3.5. If the commander finds the member committed an offense, he or she will determine the appropriate punishment after consulting with the SJA. The commander will serve the punishment on the member via the AF Form 3070 and will notify the member of the right to appeal.

10.18.3.6. Offenders have the right to appeal the commander's decision (through command channels to the next superior authority) if they believe the punishment is unjust or too severe. Unless an extension is granted, the offender has 5 calendar days to submit a written appeal—an oral statement is not acceptable. Generally, the punishment is not put on hold pending a decision on the appeal.

10.18.4. Suspension, Remission, Mitigation, and Set-Aside Actions.

A commander's power to suspend, remit, or mitigate punishment is the principal means of using Article 15 punishment as a rehabilitative tool. A set-aside is not a rehabilitative tool because it provides a means of erasing the entire Article 15 action.

10.18.4.1. Suspension. To suspend punishment is to postpone application of all or part of it for a specific probationary period with the understanding that it will be automatically remitted (cancelled) at the end of this period if the offender does not engage in further misconduct. The probationary period may not exceed 6 months. Suspension may occur when the commander imposes the punishment or within 4 months of executing the punishment. The commander may suspend any unexecuted portion of a punishment already imposed or an executed reduction or forfeiture. The MCM and Air Force policy encourage the use of suspended sentences as a corrective tool for first-time offenders as this provides both an observation period and an incentive for good behavior.

10.18.4.2. Remission. Remission is an action whereby any portion of the unexecuted punishment is cancelled. Normally, the remission is used as a reward for good behavior or when it is determined that the punishment imposed was too severe for the particular offense. Commanders may, at any time, remit any part or amount of the unexecuted portion of the punishment imposed.

10.18.4.3. Mitigation. Commanders may, at any time, mitigate any part or amount of the unexecuted portion of the punishment by changing it to a less severe form or reducing its quantity. For example, a reduction in grade can be mitigated to a forfeiture of pay. This action serves the same purpose as remission.

10.18.4.4. Set Aside. In place of suspension, remission, or mitigation, commanders may set aside a punishment. Setting aside is an action whereby the punishment or any part thereof, whether executed or unexecuted, is set aside and any property, privilege, or rights affected by the portion of the punishment set aside are restored. Commanders use this action only when they believe that under all the circumstances of the case the punishment has resulted in clear injustice. Commanders should exercise this power only within a reasonable time after the punishment has been exercised, which is generally considered to be 4 months.

10.19. Types of Courts-Martial:

10.19.1. Summary Court-Martial (SCM).

A SCM tries minor offenses. Instead of a military judge, an active-duty commissioned officer is appointed the SCM. In the Air Force, an accused facing trial by SCM is entitled to military defense counsel. The SCM considers the evidence, including witness testimony, then makes a finding. If the finding is guilty, the SCM considers any additional evidence before deciding an appropriate sentence. Only enlisted service members may be tried by SCM. For Amn through SrA, sentences are subject to approximately the same limitations as Article 15 punishment, except that 30 days of confinement at hard labor may be adjudged. For SSgt and above, no confinement or hard labor without confinement may be adjudged. The law generally limits the maximum punishments of the SCM to those listed in Table 10.3. A person may not be tried by a SCM over his or her objection.

10.19.2. Special Court-Martial (SPCM).

A SPCM is the intermediate-level court in the military system. It usually consists of a military judge and a panel (similar to a civilian jury) of three or more members. Enlisted accused may request that at least one-third of the panel consist of enlisted members. In the Air Force, military judges are usually detailed for a SPCM because a bad conduct discharge may not normally be allowed unless a military judge is detailed. The proceedings include a trial counsel (prosecutor), defense counsel, the accused, and a court reporter to record the proceedings. The accused may make an oral or written request for trial by military judge alone. If approved by the military judge, the panel is excused. Any service member may be tried by a SPCM. A sentence in a SPCM may include any punishment authorized by the UCMJ except death, dishonorable discharge, dismissal (in the case of an officer), or confinement in excess of 1 year. Generally, it may impose sentences listed in Table 10.3.

Table 10.3. Composition, Appointment, and Jurisdiction of Courts-Martial.

LINE	A Court	B Required Membership	C Convening Authority	D Persons Triable	E Offenses Triable	F Maximum Punishment
1	Summary	One commissioned officer (R.C.M. 1301(a), Art. 16, UCMJ)	The officer exercising GCM or SPCM convening authority over the accused, or the commander of a detached squadron or other detachment (R.C.M. 1302, Art. 24, UCMJ)	Enlisted members. If an accused objects to trial by SCM, the convening authority may order trial by SPCM or GCM (R.C.M. 1301(c) and 1303, Art. 20, UCMJ)	Any noncapital offense punishable under UCMJ. SCM normally used to try minor offenses for which the accused was first offered NJP (R.C.M. 1301(c), Art. 20, UCMJ)	1 month confinement, hard labor without confinement for 45 days, restriction for 2 months, forfeiture of 2/3 of 1 month's pay, reduction to AB, reprimand, and a fine (R.C.M. 1301 (d)(1), Art. 20, UCMJ). If the accused is SSgt or above, an SCM may not impose a sentence of confinement, hard labor without confinement, or reduction except to the next pay grade (R.C.M. 1301 (d)(2), UCMJ)
2	Special	Three or more members and a military judge or, if requested, a military judge only (R.C.M. 501 (a)(2), Art. 16, UCMJ)	The officer exercising GCM convening authority over the accused; the commander of a base, wing, group, or separate squadron when expressly authorized by the MAJCOM commander or designated SECAF; or any commander designated by the SECAF (R.C.M. 504 (b)(2), Art. 23a, UCMJ)	Any person subject to the UCMJ (R.C.M. 201 (b)(4), Art. 19, UCMJ)	Any noncapital offense punishable under the UCMJ (R.C.M. 201(b)(5), Art. 19, UCMJ)	Upon enlisted members: Bad conduct discharge, confinement for 1 year, hard labor without confinement for 3 months, restriction for 2 months, forfeiture of 2/3 pay per month for 6 months, reduction to AB, reprimand, and a fine (R.C.M. 1003, Art. 19, UCMJ)
3	General	A military judge and at least five members, or a military judge only in noncapital cases (R.C.M. 501(a)(1), Art. 16, UCMJ)	The President, SECAF, or separate wing when expressly authorized by The Judge Advocate General, or designated by the SECAF, or any commander when designated by the President or SECAF (R.C.M. 504 (b)(1), Art. 16, UCMJ)	Any person subject to the UCMJ (R.C.M. 201 (b)(4), Art. 18, UCMJ)	Any offense punishable under the UCMJ (R.C.M. 201(b)(5), Art. 18, UCMJ)	Death, a punitive separation (dismissal, dishonorable discharge, or bad conduct discharge), confinement for life or a specified period, hard labor without confinement for 3 months (enlisted members only), restriction for 2 months, forfeiture of all pay and allowances, reduction to AB (enlisted members only), reprimand, and a fine (R.C.M. 1003, Art. 18, UCMJ)

10.19.3. General Court-Martial (GCM).

A GCM tries the most serious offenses. Cases cannot be referred for trial by GCM without a thorough and impartial investigation under Article 32, UCMJ. The GCM is composed of a military judge and at least a five-member panel, which may include at least one-third enlisted members at the request of the enlisted accused. It also includes a trial counsel, defense counsel, the accused, and a court reporter. The accused may request trial by a military judge alone, except in a capital case (when a sentence to death may be adjudged). The maximum authorized punishment this court-martial may impose is limited only by the maximum allowable for the offenses under consideration, which may extend to death.

10.20. Court-Martial Procedures:

10.20.1. Trial.

When a case is referred to trial, the convening authority, generally the wing or NAF commander, selects the court-martial panel. Selected panel members will be senior in grade to the accused and be best qualified for the duty by reason of their age, education, training, experience, length of service, and judicial temperament. Throughout the court-martial process, commanders and convening authorities are expressly forbidden to exercise any improper influence on the action of the court.

10.20.2. Findings and Sentence.

The verdict of a court-martial is called the "findings." The findings are decided by the court members, or if the accused requests, a military judge alone. An accused cannot be found guilty unless guilt is proved beyond a reasonable doubt. A finding of guilty results if at least two-thirds of the members vote for a finding of guilty. Court members vote by secret written ballot. In the event of a not-guilty verdict (acquittal), the trial ends. If there is a finding of guilty, a presentencing procedure follows immediately to help the court determine an appropriate sentence. A sentence of death requires a unanimous vote by the panel, while a sentence of confinement in excess of 10 years requires the concurrence of three-fourths of the panel members. Any other sentence requires the concurrence of two-thirds of the members.

10.20.3. Post-Trial.

When the court reporter completes the record of the trial, the military judge ensures it accurately reflects the proceedings. Before the convening authority approves, disapproves, or reduces all or part of the findings and sentence, the complete record must be submitted to the SJA for review.

10.21. Initial Review of Trial Records.

After every court-martial, a record of the trial is reviewed for legal sufficiency. No trial by court-martial is complete without the convening authority's written "action." Among other things, the convening authority can approve or disapprove any portion of the findings or sentence; mitigate the sentence to another form of punishment, as long as the severity is not increased; suspend the execution of any sentence that has been approved, except the death sentence; order a rehearing of the case; and defer (or postpone) forfeiture of pay and allowances, reduction in grade, or the service of a sentence to confinement.

10.22. Appellate Review:

10.22.1. The Judge Advocate General (TJAG).

Article 69, UCMJ, requires that TJAG review any case that is not automatically reviewed by the US Air Force Court of Criminal Appeals.

10.22.2. The US Air Force Court of Criminal Appeals.

This is the first level of formal appellate review. The court may approve, disapprove, or modify the convening authority's findings and sentence. Unless waived by the accused, this court reviews every record of trial that includes a death sentence; the dismissal of a commissioned officer, cadet, or midshipman; a punitive discharge; or confinement of 1 year or more. The court also reviews court-martial records at the

direction of TJAG. **NOTE:** Appellate review cannot be waived in death penalty cases.

10.22.3. The US Court of Appeals for the Armed Forces.

The US Court of Appeals for the Armed Forces is the highest appellate court in the military justice system. It is composed of five civilian judges appointed by the President for a term of 15 years. This court reviews all cases in which the sentence extends to death. The US Court of Appeals for the Armed Forces also reviews cases previously reviewed by the US Air Force Court of Criminal Appeals that the JAG orders forwarded to it for review. Upon petition of the accused, the court may grant review of cases reviewed by the US Air Force Court of Criminal Appeals.

10.22.4. The US Supreme Court.

Decisions of the US Court of Appeals for the Armed Forces may be reviewed by the US Supreme Court when the Supreme Court issues a written order for a lower court to forward the case.

10.23. NCO Military Justice Responsibilities.

The military justice system is one tool used to correct breaches of discipline. NCOs have a general responsibility to be familiar with the UCMJ and correct marginal or substandard behavior or duty performance of their subordinates. The following are some specific responsibilities that come under this general responsibility. NCOs must:

10.23.1. Support their commander in the application of the military justice system for maintaining order and discipline.

10.23.2. Become involved when breaches of discipline occur in their presence and report all such violations to the proper authorities.

10.23.3. Be prepared to investigate incidents when ordered to do so. This means that NCOs should be familiar with both the right against self-incrimination and resources available to assist in conducting the investigation and should not hesitate to seek advice before acting.

10.23.4. Be familiar with the rules in the UCMJ for apprehending, arresting, and confining violators of the UCMJ.

10.23.5. Be prepared to generally counsel airmen on their legal rights under the UCMJ and refer them to proper legal authorities for guidance.

10.23.6. Provide leadership and counseling to obtain the maximum positive behavior change in the member receiving Article 15 punishment.

10.24. Conclusion.

Air Force commanders must continuously evaluate force readiness and organizational efficiency and effectiveness. The inspection system provides the commander with a credible, independent assessment process to measure the capability of assigned forces. Inspectors benchmark best practices and exchange lessons learned and innovative methods. Criminal activity and intelligence operations against the Air Force threaten national security. When Air Force personnel commit criminal offenses, illegal activity occurs on an Air Force installation, or Air Force security is breached or compromised, the Air Force must thoroughly investigate criminal allegations and intelligence threats and refer them to appropriate authorities for action. This chapter provided information on the Air Force Inspection System, the Inspector General Complaints Program, individual standards, and punitive actions. All four areas are necessary to enable the Air Force to fulfill our national security obligations efficiently and effectively.

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Chapter 11

STANDARDS OF CONDUCT

Section 11A—Overview

11.1. Introduction.

This chapter discusses the Law of Armed Conflict, Code of Conduct, and general standards of conduct. NCOs must learn these standards well enough to be able to clearly explain them to subordinates, observe these standards, and always enforce their observation by other members. Used in concert with information presented in Chapters 14 and 15, this chapter covers essential issues vital to mission effectiveness especially in light of the Air Force global mission.

Section 11B—The Law of Armed Conflict (LOAC)

11.2. LOAC Defined.

The LOAC arises from a desire among civilized nations to prevent unnecessary suffering and destruction while not impeding the effective waging of war. A part of public international law, LOAC regulates the conduct of armed hostilities. It also aims to protect civilians, prisoners of war, the wounded, sick, and shipwrecked. LOAC applies to international armed conflicts and in the conduct of military operations and related activities in armed conflict, however such conflicts are characterized.

11.3. LOAC Policy.

DoDD 5100.77, *DoD Law of War Program*, requires each military department to design a program that ensures LOAC observance, prevents LOAC violations, ensures prompt reporting of alleged LOAC violations, appropriately trains all forces in LOAC, and completes a legal review of new weapons. Although other services often refer to LOAC as the law of war (LOW), within this chapter LOAC and LOW are the same. LOAC training is a treaty obligation of the United States under provisions of the 1949 Geneva Conventions. AFI 51-401, *Training and Reporting to Ensure Compliance with the Law of Armed Conflict*, requires that all Air Force personnel receive instruction on the principles and rules of the LOAC commensurate with each member's duties and responsibilities. The training should be of a general nature; however, certain groups such as aircrews, medical personnel, and security forces receive additional, specialized training that addresses the unique issues they may encounter.

11.4. International and Domestic Law.

LOAC comes from both customary international law and treaties. Customary international law, based on practice that nations have come to accept as legally required, establishes the traditional rules that govern the conduct of military operations in armed conflict. Article VI of the US Constitution states that treaty obligations of the United States are the "supreme law of the land," and the US Supreme Court has held that international law, to include custom, are part of US law. This means that treaties and agreements the United States enters into enjoy equal status as laws passed by Congress and signed by the President. Therefore, all persons subject to US law must observe the United States' LOAC obligations. In particular, military personnel must consider LOAC to plan and execute operations and must obey LOAC in combat. Those who violate LOAC may be held criminally liable for war crimes and court-martialed under the UCMJ.

11.5. Principles.

Three important LOAC principles govern armed conflict—military necessity, distinction, and proportionality.

11.5.1. Military Necessity:

11.5.1.1. Military necessity requires combat forces to engage in only those acts necessary to accomplish a legitimate military objective. Attacks shall be limited strictly to military objectives. In applying military necessity to targeting, the rule generally means the Air Force may target those facilities, equipment, and forces which, if destroyed, would lead as quickly as possible to the enemy's partial or complete submission.

11.5.1.2. As an example of compliance with the principle of military necessity during Operation Desert Storm, consider our targeting and destruction of Iraqi SCUD missile batteries and of Iraqi army and air forces. These actions quickly achieved air superiority and hastened the Iraqi military's defeat.

11.5.1.3. Military necessity also applies to weapons review. AFI 51-402, *Weapons Review*, requires the Air Force to perform a legal review of all weapons and weapons systems intended to meet a military requirement. These reviews ensure the United States complies with its international obligations, especially those relating to the LOAC, and it helps military planners ensure Air Force personnel do not use weapons or weapons systems that violate international law. Illegal arms for combat include poison weapons and expanding hollow point bullets in armed conflict. Even lawful weapons may require some restrictions on their use in particular circumstances to increase compliance with the LOAC.

11.5.2. Distinction.

Distinction means discriminating between lawful combatant targets and noncombatant targets such as civilians, civilian property, POWs, and wounded personnel who are out of combat. The central idea of distinction is to only engage valid military targets. An indiscriminate attack is one that strikes military objectives and civilians or civilian objects without distinction. Distinction requires defenders to separate military objects from civilian objects to the maximum extent feasible. Therefore, it would be inappropriate to locate a hospital or POW camp next to an ammunition factory.

11.5.3. Proportionality.

Proportionality prohibits the use of any kind or degree of force that exceeds that needed to accomplish the military objective. Proportionality compares the military advantage gained to the harm inflicted while gaining this advantage. Proportionality requires a balancing test between the concrete and direct military advantage anticipated by attacking a legitimate military target and the expected incidental civilian injury or damage. Under this balancing test, excessive incidental losses are prohibited. Proportionality seeks to prevent an attack in situations where civilian casualties would clearly outweigh military gains. This principle encourages combat forces to minimize collateral damage—the incidental, unintended destruction that occurs as a result of a lawful attack against a legitimate military target.

11.6. The Geneva Conventions of 1949.

Some of the most important LOAC rules come from the Geneva Conventions of 1949. The Geneva Conventions consist of four separate international treaties. These treaties aim to protect combatants and noncombatants from unnecessary suffering who may become wounded, sick, shipwrecked, or POWs during hostilities. They also seek to protect civilians and private property. The four treaties govern the treatment of wounded and sick forces, POWs, and civilians during war or armed conflict.

11.6.1. Combatants.

The Geneva Conventions distinguish between lawful combatants, noncombatants, and unlawful combatants.

11.6.1.1. Lawful Combatants. A lawful combatant is an individual authorized by governmental authority or the LOAC to engage in hostilities. A lawful combatant may be a member of a regular armed force or an irregular force. In either case, the lawful combatant must be commanded by a person responsible for subordinates; have fixed distinctive emblems recognizable at a distance, such as uniforms; carry arms openly; and conduct his or her combat operations according to the LOAC. The LOAC applies to lawful combatants who engage in the hostilities of armed conflict and provides combatant immunity for their lawful warlike acts during conflict, except for LOAC violations.

11.6.1.2. Noncombatants. These individuals are not authorized by governmental authority or the LOAC to engage in hostilities. In fact, they do not engage in hostilities. This category includes civilians accompanying the Armed Forces; combatants who are out of combat, such as POWs and the wounded, and certain military personnel who are members of the Armed Forces not authorized to engage in combatant activities, such as medical personnel and chaplains. Noncombatants may not be made the object of direct attack. They may, however, suffer injury or death incident to a direct attack on a military objective without such an attack violating the LOAC, if such attack is on a lawful target by lawful means.

11.6.1.3. Unlawful Combatants. Unlawful combatants are individuals who directly participate in hostilities without being authorized by governmental authority or under international law to do so. For example, bandits who rob and plunder and civilians who attack a downed airman are unlawful combatants. Unlawful combatants who engage in hostilities violate LOAC and become lawful targets. They may be killed or wounded and, if captured, may be tried as war criminals for their LOAC violations.

11.6.2. Undetermined Status.

Should doubt exist as to whether an individual is a lawful combatant, noncombatant, or an unlawful combatant, such person shall be extended the protections of the Geneva Prisoner of War Convention until status is determined. The capturing nation must convene a competent tribunal to determine the detained person's status.

11.7. Military Targets.

The LOAC governs the conduct of aerial warfare. The principle of military necessity limits aerial attacks to lawful military targets. Military targets are those that by their own nature, location, purpose, or use make an effective contribution to an enemy's military capability and whose total or partial destruction, capture, or neutralization in the circumstances existing at the time of an attack enhance legitimate military objectives.

11.7.1. Targeting Personnel.

The LOAC protects civilian populations. Military attacks against cities, towns, or villages not justified by military necessity are forbidden. Attacking noncombatants (generally referred to as civilians) for the sole purpose of terrorizing them is also prohibited. Although civilians may not be made the object of a direct attack, the LOAC recognizes that a military target need not be spared because its destruction may cause collateral damage that results in the unintended death or injury to civilians or damage to their property. Commanders and their planners must take into consideration the extent of unintended indirect civilian destruction and probable casualties that will result from a direct attack on a military objective and, to the extent consistent with military necessity, seek to avoid or minimize civilian casualties and destruction. Anticipated civilian losses must be proportionate to the military advantages sought. Judge advocate, intelligence, and operations personnel play a critical role in determining the propriety of a target and the choice of weapon to be used under the particular circumstances known to the commander when planning an attack.

11.7.2. Targeting Objects.

The LOAC specifically describes objects that shall not be the targets of a direct attack. Reflecting the rule that military operations must be directed at military objectives, objects normally dedicated to peaceful purposes enjoy a general immunity from direct attack. Specific protection applies to medical units or establishments; transports of wounded and sick personnel; military and civilian hospital ships; safety zones established under the Geneva Conventions; and religious, cultural, and charitable buildings, monuments, and POW camps. However, if these objects are used for military purposes, they lose their immunity. If these protected objects are located near lawful military objectives (which LOAC prohibits), they may suffer collateral damage when the nearby military objectives are lawfully engaged.

11.8. Aircraft and Combat:

11.8.1. Enemy Military Aircraft and Aircrew.

Enemy military aircraft may be attacked and destroyed wherever found, unless in neutral airspace. An attack on enemy military aircraft must be discontinued if the aircraft is clearly disabled and has lost its means of combat. Airmen who parachute from a disabled aircraft and offer no resistance may not be attacked. Airmen who resist in descent or are downed behind their own lines and who continue to fight may be subject to attack. The rules of engagement (ROE) for a particular operation often provide additional guidance consistent with LOAC obligations for attacking enemy aircraft.

11.8.2. Enemy Civilian Aircraft.

An enemy's public and private nonmilitary aircraft are generally not subject to attack because the LOAC protects noncombatants from direct attack. Since WWII, nations have increasingly recognized the necessity to avoid attacking civil aircraft. Under exceptional conditions, however, civil aircraft may be lawfully attacked. If the civil aircraft initiates an attack, it may be considered an immediate military threat and attacked. An immediate military threat justifying an attack may also exist when reasonable suspicion exists of a hostile intent, as when such aircraft approaches a military base at high speed or enters enemy territory without permission and disregards signals or warnings to land or proceed to a designated place.

11.8.3. Enemy Military Medical Aircraft.

Enemy military medical aircraft is generally not subject to attack under the LOAC. However, at least six instances may lead to a lawful attack. Enemy military medical aircraft could be lawfully attacked and destroyed if it:

11.8.3.1. Initiates an attack.

11.8.3.2. Is not exclusively employed as a medical aircraft.

11.8.3.3. Does not bear a clearly marked Red Cross, Red Crescent, or other recognized symbol and is not otherwise known to be an exclusively medical aircraft.

11.8.3.4. Does not fly at heights, at times, and on routes specifically agreed to by the parties to the conflict and is not otherwise known to be an exclusively medical aircraft.

11.8.3.5. Flies over enemy territory or enemy-occupied territory (unless otherwise agreed upon by the parties).

11.8.3.6. Approaches its enemy's territory or a combat zone and disregards a summons to land.

11.9. Enforcing LOAC Rules:

11.9.1. Prosecution.

Military members who violate the LOAC are subject to criminal prosecution and punishment. Criminal prosecutions may take place in a national or international forum. In theory, US Armed Forces could be prosecuted by courts-martial under the UCMJ or through an international military tribunal, such as those used in Nuremberg and Tokyo after WWII or in Yugoslavia and Rwanda. The defense, "I was only following orders," has generally *not* been accepted by national or international tribunals as a defense in war crime trials. An individual airman remains responsible for his or her actions and is expected to comply with the LOAC.

11.9.2. Reprisal.

Prosecuting a LOAC violation may not be possible or practical if the enemy who violates the LOAC remains engaged in armed conflict. However, there is no statute of limitations on a war crime. Moreover, the LOAC permits combatants to engage in acts of reprisal to enforce an enemy force's compliance with LOAC rules. Reprisals are acts in response to LOAC violations. The act of reprisal would be otherwise forbidden if it was not for the prior unlawful act of the enemy. A lawful act of reprisal cannot be the basis for a counter-reprisal. Reprisals are always prohibited if directed against POWs; wounded, sick, or shipwrecked persons at sea; civilian persons and their property; or religious or cultural property. To be lawful, a reprisal must:

11.9.2.1. Timely respond to grave and manifestly (clearly) unlawful acts.

11.9.2.2. Be for the purpose of compelling the adversary to observe the LOAC and not for revenge, spite, or punishment.

11.9.2.3. Give reasonable notice that reprisals will be taken.

11.9.2.4. Have had other reasonable means attempted to secure compliance.

11.9.2.5. Be directed against the personnel or property of an adversary.

11.9.2.6. Be proportional to the original violation.

11.9.2.7. Be publicized.

11.9.2.8. Be authorized by national authorities at the highest political level. Only the President of the United States, as Commander in Chief, may authorize US forces to take such an action.

11.10. Reporting Violations.

AFI 51-401 contains guidance on handling a possible LOAC violation. An Air Force member who knows or receives a report of an apparent LOAC violation must inform his or her commander. This includes violations by the enemy, allies, US Armed Forces, or others. If the allegation involves or may involve a US commander, the report should be made to the next higher US command authority. Particular circumstances may require that the report be made to the nearest judge advocate, a special agent in the OSI, a chaplain, or a security forces member.

11.11. ROE.

Competent commanders, typically geographic combatant commanders, after JCS review and approval, issue ROE. ROE describe the circumstances and limitations under which forces will begin or continue to engage in combat. Normally, execution orders (EXORD), operations plans (OPLAN), and operations orders (OPORD) contain ROE. ROE ensure use of force in an operation occurs in accordance with national policy goals, mission requirements, and the rule of law. In general, ROE present a more detailed application of LOAC principles tailored to the political and military nature of a mission. ROE set forth the parameters of an airman's right to self-defense. All airmen have a duty and a legal obligation to understand, remember, and apply mission ROE. During military operations, LOAC and specifically tailored ROE provide guidance on the use of force. The standing rules of engagement (SROE) of the CJCS give commanders direction on the use of force in self-defense against a hostile act or hostile intent. The SROE do not limit an airman's inherent right to use all means necessary and appropriate for personal or unit self-defense. Some basic considerations based on the SROE follow:

11.11.1. The use of force in self-defense must be necessary and limited to the amount needed to eliminate the threat and control the situation.

11.11.2. Deadly force should only be used in response to a hostile act or a demonstration of hostile intent. Deadly force is defined as force that causes or has a substantial risk of causing death or serious bodily harm.

11.11.3. Failure to comply with ROE may be punishable under the UCMJ.

11.11.4. ROE questions and concerns should be promptly elevated up the chain of command for resolution.

Section 11C—Code of Conduct

11.12. Policy.

The Code of Conduct outlines basic responsibilities and obligations of members of the US Armed Forces. All members are expected to measure up to the standards embodied in the Code of Conduct. Although designed for a POW situation, the spirit and intent are applicable to service members subjected to other hostile detention. Such service members should consistently conduct themselves in a manner that avoids discrediting them and their country. There are six articles of the Code of Conduct that address situations and decision areas that, to some degree, may be encountered by all personnel. It includes basic information useful to POWs in their tasks of surviving honorably while resisting their captor's efforts to exploit them to the enemy's advantage and their disadvantage. Such survival and resistance require varying degrees of knowledge of what the six articles mean.

11.13. Training.

DoD personnel who plan, schedule, commit, or control the use of the Armed Forces must fully understand the Code of

Conduct and ensure personnel have the training and education necessary to support it. The degree of knowledge required is dictated by the service member's susceptibility to capture, the amount of sensitive information possessed by the service member, and the potential captor's or detaining power's likely assessment of the service member's usefulness and value. Training is conducted at three levels:

11.13.1. Level A.

This level represents the minimum level of understanding needed for all members of the Armed Forces. It is to be imparted to all personnel during entry training.

11.13.2. Level B.

This is the minimum level of understanding needed for service members whose military jobs, specialties, or assignments entail moderate risk of capture, such as members of ground combat units. Training is conducted for such service members as soon as their assumption of duty makes them eligible.

11.13.3. Level C.

This is the minimum level of understanding needed for military service members whose military jobs, specialties, or assignments entail significant or high risk of capture and whose position, rank, or seniority makes them vulnerable to greater-than-average exploitation efforts by a captor. Examples include aircrews and special mission forces such as Air Force pararescue teams. Training for these members is conducted upon their assumption of the duties or responsibilities.

11.14. The Articles of the Code.

President Dwight D. Eisenhower first published the Code of Conduct for members of the Armed Forces of the United States on 17 August 1955. In March 1988, President Ronald Reagan amended the code with gender-neutral language.

11.14.1. ARTICLE I.

I am an American, fighting in the forces which guard my country and our way of life. I am prepared to give my life in their defense.

11.14.1.1. Explanation. Article I applies to all members at all times. A member of the Armed Forces has a duty to support US interests and oppose US enemies regardless of the circumstances, whether in active combat participation or captivity.

11.14.1.2. Training. Familiarity with the wording and basic meaning is necessary to understand that:

11.14.1.2.1. Past experience of captured Americans reveals that honorable survival in captivity requires that a service member possess a high degree of dedication and motivation.

11.14.1.2.2. Maintaining these qualities requires knowledge of and a strong belief in the advantages of American democratic institutions and concepts.

11.14.1.2.3. Maintaining these qualities also requires a love of and faith in the United States and a conviction that the United States cause is just.

11.14.1.2.4. Honorable survival in captivities depends on faith in and loyalty to fellow POWs.

NOTE: Possessing the dedication and motivation fostered by such beliefs and trust will enable POWs to survive long and stressful periods of captivity. It will also enable them to return to their country and families honorably with self-esteem intact.

11.14.2. ARTICLE II.

I will never surrender of my own free will. If in command, I will never surrender the members of my command while they still have the means to resist.

11.14.2.1. Explanation. Members of the Armed Forces may never surrender voluntarily. Even when isolated and no longer able to inflict casualties on the enemy or otherwise defend themselves, it is their duty to evade capture and rejoin the nearest friendly force. It is only when evasion is impossible and further fighting would lead to their death with no significant loss to the enemy that the means to resist or evade may be considered exhausted.

11.14.2.2. Training. Service members must understand that when they are cut off, shot down, or otherwise isolated in enemy-controlled territory, they must make every effort to avoid capture. The sources of action available include concealment until recovered by friendly rescue forces, evasive travel to a friendly or neutral territory, and evasive travel to other prebriefed areas. They must also understand that capture does not constitute a dishonorable act if all reasonable means of avoiding it have been exhausted and the only alternative is death. Service members must understand and have confidence in the procedures and techniques of rescue by search and recovery forces and the procedures for properly using evasion destinations.

11.14.3. ARTICLE III.

If I am captured, I will continue to resist by all means available. I will make every effort to escape and aid others to escape. I will accept neither parole nor special favors from the enemy.

11.14.3.1. Explanation:

11.14.3.1.1. The duty of a member of the Armed Forces to continue resistance to enemy exploitation by all means available is not lessened by the misfortune of capture. Contrary to the 1949 Geneva Conventions, enemies whom the US forces have engaged since 1949 have regarded the POW compound as an extension of the battlefield. The POW must be prepared for this.

11.14.3.1.2. In disregard of the Geneva Conventions, the enemy has a variety of tactics to exploit POWs for propaganda purposes or to obtain military information. Physical and mental harassment, general mistreatment, torture, medical neglect, and political indoctrination have all been used against POWs in the past. The enemy has tried to tempt POWs to accept special favors or privileges not given to other POWs in return for statements or information desired by the enemy or for a pledge by the POW not to attempt escape.

11.14.3.1.3. A POW must not seek special privileges or accept special favors at the expense of fellow POWs. Under the guidance and supervision of the senior military person, the POW must be prepared to take advantage of escape opportunities. In communal detention, the welfare of the POWs who remain behind must be considered. Additionally, POWs should not sign or enter into a parole agreement. Parole agreements are promises the POW makes to the captor to fulfill stated conditions, such as not to bear arms, in consideration of special privileges, such as release or lessened restraint.

11.14.3.2. Training. Members should understand that captivity is a situation that involves continuous control by the captor who may attempt to use the POW as a source of military information, for political purposes, or as a potential subject for political indoctrination. Members must be familiar with the rights and obligations of both captor and POW under the 1949 Geneva Conventions. They should also understand that Communist captors often threaten to use their reservation to specific areas of the Geneva Conventions as a basis for accusing POWs of being “war criminals” simply because they waged war against them. Members should also understand that a successful escape causes the enemy to divert forces that may otherwise be fighting, provides the United States valuable information about the enemy and other POWs, and serves as a positive example to all members of the Armed Forces.

11.14.4. ARTICLE IV.

If I become a prisoner of war, I will keep faith with my fellow prisoners. I will give no information or take part in any action which might be harmful to my comrades. If I am senior, I will take command. If not, I will obey the lawful orders of those appointed over me and will back them up in every way.

11.14.4.1. Explanation. Officers and NCOs continue to carry out their responsibilities and exercise authority in captivity. Informing, or any other action detrimental to a fellow POW, is despicable and expressly

forbidden. POWs must avoid helping the enemy identify fellow POWs who may have valuable knowledge to the enemy. Strong leadership is essential to discipline. Without discipline, camp organization, resistance, and even survival may be impossible. Personal hygiene, camp sanitation, and care of the sick and wounded are imperative. Wherever located, POWs must organize in a military manner under the senior military POW without regard to military service. If the senior POW is incapacitated or otherwise unable to act for any reason, the next senior POW assumes command.

11.14.4.2. Training. Members must be trained to understand and accept leadership from those in command and abide by the decision of the senior POW regardless of military service affiliations. Failing to do so may result in legal proceedings under the UCMJ. Additionally, a POW who voluntarily informs or collaborates with the captor is a traitor to the United States and fellow POWs and, after repatriation, is subject to punishment under the UCMJ. Service members must be familiar with the principles of hygiene, sanitation, health maintenance, first-aid, physical conditioning, and food utilization.

11.14.5. ARTICLE V.

When questioned, should I become a prisoner of war, I am required to give name, rank, service number, and date of birth. I will evade answering further questions to the utmost of my ability. I will make no oral or written statements disloyal to my country and its allies or harmful to their cause.

11.14.5.1. Explanation:

11.14.5.1.1. When questioned, a POW is required by the Geneva Conventions, and is permitted by the UCMJ, to give name, rank, service number, and date of birth. Under the Geneva Conventions, the enemy has no right to try and force the POW to provide any additional information. However, it is unrealistic to expect a POW to remain confined for years reciting only name, rank, service number, and date of birth. There are many POW camp situations in which certain types of conversation with the enemy are permitted. For example, a POW is allowed, but not required by the Code of Conduct, the UCMJ, or the Geneva Conventions, to fill out a Geneva Conventions "capture card," to write letters home, and to communicate with captors on matters of health and welfare. The senior POW is required to represent POWs in matters of camp administration, health, welfare, and grievances.

11.14.5.1.2. A POW must resist, avoid, or evade, even when physically and mentally coerced, all enemy efforts to secure statements or actions that may further the enemy's cause. Examples of statements or actions POWs should resist include giving oral or written confessions, answering questionnaires, providing personal history statements, making propaganda recordings and broadcast appeals to other POWs to comply with improper captor demands. Additionally, POWs should resist appealing for US surrender or parole, engaging in self-criticisms, or providing oral or written statements or communications on behalf of the enemy that are harmful to the United States, its allies, the Armed Forces, or other POWs. Experience has shown that, although enemy interrogation sessions may be harsh and cruel, it is usually possible to resist if there is a will to resist. The best way for a POW to keep faith with the United States, fellow POWs, and oneself is to provide the enemy with as little information as possible.

11.14.5.2. Training. Service members must be familiar with the various aspects of interrogation: its phases; the procedures; methods and techniques; and the interrogator's goals, strengths, and weaknesses. Members should understand ways to limit disclosing further information by such techniques as claiming inability to furnish information because of previous orders, poor memory, ignorance, or lack of comprehension. They should understand that, short of death, it is unlikely that a POW may prevent a skilled enemy interrogator, using all available psychological and physical methods of coercion, from obtaining some degree of compliance by the POW with captor demand. However, the POW must recover as quickly as possible and resist successive efforts to the utmost.

11.14.6. ARTICLE VI.

I will never forget that I am an American, fighting for freedom, responsible for my actions, and dedicated to the principles which made my country free. I will trust in my God and in the United States of America.

11.14.6.1. Explanation. A member of the Armed Forces remains responsible for personal actions at all times. When repatriated, POWs can expect their actions to be subject to review, both as to circumstances of capture and as to conduct during detention. The purpose of such a review is to recognize meritorious performance and, if necessary, investigate any allegations of misconduct. Such reviews are conducted with due regard for the rights of the individual and consideration for the conditions of captivity.

11.14.6.2. Training. Members must understand the relationship between the UCMJ and the Code of Conduct and realize that failure to follow the guidance may result in violations punishable under the UCMJ. They must understand that they may be held legally accountable for personal actions. They should also understand that every available means will be employed by the US Government to establish contact with, to support, and to obtain the release of POWs. Furthermore, US laws provide for the support and care of dependents of the Armed Forces including those who become POWs. Military members must ensure their personal affairs and family matters are kept current at all times.

11.15. Peacetime Detention of US Military Personnel:

11.15.1. Policy.

US military personnel isolated from US control are still required to do everything in their power to follow DoD and Air Force policy and survive with honor. DoDI 1300.21, *Code of Conduct (COC) Training and Education*, Enclosure 3, provides guidance to US military personnel who find themselves isolated from US control in peacetime or in a situation not related specifically in the Code of Conduct. Procedures are established by all military departments to ensure all US military personnel are familiar with the guidance in this publication.

11.15.2. Rationale.

US military personnel, because of their wide range of activities, are subject to peacetime detention by unfriendly governments or captivity by terrorist groups. The term “peacetime” means that declared armed conflict does not exist or, where armed conflict does exist, the United States is not directly involved. When a hostile government or terrorist group detains or captures US military personnel, the captor is often attempting to exploit both the individual and the US Government for its own purposes. As history has shown, exploitation can take many forms. It can include confessions by hostages to crimes never committed, exploitation of the international news media, and substantial ransom payments all of which can lead to increased credibility and support for the detainer.

11.15.3. Responsibility:

11.15.3.1. US military personnel detained by unfriendly governments or held hostage by a terrorist group must do everything in their power to survive with honor. Furthermore, whether US military personnel are detained or held hostage, they can have faith that the US Government will make every effort to obtain their release. To best survive the situation, it is critical to retain faith in one’s country, faith in fellow detainees or captives, and, most importantly, faith in oneself. In any group-captivity situation, military captives must organize, to the fullest extent possible, under the senior military member present. They should encourage any civilians who may be part of the group to participate.

11.15.3.2. US military personnel must make every reasonable effort to prevent exploitation of themselves and the US Government. If exploitation cannot be prevented, then military members must limit it to the absolute minimum. If detainees convince their captors of their low propaganda value, the captors may seek a quick end to the situation. When a detention or hostage situation ends, military members who can honestly say they did their utmost to resist exploitation will have upheld DoD policy, the founding principles of the United States, and the highest traditions of military service.

11.15.4. Military Bearing and Courtesy.

US military members held captive should always have military bearing and courtesy as part of their posture. Remaining calm, courteous, and respectful in the long run has its advantages and will better serve the detainee or hostage. Discourteous, unmilitary behavior seldom serves the long-term interest of a detainee, captive, or hostage. In fact, it often results in unnecessary punishment that serves no useful purpose. In some

situations, such behavior may jeopardize survival and severely complicate efforts to gain release of the detained, captured, or hostage-held military member.

11.15.5. Guidance for Detention by Governments:

11.15.5.1. Detainees in the custody of a hostile government, regardless of the circumstances that preceded the detention situation, are subject to the laws of that government. Detainees must maintain military bearing and avoid any aggressive, combative, or illegal behavior that may complicate their situation, legal status, or efforts to negotiate a rapid release. As American citizens, detainees should ask immediately and continually to see US embassy personnel or a representative of an allied or neutral government. US military personnel who become lost or isolated in a hostile foreign country during peacetime will not act as combatants during evasion attempts. During peacetime, there is no protection afforded under the Geneva Convention; the civil laws of that country apply.

11.15.5.2. A detainer's goal may be maximum political exploitation; therefore, US military personnel detained must be extremely cautious in everything they say and do. In addition to asking for a US representative, detainees should provide name, rank, social security number, date of birth, and the innocent circumstances leading to their detention. They should limit further discussions to health and welfare matters, conditions of their fellow detainees, and going home.

11.15.5.3. Detainees should avoid signing any document or making any statement, oral or otherwise. If forced, he or she must provide as little information as possible and then continue to resist. Detainees are not likely to earn their release by cooperation. Rather, release may be gained by resisting, thereby reducing the value of the detainee. US military detainees should not refuse release, unless doing so requires them to compromise their honor or cause damage to the US Government or its allies. Escape attempts must be made only after carefully considering the risk of violence, chance of success, and detrimental effects on detainees remaining behind. Jailbreak in most countries is a crime; escape attempts can provide the detainer further justification to hold the individual.

11.15.6. Terrorist Hostage:

11.15.6.1. Capture by terrorists is generally the least predictable and structured form of peacetime captivity. It can range from a spontaneous hijacking to a carefully planned kidnapping. In either situation, the hostages play an important role in determining their own fate because terrorists rarely expect to receive rewards for providing good treatment or releasing victims unharmed. US military members should assume their captors are genuine terrorists when it is unclear if they are surrogates of a government.

11.15.6.2. A terrorist hostage situation is more volatile than a government detention; therefore, members must take steps to lessen the chances of a terrorist indiscriminately killing hostages. In this situation, DoD policy accepts and promotes establishing a rapport between US hostages and the terrorists. The objective is to create a "person" status in the terrorist's mind rather than the stereotypical "symbol" of America the terrorist may hate. DoD policy recommends US personnel talk to terrorists about nonsubstantive subjects such as family, sports, and hobbies. They should stay away from topics that could inflame terrorist sensibilities such as their cause, politics, or religion. Listening can be vitally important when the individual US service member's survival is at stake. Members should take an active role in the conversation, but don't argue, patronize, or debate the issues with the captors. They should try to reduce the tension and make it as hard as possible for the terrorists to identify any US personnel as troublemakers, which may mark them for murder.

Section 11D—Everyday Conduct

11.16. Overview.

The importance of the Air Force mission and inherent responsibility to the nation requires its members to adhere to higher standards than normally found in civilian life. Every person is accountable for his or her own actions, both in the performance of duties and in personal conduct. Supervisors must hold subordinates accountable and take corrective action if they do not fulfill their responsibilities.

11.17. Policy.

DoDD 5500.7, *Standards of Conduct*, provides guidance to Air Force personnel on standards of conduct. Violations of the punitive provisions by military personnel can result in prosecution under the UCMJ. Violations of the punitive provisions by civilian personnel may result in disciplinary action without regard to the issue of criminal liability. Military members and civilian employees who violate these standards, even if such violations do not constitute criminal misconduct, are subject to administrative actions, such as reprimands. Contact the base legal office for assistance.

11.18. Ethical Values.

Ethics are standards by which one should act based on values. Values are core beliefs such as duty, honor, and integrity that motivate attitudes and actions. Not all values are ethical values (integrity is; happiness is not). Ethical values relate to what is right and wrong and thus take precedence over nonethical values when making ethical decisions. DoD employees should carefully consider ethical values when making decisions as part of official duties. Primary ethical values include:

11.18.1. Honesty.

Being truthful, straightforward, and candid are aspects of honesty.

11.18.1.1. Truthfulness is required. Deceptions are usually easily uncovered. Lies erode credibility and undermine public confidence. Untruths told for seemingly altruistic reasons (to prevent hurt feelings, to promote good will, etc.) are nonetheless resented by the recipients.

11.18.1.2. Straightforwardness adds frankness to truthfulness and is usually necessary to promote public confidence and to ensure effective, efficient conduct of operations. Truths presented in such a way as to lead recipients to confusion, misinterpretation, or inaccurate conclusions are not productive. Such indirect deceptions can promote ill-will and erode openness, especially when there is an expectation of frankness.

11.18.1.3. Candor is the forthright offering of unrequested information. It is necessary according to the gravity of the situation and the nature of the relationships. Candor is required when a reasonable person would feel betrayed if the information were withheld. In some circumstances, silence is dishonest; yet in other circumstances, disclosing information would be wrong and perhaps unlawful.

11.18.2. Integrity.

Being faithful to one's convictions is part of integrity. Following principles, acting with honor, maintaining independent judgment, and performing duties with impartiality help to maintain integrity and avoid conflicts of interest and hypocrisy.

11.18.3. Loyalty.

Fidelity, faithfulness, allegiance, and devotion are all synonyms for loyalty. Loyalty is the bond that holds the nation and the Federal Government together and the balm against dissension and conflict. It is not blind obedience or unquestioning acceptance of the status quo. Loyalty requires careful balancing among various interests, values, and institutions in the interest of harmony and cohesion.

11.18.4. Accountability.

DoD employees are required to accept responsibility for their decisions and the resulting consequences. This includes avoiding even the appearance of impropriety. Accountability promotes careful, well-thought-out decisionmaking and limits thoughtless action.

11.18.5. Fairness.

Open-mindedness and impartiality are important aspects of fairness. DoD employees must be committed to justice in the performance of their official duties. Decisions must not be arbitrary, capricious, or biased. Individuals must be treated equally and with tolerance.

11.18.6. Caring.

Compassion is an essential element of good government. Courtesy and kindness, both to those we serve and to those we work with, help to ensure individuals are not treated solely as a means to an end. Caring for others is the counterbalance against the temptation to pursue the mission at any cost.

11.18.7. Respect.

To treat people with dignity, to honor privacy, and to allow self-determination are critical in a government of diverse people. Lack of respect leads to a breakdown of loyalty and honesty within a government and brings chaos to the international community.

11.18.8. Promisekeeping.

No government can function for long if its commitments are not kept. DoD employees are obligated to keep their promises in order to promote trust and cooperation. Because of the importance of promisekeeping, DoD employees must only make commitments within their authority.

11.18.9. Responsible Citizenship.

It is the civic duty of every citizen, and especially DoD employees, to exercise discretion. Public servants are expected to engage (employ) personal judgment in the performance of official duties within the limits of their authority so that the will of the people is respected according to democratic principles. Justice must be pursued and injustice must be challenged through accepted means.

11.18.10. Pursuit of Excellence.

In public service, competence is only the starting point. DoD employees are expected to set an example of superior diligence and commitment. They are expected to be all they can be and to strive beyond mediocrity.

11.19. Professional and Unprofessional Relationships.

Professional relationships are essential to effective operation of all organizations, both military and civilian, but the nature of the military mission requires absolute confidence in command and an unhesitating adherence to orders that may result in inconvenience, hardships, or (at times) injury and death. While personal relationships between Air Force members are normally matters of individual choice and judgment, they become matters of official concern when they adversely affect or have the reasonable potential to adversely affect the Air Force by eroding morale, good order, discipline, respect for authority, unit cohesion, or mission accomplishment. AFI 36-2909 focuses on the impact of personal relationships on Air Force interests.

11.19.1. Professional Relationships.

Professional relationships contribute to the effective operation of the Air Force. The Air Force encourages personnel to communicate freely with their superiors regarding their careers and performance, duties, and missions. This type of communication enhances morale and discipline and improves the operational environment while, at the same time, preserving proper respect for authority and focus on the mission. Participation by members of all grades in organizational activities, such as base intramural, interservice, and intraservice athletic competitions, unit-sponsored events, religious activities, community welfare projects, and youth programs, enhances morale and contributes to unit cohesion.

11.19.2. Unprofessional Relationships.

Whether pursued on or off duty, unprofessional relationships may detract from the authority of superiors or result in, or reasonably create the appearance of, favoritism, misuse of office or position, or the abandonment of organizational goals for personal interests. Unprofessional relationships can exist between officers, between enlisted members, between officers and enlisted members, and between military personnel and civilian employees or contractor personnel.

11.19.3. Fraternalization.

As defined by the Manual for Courts-Martial, fraternization is a personal relationship between an officer and an enlisted member that violates the customary bounds of acceptable behavior in the Air Force and prejudices good order and discipline, discredits the Armed Services, or operates to the personal disgrace or dishonor of the officer involved. The custom recognizes that officers will not form personal relationships with enlisted members on terms of military equality, whether on or off duty. Although the custom originated in an all male military, it is gender neutral. Fraternization can occur between males, between females, and between males and females. Because of the potential damage fraternization can do to morale, good order, discipline, and unit cohesion, it is specifically prohibited in the Manual for Courts-Martial and is punishable under Article 134 of the UCMJ.

11.20. General Guidelines on Avoiding Unprofessional Relationships Including Fraternalization.

Military experience has shown that certain kinds of personal relationships present a high risk for being or developing into unprofessional relationships. Unprofessional relationships negatively impact morale and discipline. While some personal relationships are not unprofessional, they may be or become unprofessional when other facts or circumstances are considered. For example, factors that can change an otherwise permissible relationship into an unprofessional relationship include the members' relative positions in the organization and the members' relative positions in the supervisory and command chains. Air Force members, both officer and enlisted, must be sensitive to forming these relationships and consider the probable impact of their actions on the Air Force in making their decisions. The rules regarding these relationships must be somewhat elastic to accommodate differing conditions; however, the underlying standard is that Air Force members are expected to avoid relationships that negatively affect morale and discipline. When economic constraints or operational requirements place officers and enlisted members of different grades in close proximity with one another (such as combined or joint clubs, joint recreational facilities, or mixed officer and enlisted housing areas), military members are expected to maintain professional relationships. The mere fact that maintaining professional relationships may be more difficult under certain circumstances does not excuse a member's responsibility to maintain Air Force standards.

11.20.1. Relationships Within an Organization.

Unduly familiar relationships between members in which one member exercises supervisory or command authority over the other can easily be or become unprofessional. Similarly, as differences in grades increase, even in the absence of a command or supervisory relationship, there may be more risk that the relationship will be, or be perceived to be, unprofessional because senior members in military organizations normally exercise authority or some direct or indirect organizational influence over more junior members. The danger for abuse of authority is always present. The ability of the senior member to influence, directly or indirectly, assignments, promotion recommendations, duties, awards, or other privileges and benefits places both the senior and junior members in a vulnerable position. Once established, such relationships do not go unnoticed by other members of the unit. Unprofessional relationships, including fraternization between members of different services, particularly in joint service operations, may have the same impact on morale and discipline as if the members were assigned to the same service and must be avoided.

11.20.2. Relationships with Civilian Employees.

Civilian employees and contractor personnel are an integral part of the Air Force. They contribute directly to readiness and mission accomplishment. Consequently, military members of all grades must maintain professional relationships with civilian employees, particularly those whom they supervise or direct. They must avoid relationships that adversely affect or reasonably can adversely affect morale, discipline, and respect for authority or that violate law or regulation.

11.20.3. Dating and Close Friendships.

Dating, courtships, and close friendships between men and women are subject to the same policy considerations as are other relationships. Like any personal relationship, they become a matter of official concern when they adversely affect morale, discipline, unit cohesion, respect for authority, or mission accomplishment. Members must recognize that these relationships can adversely affect morale and discipline even when the members are not in the same chain of command or unit. Forming these relationships between superiors and subordinates within the same chain of command or supervision invariably raises the perception

of favoritism or misuse of position and negatively impacts morale, discipline, and unit cohesion.

11.20.4. Shared Activities.

Sharing living accommodations, vacations, transportation, and off-duty interests on a frequent or recurring basis can reasonably be perceived as unprofessional. These types of arrangements often lead to claims of abuse of position or favoritism. It is often the frequency of these activities or the absence of any official purpose or organizational benefit that causes them to become, or to be perceived as, unprofessional. While an occasional round of golf, game of racquetball, or similar activity between a supervisor and subordinate could remain professional, daily or weekly occurrences could result in at least the perception of an unprofessional relationship. Similarly, while it may be appropriate for a first sergeant to play golf with a different group of officers from his or her organization each weekend in order to get to know them better, playing with the same officers every weekend may be, or be perceived as, unprofessional.

11.20.5. Training, Schools, and PME.

Personal relationships between students and instructors or staff in the training and school environment present particular risks and are especially likely to result in abuse of position, partiality, or favoritism by instructors or staff or create the appearance of such.

11.20.6. Other Relationships.

Other relationships not specifically addressed can, depending on the circumstances, lead to actual or perceived favoritism or preferential treatment and must be avoided. Examples of activities that may adversely impact on morale, discipline, and respect for authority are gambling, partying with subordinates, joint business ventures, or soliciting (or making solicited sales) to members junior in rank, grade, or position.

11.21. Consequences of Unprofessional Conduct.

All military members are subject to lawful orders. When a military member has been lawfully ordered to cease an unprofessional relationship or refrain from certain conduct, the military member is subject to prosecution under the UCMJ for violating the order. Similarly, all military members are subject to prosecution for criminal offenses committed incidental to an unprofessional relationship (such as gambling, adultery, or assault).

11.22. Responsibilities for Professional Relationships:

11.22.1. Individuals.

All members share the responsibility for respecting authority and maintaining professional relationships. However, the senior member (officer or enlisted) in a personal relationship bears primary responsibility for maintaining the professionalism of this relationship. Leadership requires all personnel to exercise maturity and judgment to avoid relationships that undermine respect for authority or impact negatively on morale, discipline, or the mission of the Air Force. The senior member in a relationship is in the best position to appreciate the effect of this particular relationship on an organization and is in the best position to terminate or limit the extent of the relationship. Members should expect to be and must be held accountable for the impact of their conduct on the Air Force as an institution.

11.22.2. Commanders and Supervisors.

All commanders and supervisors have the authority and responsibility to maintain good order, discipline, and morale within their units. They may be held accountable for failing to act in appropriate cases.

11.23. Actions in Response to Unprofessional Relationships.

Actions are normally the least severe necessary to terminate the unprofessional aspects of the relationship. The full spectrum of administrative actions is available and should be considered. Administrative actions include, but are not limited to, counseling, reprimand, creation of a UIF, removal from position, reassignment, demotion, delay of or removal from a promotion list, adverse or referral comments in performance reports, and administrative separation. One or more complementary actions can be taken. Experience has shown that counseling is often an effective first step

in curtailing unprofessional relationships. More serious cases may warrant administrative action or NJP. Instances of actual favoritism, partiality, or misuse of grade or position may constitute independent violations of the UCMJ.

11.24. Financial Responsibility.

AFI 36-2906 establishes administrative and management guidelines for alleged delinquent financial obligations and for processing financial claims against Air Force members. It also outlines basic rules for paternity cases and establishes base-level family support centers and personal financial management programs.

11.24.1. Responsibilities of Military Members.

Military members will:

11.24.1.1. Pay their just financial obligations in a proper and timely manner.

11.24.1.2. Provide adequate financial support of a spouse or child or any other relative for which the member receives additional allowances for support. Members will also comply with the financial support provisions of a court order or written support agreement.

11.24.1.3. Respond to applications for involuntary allotments of pay within the suspense dates established by DFAS.

11.24.1.4. Comply with rules concerning the government travel charge card program.

11.24.2. Handling Complaints.

Complainants are often unfamiliar with Air Force organizational addresses or do not know the member's actual unit of assignment. They frequently address correspondence to the installation commander, SJA, or the MPF. The complaint is forwarded to the individual's commander for action; the commander attempts to respond to the complainant within 15 days. If the member has made a permanent change of station, the complaint is forwarded to the new commander, and the complainant is notified of the referral. If the member has separated with no further military service or has retired, the complainant is notified and informed that the Air Force is unable to assist because the individual is no longer under its jurisdiction unless the complaint is a legal process directed for garnishment of retired pay for child support or alimony obligations. Commanders must actively monitor complaints until they are resolved. Failure to pay debts or to provide support to dependents can lead to administrative or disciplinary action. If the commander decides the complaint reflects adversely on the member, this action should be made a part of the UIF.

11.24.3. Personal Financial Management Program (PFMP).

The PFMP is a family support center program that offers information, education, and personal financial counseling to help individuals and families maintain financial stability and reach their financial goals. It provides education to all personnel upon arrival at their first duty station, to include as a minimum, facts about PFMP, checkbook maintenance, budgeting, credit buying, state or country liability laws, and local fraudulent business practices. The PFMP also provides refresher education to all SrA and below upon arrival at a new installation. Services provided by the PFMP are free of charge.

Section 11E—Ethics and Conflict of Interest Prohibitions

11.25. Overview.

DoD policy is that a single, uniform source of standards on ethical conduct and ethics guidance be maintained within DoD. Each DoD agency will implement and administer a comprehensive ethics program to ensure compliance.

11.26. Bribery and Graft.

All DoD employees are directly or indirectly prohibited from giving, offering, promising, demanding, seeking, receiving, accepting, or agreeing to receive anything of value to influence any official act. They are prohibited from

influencing the commission of fraud on the United States, inducing commitment or omission of any act in violation of a lawful duty, or from influencing testimony given. They are prohibited from accepting anything of value for, or because of, any official act performed or to be performed. These prohibitions do not apply to the payment of witness fees authorized by law or certain travel and subsistence expenses.

11.27. Compensation from Other Sources.

All DoD employees are prohibited from receiving pay or allowance or supplements of pay or benefits from any source other than the United States for the performance of official service or duties unless specifically authorized by law. A task or job performed outside normal working hours does not necessarily allow employees to accept payment for performing it. If the undertaking is part of one's official duties, pay for its performance may not be accepted from any source other than the United States regardless of when it was performed.

11.28. Additional Pay or Allowance.

DoD employees may not receive additional pay or allowance for disbursement of public money or for the performance of any other service or duty unless specifically authorized by law. Subject to certain limitations, civilian DoD employees may hold two distinctly different Federal Government positions and receive salaries of both if the duties of each are performed. Absent specific authority, however, military members may not do so because any arrangement by a military member for rendering services to the Federal Government in another position is incompatible with the military member's actual or potential military duties. The fact that a military member may have leisure hours during which no official duty is performed does not alter the result.

11.29. Commercial Dealings Involving DoD Employees.

On or off duty, a DoD employee shall not knowingly solicit or make solicited sales to DoD personnel who are junior in rank, grade, or position, or to the family members of such personnel. In the absence of coercion or intimidation, this does not prohibit the sale or lease of a DoD employee's noncommercial personal or real property or commercial sales solicited and made in a retail establishment during off-duty employment. This prohibition includes the solicited sale of insurance, stocks, mutual funds, real estate, cosmetics, household supplies, vitamins, and other goods or services. Solicited sales by the spouse or other household member of a senior-ranking person to a junior person are not specifically prohibited but may give the appearance that the DoD employee is using public office for personal gain. If in doubt, consult an ethics counselor. Several related prohibitions in this area include:

11.29.1. Holding conflicting financial interests.

11.29.2. Engaging in off-duty employment or outside activities that detract from readiness or pose a security risk, as determined by the member's commander or supervisor.

11.29.3. Engaging in outside employment or activities that conflict with official duties.

11.29.4. Receiving honoraria for performing official duties or for speaking, teaching, or writing that relates to one's official duties.

11.29.5. Misusing an official position, such as improper endorsements or improper use of nonpublic information.

11.29.6. Certain post-government service employment. See DoD 5500.7-R, *Joint Ethics Regulation (JER)*, for specific guidance.

11.30. Gifts from Foreign Governments.

AFI 51-901, *Gifts from Foreign Governments*, requires all Air Force military and civilian personnel, as well as their dependents, to report gifts from foreign governments if the gift, or combination of gifts at one presentation, exceeds a US retail value of \$285. Gifts and gift reports are due to the Air Force Personnel Center, Promotions, Evaluations, and Recognition Division, Special Trophies and Awards Section, within 60 days of receiving the gift. This requirement also includes gifts recipients desire to retain for official use or display. Failure to report gifts valued in excess of \$285 could result in a penalty in any amount, not to exceed the retail value of the gift plus \$5,000.

11.31. Contributions or Presents to Superiors:

11.31.1. On an occasional basis, including any occasion on which gifts are traditionally given or exchanged, the following may be given to an official supervisor by a subordinate or other employees receiving less pay:

11.31.1.1. Items, other than cash, with an aggregate market value of \$10 or less.

11.31.1.2. Items such as food and refreshments to be shared in the office among several employees.

11.31.1.3. Personal hospitality provided at a residence and items given in connection with personal hospitality, which is of a type and value customarily provided by the employee to personal friends.

11.31.2. A gift appropriate to the occasion may be given to recognize special, infrequent occasions of personal significance, such as marriage, illness, or the birth or adoption of a child. It is also permissible upon occasions that terminate a subordinate-official supervisor relationship, such as retirement, separation, or reassignment. Regardless of the number of employees contributing, the market value of the gift cannot exceed \$300. Even though contributions are voluntary, the maximum contribution one DoD employee may solicit from another cannot exceed \$10.

11.32. Federal Government Resources.

Federal Government resources, including personnel, equipment, and property, shall be used by DoD employees for official purposes only. Agencies may, however, permit employees to make limited personal use of resources other than personnel, such as a computer, calculators, libraries, etc., if the use:

11.32.1. Does not adversely affect the performance of official duties by the employee or other employees.

11.32.2. Is of reasonable duration and frequency and is made during the employee's personal time, such as after duty hours or during lunch periods.

11.32.3. Serves a legitimate public interest, such as supporting local charities or volunteer services to the community.

11.32.4. Does not reflect adversely on the DoD.

11.32.5. Creates no significant additional cost to the DoD or Government agency.

11.33. Communication Systems.

Federal Government communication systems and equipment including telephones, fax machines, electronic mail, and Internet systems shall be used for official use and authorized purposes only. Official use includes emergency communications and, when approved by commanders in the interest of morale and welfare, may include communications by DoD employees deployed for extended periods away from home on official DoD business. Authorized purposes include brief communication made by DoD employees while traveling on Government business to notify family members of official transportation or schedule changes. Also authorized are personal communications from the DoD employee's usual workplace that are most reasonably made while at the workplace, such as checking in with spouse or minor children; scheduling doctor, auto, or home repair appointments; brief Internet searches; and e-mailing directions to visiting relatives when the agency designee permits. Many restrictions do, however, apply. Consult DoD 5500.7-R for additional guidance and then consult the organizational point of contact.

11.34. Gambling, Betting, and Lotteries.

While on federally owned or leased property or while on duty, a DoD employee shall not participate in any gambling activity except:

11.34.1. Activities by organizations composed primarily of DoD employees or their dependents for the benefit of welfare funds for their own members or for the benefit of other DoD employees or their dependents, subject to local law and DoD 5500.7-R.

11.34.2. Private wagers among DoD employees if based on a personal relationship and transacted entirely within assigned Government living quarters and subject to local laws.

11.34.3. Lotteries authorized by any state from licensed vendors.

Section 11F—Political Activities

11.35. Overview.

DoD policy is that a member of the Armed Forces is encouraged to carry out the obligations of a citizen. While on active duty, however, members are prohibited from engaging in certain political activities.

11.36. Rights.

In general, a member on active duty may register, vote, and express his or her personal opinion on political candidates and issues, but not as a representative of the Armed Forces. Members may make monetary contributions to a political organization. They may also attend partisan and nonpartisan political meetings or rallies as spectators when not in uniform.

11.37. Prohibitions.

A member on active duty shall not use his or her official authority or influence to interfere with an election, affect the course or outcome of an election, solicit votes for a particular candidate or issue, or require or solicit political contributions from others. A member cannot participate in partisan political management, campaigns, or conventions. A member may not be a candidate for, or hold, civil office except as outlined in paragraph 11.37.1.

11.37.1. Candidacy for Elected Office.

A member may not campaign as a nominee or as a candidate for nomination. However, enlisted members may seek and hold nonpartisan civil office, such as a notary public or school board member, neighborhood planning commission, or similar local agency, as long as such office is held in a private capacity and does not interfere with the performance of military duties.

11.37.2. Additional Specific Prohibitions. A member may not:

11.37.2.1. Allow, or cause to be published, partisan political articles signed or authorized by the member for soliciting votes for or against a partisan political party or candidate.

11.37.2.2. Serve in any official capacity or be listed as a sponsor of a partisan political club.

11.37.2.3. Speak before a partisan political gathering of any kind for promoting a partisan political party or candidate.

11.37.2.4. Conduct a political opinion survey under the auspices of a partisan political group or distribute partisan political literature.

11.37.2.5. Perform clerical or other duties for a partisan political committee during a campaign or on election day.

11.37.2.6. March or ride in a partisan political parade.

11.37.2.7. Use contemptuous words against the officeholders described in Title 10, United States Code, Section 1188.

11.37.2.8. Display a large political sign, banner, or poster on the top or side of his or her private vehicle (as distinguished from a political sticker).

11.38. Voting.

The Federal Voting Assistance Program (FVAP) in the DoD is responsible for administering the Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA). Specifically, the FVAP's mission is to inform and educate US citizens worldwide of their right to vote; foster voting participation; and protect the integrity of, and enhance, the

electoral process at the Federal, state, and local levels. The UOCAVA requires that states and territories allow certain groups of citizens, including active duty military members and their families, to register and vote absentee in elections for Federal offices. In many states, laws exist that allow military members and their families to vote absentee in state and local elections. UOCAVA requires each Federal department and agency with personnel covered by the act to have a voting assistance program. Critical to the success of this program are the voting assistance officers (VAO). These individuals, military and civilian, are responsible for providing accurate nonpartisan voting information and assistance to all of the citizens they are appointed to help. They aid in ensuring citizens understand their voting rights, to include providing procedures on how to vote absentee.

11.39. Dissident and Protest Activities.

Air Force commanders have the inherent authority and responsibility to take action to ensure the mission is performed and to maintain good order and discipline. This authority and responsibility include placing lawful restriction on dissident and protest activities. Air Force commanders must preserve the service member's right of expression to the maximum extent possible, consistent with good order, discipline, and national security. To properly balance these interests, commanders must exercise calm and prudent judgment and should consult with their SJAs.

11.39.1. Possessing or Distributing Printed Materials.

Air Force members may not distribute or post any printed or written material other than publications of an official Government agency or base-related activity within any Air Force installation without permission of the installation commander or that commander's designee. Members who violate this prohibition are subject to disciplinary action under Article 92 of the UCMJ.

11.39.2. Writing for Publications.

Air Force members may not write for unofficial publications during duty hours. An unofficial publication, such as an "underground newspaper," may not be produced using Government or nonappropriated fund property or supplies. Any publication that contains language, the utterance of which is punishable by the UCMJ or other Federal laws, may subject a person involved in its printing, publishing, or distribution to prosecution or other disciplinary action.

11.39.3. Off-limits Action.

Action may be initiated under AFJI 31-213, *Armed Forces Disciplinary Control Boards and Off-Installation Liaison and Operations*, to place certain establishments off limits. An establishment runs the risk of being placed off limits if its activities include counseling service members to refuse to perform their duties or to desert, or when it is involved in acts with a significant adverse effect on health, welfare, or morale of military members.

11.39.4. Prohibited Activities.

Military personnel must reject participation in organizations that espouse supremacist causes; attempt to create illegal discrimination based on race, creed, color, sex, religion, or national origin; advocate the use of force or violence; or otherwise engage in the effort to deprive individuals of their civil rights. Active participation, such as publicly demonstrating or rallying, fundraising, recruiting and training members, organizing or leading such organizations, or otherwise engaging in activities the commander finds to be detrimental to good order, discipline, or mission accomplishment, is incompatible with military service and prohibited. Members who violate this prohibition are subject to disciplinary action under Article 92 of the UCMJ.

11.39.5. Demonstrations and Similar Activities.

Demonstrations or other activities within an Air Force installation that could result in interfering with or preventing of the orderly accomplishment of a mission of the installation or which present a clear danger to loyalty, discipline, or morale of members of the Armed Forces are prohibited and are punishable under Article 92 of the UCMJ. Air Force members are prohibited from participating in demonstrations when they are on duty, when they are in a foreign country, when they are in uniform, when their activities constitute a breach of law and order, or when violence is likely to result.

11.40. Public Statements.

When making public statements, AFI 35-101, *Public Affairs Policies and Procedures*, governs members. Each Air Force member has a personal responsibility for the success of the Air Force Public Affairs Program. As representatives of the service in both official and unofficial contact with the public, members have many opportunities to contribute to positive public opinions toward the Air Force. Therefore, each person must strive to make contacts show the highest standards of conduct and reflect the Air Force core values.

11.40.1. Do's.

Specifically, each Air Force member is responsible for obtaining the necessary review and clearance, starting with public affairs, before releasing any proposed statement, text, or imagery to the public. This includes digital products being loaded on an unrestricted web site. Members must ensure the information to be revealed, whether official or unofficial, is appropriate for release according to classification requirements in DoDD 5200.1, *DoD Information Security Program*, and AFPD 31-4, *Information Security*.

11.40.2. Don'ts.

Air Force members must not use their Air Force association, official title, or position to promote, endorse, or benefit any profit-making agency. This does not prohibit members from assuming character or modeling roles in commercial advertisement during their nonduty hours; however, they cannot wear their uniform or allow their Air Force title or position to be affixed to the advertisement in any manner or imply Air Force endorsement of the product or service being promoted. Additionally, they must not make any commitment to provide official Air Force information to any non-DoD member or agency, including news media, before obtaining approval through command or public affairs channels.

Section 11G—Family Care

11.41. Policy.

DoD policy is that the member is responsible for the care of family members during deployments and TDY, as at all other times. Members with responsibilities for family members as outlined in paragraph 11.4.2 are required to have a family care plan. Failure to produce a family care plan within 60 days of the discussion with the commander, supervisor, or commander's designated representative may result in disciplinary action and/or administrative separation. In addition to a required family care plan, military members are strongly encouraged to have a will.

11.42. Members Who Must Have a Family Care Plan.

Single member parents with custody of children and military couples with dependents must have a family care plan. Members who are solely responsible for the care of a spouse, elderly family member, or other adult family member with disabilities who is dependent upon the member for financial, medical, or logistical support (housing, food, clothing, transportation) must also have a family care plan. This includes a family member with limited command of English or the inability to drive or gain access to basic life-sustaining facilities. Members whose family circumstances or personal status change are required to notify their commander as soon as possible, but no later than 30 days, of any change in family circumstance or personal status that makes it necessary for them to establish a family care plan.

11.43. Family Care Plans.

These plans must include provisions for short-term absences (such as TDY for schooling or training) and long-term absences (such as operational deployments) and designate a caregiver for the affected family members. Financial arrangements may include powers of attorney, allotments, and other documents necessary for logistical movement of the family or caregiver should it become necessary. A signed statement by the caretaker and the member that the caretaker has been thoroughly briefed on financial arrangements, logistical arrangements, military facilities, services, and benefits and entitlements of the family members must also be included. Additional items may be required to fit individual situations.

11.44. Required Counseling:**11.44.1. New Duty Station.**

Commanders or first sergeants counsel all people with family members on AFI 36-2908, *Family Care Plans*, during inprocessing. During this counseling, commanders and first sergeants must stress the importance of, and confirm the need for, family care certification (by completing AF Form 357, **Family Care Certification**). Commanders or first sergeants may not delegate counseling requirements. **NOTE:** However, for members who are geographically separated from the commander's location, commanders may delegate, in writing, the authority to counsel members and certify the AF Form 357 to detachment or operating location chiefs.

11.44.2. Annual Briefing.

At least annually, commanders or first sergeants are required to individually brief all military members in their organization on guidance in AFI 36-2908. The member signs and dates the AF Form 357 to document the briefing has been completed. During this briefing, the commander or first sergeant signs the AF Form 357 each time the plan is reviewed and certified, determining the actual workability of the family care plan.

11.45. Remedial Action.

Members who fail to make adequate and acceptable family care arrangements will have disciplinary or other actions taken against them.

11.46. Conclusion.

This chapter explained Air Force standards of conduct. NCOs must learn these standards well enough to be able to clearly explain them to subordinates, observe these standards, and always enforce their observation by other members. Used in concert with information presented in Chapters 14 and 15, this information covered essential issues vital to good order and discipline and mission effectiveness.

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Chapter 12

PERSONNEL ISSUES

Section 12A—Overview

12.1. Introduction.

This chapter discusses several personnel issues Air Force supervisors may encounter. Topics include: life skills support, military equal opportunity, ground safety, and operational risk management. Supervisors must possess a general understanding of these issues to aid their subordinates in daily operations.

Section 12B—Life Skills Support

12.2. The Air Force Family Advocacy Program (FAP):

12.2.1. Purpose.

The Air Force FAP provides programs and services designed to prevent, reduce, and respond to child maltreatment and domestic violence. The FAP is a commander's program but falls under the responsibility of the medical group. It is guided by AFI 40-301, *Family Advocacy*. Investigative agencies, commanders, FAP, law enforcement, medical, and social service agencies work together in a coordinated community response to address family maltreatment. The FAP includes civilian agencies.

12.2.2. FAP Goal.

The military family plays an integral role in achieving the Air Force mission by having a direct impact on the active duty member's capacity to perform his or her assigned duties. The goal of the FAP is to advocate for nonviolent communities. Child maltreatment (physical, emotional, sexual abuse, and neglect) and domestic violence (physical, emotional, and sexual abuse) within Air Force families are problems that significantly distress families, impair mission readiness, and drain scarce resources. The FAP receives the report when there is suspected maltreatment within a military family. Approximately 10,000 incidents of suspected family maltreatment are referred to the FAP for assessment each year, with about 6,000 of these substantiated.

12.2.3. Addressing Family Maltreatment.

The FAP addresses the problem of family maltreatment through the following programs and activities:

12.2.3.1. Prevention. Various prevention activities are provided at all Air Force bases. Examples of primary prevention services for the general population include informational brochures, base newcomers' orientation, stress management workshops, playgroups, awareness campaigns, and special family events. Secondary prevention programs are more intensive services such as the New Parent Support Program (NPSP) where registered nurses provide services in the homes of military families to assist in their adjustment to parenthood. Many outreach activities, such as awareness campaigns and classes, are coordinated with the installation Integrated Delivery System (IDS) to promote family wellness and strengthen the community.

12.2.3.2. Family Maltreatment Identification and Referral. The FAP staff manages the identification and intervention with families reported for family maltreatment. If a military member or DoD civilian suspects family maltreatment is occurring, he or she must report this concern to the FAP for assessment. Once the assessment is completed, a multidisciplinary team of professionals (family maltreatment case management team) reviews the information about the incident and determines whether abuse has occurred and any recommended intervention. Child protective services must be notified of all suspicions of child abuse and neglect according to state and Federal laws. In addition, commanders are notified when one of their personnel has a suspected problem with any type of family maltreatment.

12.2.3.3. Central Registry. The Air Force maintains a registry of all family maltreatment reports at Brooks City Base, Texas. This data is analyzed regularly and provides trend and incidence information that is used at the Air Force headquarters, MAJCOM, and base level to make changes in FAP policy and programs. No personal identifying information is released except for required background checks.

12.2.4. Domestic Violence and Child Maltreatment:

12.2.4.1. Domestic Violence. This is the use, attempted use, or threatened use of physical force, violence, a deadly weapon, sexual assault, stalking, or the intentional destruction of property; behavior that has the intent or impact of placing a victim in fear of physical injury; or a pattern of behavior resulting in emotional and/or psychological abuse, economic control, and/or interference with personal liberty that is directed toward a partner.

12.2.4.2. Child Maltreatment. Child maltreatment is defined as the physical injury, sexual maltreatment, emotional maltreatment, deprivation of necessities, or other maltreatment of a child under the age of 18 years. It includes acts of abuse and neglect on the part of the person responsible for the child's welfare.

12.2.5. FAP Participation.

Many active-duty members are hesitant to take full advantage of services offered through FAP for fear that it will negatively impact their careers or even cause them to be discharged from the military. This is not the case—FAP has no legal or administrative authority over service members. The FAP provides treatment and prevention services only. Commanders look positively upon members who proactively use FAP services to prevent family problems from getting worse. If, however, the family maltreatment incident was of sufficient severity that it constituted assault, Air Force investigative agencies may recommend that commanders take action against the alleged offender because of the crime committed.

12.2.6. Advocating a Nonviolent Community.

The Department of Defense and the Air Force are serious about reducing child maltreatment and domestic violence incidents. Members can be advocates for a nonviolent community by encouraging coworkers to use programs like family advocacy and other base and community agencies.

Section 12C—Substance Abuse

12.3. The Air Force Alcohol and Drug Abuse Prevention and Treatment (ADAPT) and Demand Reduction (DR) Programs:

12.3.1. ADAPT and DR programs include substance abuse (SA) prevention, education, treatment, and urinalysis testing. SA prevention and treatment policies and programs are thoroughly integrated into every facet of Air Force core values, quality of life, and force management. These policies have been in place for over two decades and have evolved to meet changing conditions within the Air Force. Our members are held to the highest standards of discipline and behavior, both on and off duty. Individuals who experience problems related to SA will receive counseling and treatment as needed; however, all Air Force members are held accountable for unacceptable behavior.

12.3.2. The objectives of the ADAPT Program are to promote readiness, health, and wellness through the prevention and treatment of SA; minimize the negative consequences of SA to the individual, family, and organization; provide comprehensive education and treatment to individuals who experience problems attributed to SA; and to return identified substance abusers to unrestricted duty status or assist them in their transition to civilian life.

12.4. Policy on Drug Abuse:

12.4.1. Drug abuse is defined as the wrongful, illegal, or illicit use of a controlled substance, prescription medication, over-the-counter medication, or intoxicating substance (other than alcohol); or the possession, distribution, or introduction onto a military installation of any controlled substance. "Wrongful" means without legal justification or excuse and includes use contrary to the directions of the manufacturer or prescribing healthcare provider (prescription medication may only be taken by the individual for whom the prescription was written) and use of any intoxicating substance not intended for human ingestion (for example, inhalants such as markers, gas, paint, glue, etc.).

12.4.2. Illegal or improper use of drugs by an Air Force member is a serious breach of discipline, is incompatible with service in the Air Force, and automatically places the member's continued service in jeopardy. The Air Force does not tolerate such conduct; therefore, drug abuse can lead to criminal prosecution resulting in a punitive discharge or administrative actions, including, separation or discharge under other than honorable conditions.

12.4.3. Air Force policy is to prevent drug abuse among its personnel. Failing this, the Air Force is responsible for identifying and treating drug abusers and disciplining or discharging those who use or promote illegal or improper use of drugs. Air Force members are also prohibited from possessing, selling, or using drug paraphernalia.

12.5. Steroid Abuse:

12.5.1. Air Force policy on the use of steroids is clear: the illicit use of anabolic steroids by military members is an offense punishable under the UCMJ. Air Force personnel involved with steroids will be treated in the same manner as with any other illicit drug use.

12.5.2. Steroids are synthetic substances related to the male hormone testosterone. These substances have two effects: the androgenic, which causes the body to become more male, even if the user is female; and the anabolic, which builds tissue. There are few valid medical uses of steroids. The dangers of misuse are increased when the steroids are taken without a physician's supervision. Steroid use has been associated with liver cancer and bleeding, high blood pressure, decreased amounts of high-density lipoprotein (HDL) cholesterol (the "good cholesterol"), baldness, and increased aggressive behavior.

12.6. Use of Hemp Seed Products.

Studies have shown that products made with hemp seed or hemp seed oil may contain varying levels of tetrahydrocannabinol (THC), the active ingredient of marijuana, which is detectable under the Air Force Drug Testing Program. To ensure military readiness, the ingestion of hemp seed oil or products made with hemp seed oil is prohibited. Failure to comply with the prohibition on the ingestion of hemp seed oil or products made with hemp seed oil is a violation of Article 92, UCMJ.

12.7. Policy on Alcohol Abuse.

The Air Force recognizes alcoholism as a preventable, progressive, treatable, and noncompensable disease that affects the entire family. Alcohol abuse negatively affects public behavior, duty performance, and/or physical and mental health. Air Force policy is to prevent alcohol abuse and alcoholism among its personnel and their family members. Air Force members must always maintain Air Force standards of behavior, performance, and discipline. Failure to meet these standards is based on demonstrated unacceptable performance and conduct, rather than solely on the use of alcohol. Commanders must respond to unacceptable behavior or performance with appropriate corrective actions.

12.7.1. ADAPT Program.

AFI 44-121, *Alcohol and Drug Abuse Prevention and Treatment (ADAPT) Program*, provides guidance for the identification, treatment, and management of personnel with SA problems and describes Air Force policy regarding alcohol and drug abuse.

12.7.2. Driving While Intoxicated (DWI).

AFI 31-204, *Air Force Motor Vehicle Traffic Supervision*, applies to everyone with military installation driving privileges. It establishes court-hearing procedures, convictions, NJP, civilian administrative action, or appropriate punishment for violation of intoxicated driving policies. This instruction defines intoxicated driving as operating a motor vehicle under intoxication caused by alcohol or drugs. When driving on a military installation, individuals are considered intoxicated when they have a blood-alcohol content of .08 or higher (or local jurisdiction, such as state blood-alcohol content limits). These conditions require a mandatory 1-year driving privilege suspension for the first offense. Driving privileges may also be suspended if an individual refuses to submit to a blood-alcohol content test. Supervisors should become aware of local and state laws governing DWI and driving under the influence (DUI).

12.8. Identification and Referral:

12.8.1. Recognizing and Referring Personnel for Substance Use and Abuse:

12.8.1.1. Each person is responsible for exercising good judgment in the use of alcohol when not otherwise restricted by public law or military directive. The Air Force reviews members' drinking habits that affect public behavior, duty performance, or physical and mental health. The Air Force provides nonpunitive

assistance to members seeking help for an alcohol problem. In assessing potential drug- and alcohol-related problems, your supervisory role is to identify subordinates with problems early and to motivate them to seek and accept help.

12.8.1.2. As depicted in Figure 12.1, many signs and symptoms of SA exist. The presence of these signs, though common indicators of SA, does not always substantiate a SA problem. It is impossible to note all the behavioral symptoms that may suggest SA or to precisely define their sequence and severity. They are exactly as stated—signs and symptoms. Do not use these signs to make a conclusive diagnosis of SA—this responsibility lies with the ADAPT Program personnel. However, if any of these signs is present, it may suggest a potential problem exists for the member. Talk with the member and explain why you are concerned. It is normal to fear discussing concerns. However, it is better to address the concern early before the problem gets out of control. Document and discuss specific instances of unusual behavior with the supervisor, first sergeant, or unit commander. This will help in expediting the care a subordinate may need. When additional professional assistance is needed, do not hesitate to document and then refer troubled subordinates to the ADAPT Program. **NOTE:** Help must be offered to every individual. Any time a person acknowledges an SA problem, notify the supervisor, first sergeant, or unit commander.

Figure 12.1. Signs and Symptoms of Substance Abuse.

- Deteriorating duty performance
- Unexplained or frequent absences
- Frequent errors in judgment
- Financial irresponsibility
- Arrests or legal problems
- Increased use of alcohol
- Memory loss
- Morning drinking and hangovers
- Health problems related to drinking
- Violent behavior
- Suicidal thoughts or behaviors
- Dramatic mood swings
- Denial or dishonesty about use
- Failed attempts to stop or cut down
- Concerns expressed by family or friends

12.8.2. Identifying Substance Abusers.

For the Air Force to have an effective SA prevention and treatment program, there must be a means of identifying service members experiencing problems with their substance use. Although commanders play a major role in identifying substance users, members should be aware of how commanders must proceed in various circumstances. Due to the nature of the position NCOs hold within the unit, they also play an important part in the identification process. There are basically five identification methods:

12.8.2.1. Medical Care Referrals. Medical personnel must notify the unit commander and the ADAPT Program manager (ADAPTPM) when a member:

12.8.2.1.1. Is observed, identified, or suspected to be under the influence of drugs or alcohol.

12.8.2.1.2. Receives treatment for an injury or illness that may be the result of SA.

12.8.2.1.3. Is suspected of abusing substances.

12.8.2.1.4. Is admitted as a patient for alcohol or drug detoxification.

12.8.2.2. Commander's Identification. Unit commanders must refer all service members for assessment when substance use is suspected to be a contributing factor in any incident (for example, DUI, public intoxication, drunk and disorderly, reporting to duty under the influence, spouse or child abuse and maltreatment, underage drinking, positive drug test, or when notified by medical personnel). When commanders or supervisors fail to refer a member with suspected or identified SA problems, it places the service member at increased risk for developing more severe SA problems and may jeopardize others' safety and, ultimately, mission accomplishment.

12.8.2.3. Drug Testing. The Air Force conducts drug testing of personnel according to AFI 44-120, *Drug Abuse Testing Program*. Drug testing is most effective as a deterrent if it reaches each Air Force member; thus, all military personnel are subject to testing regardless of grade, status, or position. Inspection testing is the best method to achieve the deterrent goal. Commanders must have the flexibility to select the most appropriate testing method, but inspection testing should be the primary method used, with probable cause and a commander's request as supplements. Military members may receive an order or voluntarily consent to provide urine samples at any time. Military members who fail to comply with an order to provide a urine sample are subject to punitive action under the UCMJ. Commanders must refer individuals identified positive as a result of drug testing for a SA assessment.

12.8.2.3.1. Inspection Under MRE 313. Inspection testing is the most common method of testing in the Air Force. It is random and unpredictable. The primary goal of inspection testing is to deter drug abuse. It is conducted a minimum of eight times per month at each installation. In general, an inspection is an examination conducted as an incident of command, the primary purpose of which is to determine and ensure the security, military fitness, or good order and discipline of the unit, organization, or installation. Individuals are selected at random using a nonbiased selection process. Commanders may also select work sections, units, or segments of the military population to provide urine samples. Commanders may use the positive result of a urine sample to refer a member for a SA evaluation, as evidence to support disciplinary action under the UCMJ or administrative discharge action, and as a consideration on the issue of characterization of discharge in separation proceedings.

12.8.2.3.2. Probable Cause Search and Seizure. Commanders may order a urine test when there is probable cause to believe the military member has ingested drugs, is drug intoxicated, or has committed a drug-related offense. Commanders should consult with their SJA, as well as follow appropriate procedures, to establish probable cause. Results may be used to refer a member for a SA assessment, to support and use as evidence in disciplinary action under the UCMJ or administrative discharge action, and to use as a consideration on the issue of characterization of discharge in separation proceedings.

12.8.2.3.3. Command-Directed Examination. A command-directed examination includes testing a specified member incident to a mishap or safety investigation, in conjunction with the member's participation in a DoD drug treatment and rehabilitation program, to determine a member's fitness for duty, or to determine whether a member requires counseling, treatment, or rehabilitation for drug abuse. Command-directed testing should be used as a last resort because the results cannot be used in actions under the UCMJ. Nor can the results be used to characterize a member's service either as general or under other than honorable conditions if the member is administratively separated.

12.8.2.4. Medical Purposes. Results of any examination conducted for a valid medical purpose including emergency medical treatment, periodic physical examination, and other such examinations necessary for diagnostic or treatment purposes may be used to identify drug abusers. Results may be used to refer a member for a SA evaluation, as evidence to support disciplinary action under the UCMJ, or administrative discharge action. These results may also be considered on the issue of characterization of discharge in separation proceedings.

12.8.2.5. Self-identification. Air Force members with SA problems are encouraged to seek assistance from the unit commander, first sergeant, SA counselor, or a military medical professional. Following the assessment, the ADAPTPM will consult with the treatment team and determine an appropriate clinical course of action.

12.8.2.5.1. Drugs. An Air Force member may voluntarily disclose evidence of personal drug use or possession to the unit commander, first sergeant, SA counselor, or a military medical professional. Commanders will grant limited protection for Air Force members who reveal this information with the intention of entering treatment. Commanders may not use voluntary disclosure against a member in an action under the UCMJ or when weighing characterization of service in a separation. Disclosure is not voluntary if the Air Force member has previously been:

12.8.2.5.1.1. Apprehended for drug involvement.

12.8.2.5.1.2. Placed under investigation for drug abuse. The day and time when a member is considered "placed under investigation" is determined by the circumstances of each individual case. A member is under

investigation, for example, when an entry is made in the security forces blotter, when the security forces investigator's log shows an initial case entry, or when the AFOSI opens a case file. A member is also considered under investigation when he or she has been questioned about drug use by investigative authorities or the member's commander, or when an allegation of drug use has been made against the member.

12.8.2.5.1.3. Ordered to give a urine sample as part of the drug-testing program in which the results are still pending or have been returned as positive.

12.8.2.5.1.4. Advised of a recommendation for administrative separation for drug abuse.

12.8.2.5.1.5. Entered into treatment for drug abuse.

12.8.2.5.2. Alcohol. Commanders must provide sufficient incentive to encourage members to seek help for problems with alcohol without fear of negative consequences. Self-identification is reserved for members who are not currently under investigation or pending action as a result of an alcohol-related incident. Self-identified members will enter the ADAPT assessment process and will be held to the same standards as others entering SA education, counseling, and treatment programs.

12.8.3. Supervisor Responsibilities.

The supervisor's role in the treatment process does not end with identifying and referring members. Though the supervisor is not charged with providing treatment, daily interaction with his or her personnel and the treatment team (TT) can have a significant impact on the success of the treatment efforts. Identifying individuals who need treatment is a critical first step in helping them break free of the tremendously potent cycle of denial, negativity, and increased SA. However, entering treatment is only a first step. A member's SA problem did not develop overnight—it took time—as will treatment and recovery. The supervisor must remain focused on the member's duty performance, attendance in the program, and maintenance of standards. One of the most critical components to a member's treatment is the treatment team meeting (TTM). Commander or first sergeant and supervisor involvement in the TTM at key points in the patient's treatment and recovery ensures the member and the mission are supported. The commander or first sergeant and the supervisor must be involved at program entry, termination, and anytime there are significant treatment difficulties with the patient. The primary objective of the TT is to guide the clinical course of the patient's treatment after examining all the facts. The TT consists of the commander, supervisor, member's counselor, medical consultants, other appropriate helping agencies, and the member. The ADAPTPM, in consultation with the TT, makes a treatment decision within 15 duty days of the referral to the ADAPT office.

12.9. SA Assessment.

The central purpose of the SA assessment is to determine the patient's need for treatment and level of care required. ADAPT staff members conduct the SA assessment within 7 duty days of notification. ADAPT program managers conduct required reviews of the patient's medical records and all documentation provided by the SA staff on a priority basis. Information gathered during the assessment will form the basis for patient diagnosis, treatment planning, and delivery of SA services. The ADAPT Program is divided into two services—nonclinical and clinical.

12.9.1. Nonclinical Services.

Nonclinical services are reserved for individuals who have demonstrated improper and irresponsible use of substances but do not meet the diagnostic criteria for abuse or dependence and do not require treatment. Individuals are provided a minimum of 6 hours of SA awareness education that focuses on individual responsibility, Air Force standards, the legal and administrative consequences of SA, values clarification, impact of SA on self and others, family dynamics, and goal setting. Additional counseling or educational services may be provided to the individual based on issues identified during the initial assessment. The length of involvement is determined by the intensity of services required and an agreed-upon behavioral contract.

12.9.2. Clinical Services:

12.9.2.1. Clinical services are required for members medically diagnosed as “substance abuser” or “dependent.” The level and intensity of care are determined by the ADAPTPM using a structured patient placement criteria developed by the American Society of Addiction Medicine. The Air Force’s philosophy is to place personnel with SA problems in the least intensive or restrictive treatment environment possible appropriate to their therapeutic needs.

12.9.2.2. Depending on the member’s needs, variable lengths of stay or duration of treatment are provided within an array of treatment settings. For example, individuals may be placed in short-term outpatient or intensive outpatient programs at their local base, referred to a partial hospitalization program, or entered into an inpatient residential treatment program with a variable length of stay. Regardless of the level or intensity of care, programs are individually tailored to meet the specific needs of the individual.

12.9.2.3. Local programs are designed to ensure the individual acquires and applies an understanding of the disease of alcoholism, communication, coping skills, and mechanisms for establishing goals that reinforce an alcohol-free lifestyle. Abstinence from alcohol is required while in the initial treatment phase of ADAPT. The ADAPT staff will evaluate any members who have problems abstaining from alcohol to determine appropriate intervention and, if necessary, change the treatment plan to help them meet their goals and return to full duty status.

12.9.2.4. Inpatient residential treatment is designed to provide individuals with more chronic SA problems the care they need. Due to the ever-changing healthcare system, the Air Force no longer has inpatient residential treatment programs. The ADAPT staff at each base will coordinate with the local TRICARE Service Center to arrange treatment for those members requiring inpatient residential treatment at a local civilian facility or with another military medical treatment facility (MTF). Upon completion of residential or nonresidential treatment, the member normally enters the aftercare phase.

12.9.2.5. Aftercare ensures the member continues with elements of his or her recovery plan to facilitate continued recovery. During this phase of treatment, members demonstrate their ability to meet Air Force standards and develop the skills and resources to maintain a substance-free lifestyle. The ADAPT staff designs individualized aftercare plans of continued support with at least monthly monitoring. To enter the aftercare phase, the individual must develop and sign a contract outlining aftercare activities. Normally, individuals remain in aftercare for 6 months to 1 year after the date of entry into the ADAPT Program. Changes in responsibilities or duties do not eliminate the requirement for continued followup and communication between losing and gaining commanders and supervisors. The TT evaluates the individual’s progress quarterly and keeps the commander informed.

12.9.2.6. Family members are encouraged to participate in the member’s treatment and afforded an opportunity for counseling and treatment as appropriate. Commanders and supervisors notify and make every effort to involve family members (those residing in close proximity to the member) in the member’s treatment program. Supervisors, as well as SA personnel, should emphasize the importance of family involvement during the evaluation process and again at the time of entry into the program. However, lack of participation by family members does not preclude treatment for the member.

12.9.2.7. Members, as well as commanders, must support subordinates by way of positive-oriented feedback and counseling when they demonstrate improvement in performance and behavior following drug- or alcohol-related impairment. Such positive feedback reinforces continued progress in meeting Air Force standards.

12.9.2.8. Because of the nature of alcoholism, a relapse into unacceptable drinking behavior can be anticipated; however, it does not automatically imply failure of the treatment process. As long as the member’s duty performance and conduct meet Air Force standards and the member is making progress toward treatment goals, the Air Force considers the treatment as progressing satisfactorily. When a relapse occurs, a TTM will take place, and the TT will recommend a course of action. It is appropriate at this point to make another attempt to involve family members if previous efforts have failed.

12.9.2.9. Because of the Air Force’s zero tolerance policy on drug abuse; members identified for illegal or illicit drug abuse are generally separated from the service. Disciplinary or administrative separation actions

will not be delayed to accommodate SA treatment. Generally, personnel being separated for drug abuse will be offered a prescribed course of treatment until their separation and then referred to the Department of Veterans Affairs for continued treatment, if needed.

12.10. Management of Substance Abusers.

Supervisors should know about the personnel disposition functions that may affect personnel involved in SA. These disposition functions can include the following:

12.10.1. Line of Duty (LOD) Determinations.

A LOD determination is a finding made after an investigation into the circumstances of a member's illness, injury, or disease concluding whether the illness, injury, or disease occurred while the member was absent from duty or due to the member's own misconduct. A LOD determination may impact disability retirement and severance pay, forfeiture of pay, and the member's period of enlistment maybe adjusted to make up time lost due to absence or misconduct. Additional guidance may be found in AFI 36-2910, *Line of Duty (Misconduct) Determination*.

12.10.2. Security Clearance.

A history of alcoholism in itself does not permanently disqualify a member from a security clearance, access to classified information, or unescorted entry into restricted areas. However, members diagnosed with alcohol abuse or alcohol dependence are not generally granted access to classified information or unescorted entry into restricted areas while in treatment. Unit commanders must obtain a recommendation from other decision committee members regarding security clearance or access authorization after the individual completes treatment. The committee uses such recommendations, with the member's demonstrated duty performance, to determine if a security clearance or access authorization should be granted, denied, or revoked.

12.10.3. Personnel Reliability Program (PRP).

Factors that determine PRP decertification and reinstatement are in AFI 36-2104.

12.10.4. Review of Duty Assignment.

Commanders must review the duty assignments of all military members identified following a SA incident or referral to determine if they can continue in their current duties. Individuals in the ADAPT Program continue in their primary duty and control AFSCs unless prohibited by directives. If prohibited, they should never be assigned to duties inappropriate or demeaning to their rank. As stated earlier, every effort should be made to return members to their primary duties following completion of the ADAPT Program.

12.10.5. UIFs and Control Rosters:

12.10.5.1. Commanders may establish a UIF or take control roster action on members for misconduct, substandard duty performance, or failure to meet Air Force standards. However, the rationale for these actions differs for drug and alcohol abuse cases.

12.10.5.2. Commanders do not establish UIFs solely because of alcohol abuse or alcoholism. However, misconduct, substandard duty performance, or failure to meet Air Force standards that results from alcohol abuse may be cause to establish a UIF. Likewise, commanders do not place a member on a control roster because of alcohol abuse or alcoholism. Administrative actions must be based on misconduct, substandard duty performance, or failure to meet Air Force standards resulting from alcohol abuse. Commanders will establish a UIF when a member fails treatment or is identified for drug abuse. When warranted, commanders may also place the member on the control roster.

12.10.6. Basis for Recommending Separation:

12.10.6.1. Commanders must base recommendations for separation on documentation that reflects failure to meet Air Force standards, not solely on the use of alcohol. Unsuccessful completion of the ADAPT Program

cannot be based solely upon failure to maintain abstinence if abstinence has been established as a treatment goal or requirement. Depending on the behavior in each case, the specific reason should be cited (such as unsuitability, misconduct, or substandard performance, etc.). Nothing prevents a commander from taking separation action for misconduct when required.

12.10.6.2. If a member with an alcohol problem refuses to take part in the ADAPT Program or fails to complete treatment successfully, discharge is appropriate. A member's initial verbal refusal to cooperate in treatment and/or hostile attitude are not unusual. The supervisor and SA personnel must determine if the member's refusal to take part in treatment reflects a behavioral pattern or is an isolated instance.

12.10.6.3. Drug abuse is not compatible with Air Force standards. The Air Force will not tolerate drug abuse among its members; therefore, members who abuse drugs automatically jeopardize their potential for continued service. The commander enters members awaiting discharge because of drug abuse into the ADAPT Program until discharge action is completed. Failure to meet standards of conduct and impaired duty performance are grounds for discharge. When immediate discharge is necessary, the ADAPT Program must not delay it. However, the commander must ensure the member either shows no sign of being drug dependent or denies drug dependency before discharge. If a member is drug dependent, the commander may postpone the execution of discharge to accommodate the requirement for detoxification and initial medical treatment.

12.10.6.4. Failure to complete the ADAPT Program successfully due to inability, refusal to participate, or unwillingness to cooperate as determined by the commander is also a basis for discharge. Members who previously participated in the ADAPT Program and are again confirmed as drug abusers should be processed for discharge.

12.10.6.5. Commanders, board members, and discharge authorities involved in drug abuse discharge actions must be familiar with Air Force policy on drug abuse. Policies include limitations on identification methods, detoxification requirements, and referral to the Department of Veterans Affairs, if eligible. These considerations may affect the characterization of service the discharge authorities recommend or approve.

Section 12D—Suicide Prevention

12.11. Suicide Defined.

Suicide is defined as the self-inflicted death of oneself, based on the victim's intent and an understanding of the probable consequences of his or her actions.

12.12. Suicide Demographics:

12.12.1. Military.

From June 1992 to June 2002, 454 active-duty Air Force members took their lives. No ethnic, racial, or gender group was spared. During the past 3 years (June 1999 to June 2002), suicide claimed 80 enlisted members and 7 officers; 83 males and 4 females; 62 whites, 10 blacks, 6 hispanics, and 9 members of other racial groups. Some of these victims were barely into their careers, while others were well beyond retirement eligibility. The loss of these men and women is not only a personal tragedy, but their deaths are also a loss to the Air Force.

12.12.2. Military Versus Civilian.

In 1999, there were 29,199 Americans who killed themselves, almost twice as many as were killed by homicide. The military is not exempt from the problem of suicide. Suicide ranks second as a cause of death among active-duty members. However, comparing military suicides with those in the civilian sector requires caution, because the military active-duty population is not necessarily representative of the larger civilian population. Military and civilian groups (even when matched by age, sex, and race) can vary significantly. For example, all Air Force members are screened before entering active duty, a process that continues throughout basic and technical training. Those who are physically or emotionally unfit for military service are rejected, resulting in an abnormally healthy population, both physically and mentally. Plus, military members are subject to closer day-to-day supervision and control than most civilians, and all active-duty members have a wide range of support systems available to them.

12.13. Effect on the Military.

When suicides occur in the Air Force, they generate a number of serious problems. First and foremost, they represent a tragic loss of human life. Suicide victims deny themselves the richness and joy of life, and their act leaves an enormous burden of grief, anger, bitterness, and guilt for their loved ones. Second, suicides are disruptive to the surviving members of the military community. As word of a suicide spreads, it can have a profound impact on the perception of the quality of military life. Third, active-duty suicides can have a direct impact on mission sustainability through loss of the victim’s productivity and the associated disruption it causes. Finally, suicide is expensive. The loss to the Air Force also includes the economic value invested in the victim: the loss of anticipated services, training costs, and the cost associated with replacing the victim.

12.14. Suicides are Preventable.

This cost in lives, community well-being, productivity, and economic value is neither inevitable nor necessary. Suicide can be understood and dealt with. It is likely that a substantial proportion of military suicides can be prevented. Even though individual suicides are virtually impossible to predict, enough is known about the context of military suicides and the risk factors associated with them that realistic and effective preventive efforts are possible and should be publicized with all the force and effectiveness of other command initiatives. Understanding why people kill themselves is critically important because, to be effective, suicide prevention must alter the potential victim’s decisionmaking process before he or she finally selects suicide.

12.15. Risk Factors and Stress Indicators of Suicide:

12.15.1. Mental Health Problems.

Depression, along with other mental illnesses, identifies risk factors associated with other problems in a person’s life and is possibly connected to how a person deals with stress. While depression may have a biochemical basis, for some people it may arise from other conditions, especially marital problems, financial difficulties, work-related problems, SA, and so on. Although identifying depression as a risk factor is important, it may be even more important to identify the basis and nature of the individual’s depression. Figure 12.2 identifies some stress indicators that can help determine if someone may be succumbing to depression.

Figure 12.2. Stress Indicators.

EMOTIONAL	BEHAVIORAL	PHYSICAL	COGNITIVE
<p>Apathetic The “blahs” Avoids recreation Sad, depressed</p>	<p>Withdrawn Socially isolated Avoids responsibility Neglects duties</p>	<p>Energy Unusual increase Unusual decrease Significant fluctuations</p>	<p>Mentally Fatigued Preoccupied Can’t concentrate Inflexible</p>
<p>Shows Anxiety Restless Agitated Insecure Feels worthless/guilty</p>	<p>Starts to “Act Out” Alcohol abuse Financial mismanagement Administrative/legal problems Sexually promiscuous Appearance declines</p>	<p>Sex Drive Diminished Impotent Indifferent</p>	<p>Indecisive Can’t make decisions Overwhelmed by choices Can’t see all options Reduced problem solving</p>
<p>Acts Irritable Overly sensitive Defensive Arrogant Argumentative Insubordinate</p>	<p>Drawn to Danger Talks about suicide Suicide gestures Gives away possessions Accident prone Reckless</p>	<p>Weight Rapid gain Rapid loss Significant fluctuations</p>	

12.15.2. Legal Problems.

During the past 3 years, 33 percent of suicide victims were involved in difficulties with law enforcement agencies or the courts at the time of their deaths. Being under investigation for a suspected criminal offense, especially if the crime involves moral turpitude (embarrassment), is extremely stressful. Compounding the stress is not knowing what the legal outcome will be; many suspects expect the worst. Legal problems almost always entail career problems, as conviction in court (including civilian courts) is also cause for administrative action by the Air Force. Thus, military members facing serious legal problems must also worry about public disgrace and a very real threat to their careers. For some, this is simply more than they can bear.

12.15.3. Financial Problems.

During the past 3 years, 27 percent of suicide victims were experiencing significant financial problems at the time of their deaths. In some cases, the victim's spouse, whose spending was beyond the control of the victim, caused the problem. In other cases, the problem was the victim's own doing. Some of the victims' financial problems resulted from immaturity and impulsiveness, while others appeared to be a form of acting out. Although financial problems do not play a significant overall role in Air Force suicides, financial problems can be a clue to the individual's need for help. Air Force commanders are frequently contacted concerning the financial indebtedness of their subordinates or their failure to honor financial obligations. Alert commanders often recognize this as being symptomatic of a broader pattern of ineffective coping behavior. As such, it has the potential to be another point of intervention that might collectively reduce the overall suicide rate within the Air Force.

12.15.4. Work and Relationship Problems.

During the past 3 years, 30 percent of suicide victims were experiencing work-related problems. In some cases, the victims brought their personal problems to work and, as a result, added them to their jobs. In other cases, the victims took work-related problems home and added them to their personal problems. This is a particularly dangerous combination because it leaves the victim with virtually no safe haven. In fact, 87 percent of suicide victims during the past 3 years were found to be experiencing relationship problems such as romantic, work, and peer relationships.

12.16. Suicide—The Event:

12.16.1. The Process.

Although some active-duty suicides are impulsive, most are not. Typically, the victim first comes upon the idea of suicide as a hypothetical solution to his or her problems and gradually focuses on it as the only solution. As this process evolves, the victim comes to see life in increasingly narrower terms until his or her problems are seen as hopeless and suicide is viewed as the only way out. During this process, the individual is likely to drop suicidal hints, both verbal and behavioral. These hints are a way of "testing the water," enabling the person at risk to validate the concept by gauging the responses of those to whom the hints are directed.

12.16.2. Communications Before the Event.

Thirty-eight percent of active-duty suicide victims communicated their intention verbally or behaviorally to kill themselves. In some cases, these communications were clear. For example, one 19-year-old male airman who had been having serious marital problems told his coworkers he was so unhappy about his marriage problems that he was going to kill himself. They thought he was just "blowing off steam" and took no action. He subsequently shot himself in the head with a .44 caliber pistol. In another case, a 19-year-old airman who was an alcohol abuser was depressed over girlfriend and financial problems. He told a friend he was going to retrieve his rifle from a pawnshop and kill himself. This is exactly what he did the following day. In other cases, the victim communicated suicidal intentions indirectly, often in the form of goodbye statements or by making comments that everyone would be better off if he or she were dead. Vague allusions to suicide are easy to dismiss because of their passive nature and because many people mistakenly believe that people who talk about suicide are not likely to actually do it.

12.16.3. Attempts and Gestures.

AFOSI experience clearly indicates that, as a group, suicide “attempters” are analytically distinct from “completers.” Most people who genuinely intend to kill themselves are apparently successful in doing so; most people who make unsuccessful attempts or gestures apparently do not really wish to end their lives. Although there are exceptions in both categories, this generalization has held true in the Air Force for well over a decade. Actual suicides are nearly always characterized by a combination of high lethality in the method selected and a low probability of rescue. Suicide attempts and gestures are a form of communication that should be interpreted as a plea for help. Even when the attempt or gesture is manipulative, it is still diagnostic of a problem that needs some kind of attention. These attempts often appear as part of a larger pattern that, if ignored, can escalate into successful self-destruction.

12.16.4. Time of Year.

There is no statistically significant difference among the months in which active-duty Air Force suicides occur. Although there is a widespread belief that suicides increase during the fall holidays (Thanksgiving and Christmas), no such relationship has been noted in the Air Force.

12.16.5. The Final Stage.

For many suicide victims, the final stage is the “calm before the storm.” After making up their minds to commit suicide, they often become tranquil. Those around the victim are likely to correctly interpret this as the victim having solved his or her problems but incorrectly assume that the solution is a positive one.

12.17. Why Suicide?

It is one thing to examine statistics on suicide, but to understand why an individual decides to take his or her life is another matter. The heart of the problem lies in the fact that suicide is a choice. Clearly, many victims give the matter considerable thought before they opt for self-destruction. Perhaps they believe the decision to commit suicide is their *best* choice. Perhaps they see it as their *only* choice. Our best clues to this decisionmaking process come from analysis of the victim’s behavior, what he or she had to say before the suicide, and the content of the suicide notes. Unfortunately, suicide is a permanent solution to an often temporary problem.

12.18. Military Leadership’s Role in Preventing Suicide:

12.18.1. It is tempting to look to mental health specialists and give them responsibility for the suicide problem, but the nature of suicide does not lend itself to this kind of approach. Instead, effectively addressing suicide requires a carefully integrated and systematic approach that prevents the factors contributing to suicide and identifies, diagnoses, and treats those at risk. This approach rests on a bedrock so important and so obvious it is usually overlooked—leadership.

12.18.2. The military is a unique community governed by procedures and customs unlike those found in most civilian communities. An important element of leadership includes responsibility to and for subordinates along with a commitment to the mission. The military is one of the few communities that has the authority to compel behavior by the force of law. However, just as military commanders have the authority to compel behavior, they also have a corresponding responsibility for the health, well-being, and morale of their subordinates. This requirement applies all the way from the four-star generals to the lowest level of enlisted supervision. Military leaders have a major moral and legal obligation for “managing” the welfare of their people.

12.18.3. More importantly, the obligations of leadership cannot be transferred up the chain or across organizational lines to such specialists as psychiatrists, psychologists, social workers, or chaplains. To the contrary, these specialists provide their services in support of command responsibility. This means that risk identification, which is the initial process of suicide prevention, rests with the potential victim’s most immediate associates and his or her first-line supervisor. The supervisor is the key player in suicide prevention. He or she not only supervises the individual’s work, but is also in a position to see any changes in behavior or performance that may signal a problem. In fact, a large part of supervision is nothing more than the managing of human resources. Open communication between people and their supervisors, especially in an environment where there is genuine concern for everyone’s well being, is vitally important.

12.18.4. When first-line supervisors fail, it is usually for a specific reason. For example, supervisors who are exclusively mission oriented and don't care about the personal needs of their subordinates will disregard what they see as not work-related problems. These types of supervisors are likely to make comments such as, "We have work to do. Don't bring your personal problems to the job." On the other hand, many supervisors do care about their subordinates but do not know how to recognize warning signs. Finally, there are supervisors who care about their subordinates' problems but try to protect them from the Air Force and fail to take the proper action when needed. For example, this happens when supervisors tell subordinates to avoid the life skills support center because "going to shrinks" will hurt their career. There have been numerous cases when supervisors helped subordinates hide alcohol and drug abuse problems, helped them avoid life skills support center resources, and failed to follow human reliability standards to protect the person at risk, only to see the victim take his or her own life.

12.18.5. Once risk has been identified, appropriate professional resources can be obtained and applied to the problem. The Air Force has excellent helping resources whose purpose is to provide such services. The best treatment will vary by the nature of the problem and degree of risk. Sometimes multiple approaches are needed, calling for the services of psychologists, social workers, chaplains, marriage counselors, and others. Doing so requires commitment and assumption of responsibility at the command level and dedicated competence at the support level. It also calls for caring at all levels.

12.19. Psychological Services:

12.19.1. Although suicide is an Air Force-wide concern, who is in the best position to exercise authority over the problem? It has generally been viewed as a health-related issue to the extent that it has not been dealt with at all. Consequently, it has fallen under the domain of the surgeon general's office, or more specifically, under the life skills support center's psychological services. This is only natural as potential suicide victims are normally referred to the life skills support center for evaluation and treatment because depression and suicidal ideation (thoughts) are clinical issues for which there are effective remedies, and these remedies are applied by psychological services.

12.19.2. Even though life skills support center services intervention is important, its major shortcoming lies in the fact that the healthcare system can only act if it is aware of the problem. This means that the individuals at risk must either seek help themselves or are brought into the healthcare system by others. Thus, although the healthcare system has an important role to play in suicide prevention, it does not (and should not) "own" the problem. Another problem with the mental health system is the belief that if a person tells a mental health worker about his or her suicidal thoughts, this information will be provided to the individual's commander. There is a widespread fear that reporting to the life skills support center will have a negative impact on the person's career.

12.20. Every Air Force Member's Responsibilities.

Based on a careful review of Air Force suicides, the following recommendations are offered:

12.20.1. Be aware of the stress indicators as outlined in Figure 12.2. The people most likely to spot a potential suicide victim are his or her friends, coworkers, and immediate supervisor. They are the ones most likely to notice the signs of depression or to hear the suicidal comments.

12.20.2. Encourage counseling for personal problems. Having marital or relationship problems is a very human "passage." Instead of ignoring the problem, encourage the use of professional support. Getting help for people who need it is an important part of supervision, leadership, and friendship.

12.21. Air Force Suicide Prevention Program:

12.21.1. Suicide Prevention Program's History.

In May 1996, General Moorman, Vice Chief of Staff of the Air Force, commissioned an integrated product team (IPT) composed of all functional areas of the Air Force. He requested that General Roadman, Surgeon General of the Air Force (HQ USAF/SG), chair the 75-member committee and develop suicide prevention strategies. The suicide prevention IPT quickly realized there was no easy fix. To be effective, the program was designated as a line program owned by the CSAF with the HQ USAF/SG as the OPR. The program was founded upon the concept that decreasing suicides meant a community approach in which prevention and assistance were a focus long before someone became suicidal.

12.21.2. Initiatives to Combat Suicide.

In order to combat suicide, the suicide prevention IPT developed and implemented the following 11 far-reaching initiatives:

12.21.2.1. Market Community Awareness. Commanders were briefed on the appropriate use of mental health services and the command's responsibility as gatekeepers and agents of cultural change to make seeking assistance acceptable.

12.21.2.2. Involve Leadership. The program is endorsed and actively supported by the CSAF. Every 4 to 6 months, the CSAF sends out messages to all Air Force leaders discussing various aspects of suicide prevention.

12.21.2.3. Investigative Interview Policy. Interviews of interrogations by the OSI, security forces, equal employment office, equal opportunity treatment, or IG require handoff to the commander, first sergeant, or supervisor.

12.21.2.4. PME. Suicide prevention training is included as part of officer and enlisted PME and the first sergeant's course.

12.21.2.5. Epidemiological Database. A central surveillance system was developed to track fatal and nonfatal self-injuries.

12.21.2.6. Delivery of Community Preventive Services. Policy permitted mental health professionals to receive credit for engaging in preventive services in nonclinical settings. This was important because medical centers are staffed according to how many patients they treat. Before this policy, preventive services outside clinical settings were not credited.

12.21.2.7. Community Education and Training. The initiative required annual suicide prevention training of all active duty, reserve, guard, and appropriated-funded civilian employees.

12.21.2.8. Critical Incident Stress Management. Critical incident stress teams were established worldwide to respond to traumatic incidents such as suicide. Teams are multidisciplinary and drawn from mental health, medical, chaplain, family support center, and peers.

12.21.2.9. IDS and Community Action Information Board (CAIB). The IDS was a revolutionary idea. This idea brought together all the helping agencies on a base, not to report data, but to identify the needs of the base and to develop a plan for meeting these needs as a group. In addition to the individual base IDSs, there were also IDSs for each MAJCOM and an Air Force-level IDS. Also, a CAIB was created at each base, MAJCOM, and at Air Force level. The CAIB is a cross-functional committee made up of community agencies chaired by the wing or vice wing commander and serves as a policy and decisionmaking forum to which the IDS elevates issues.

12.21.2.10. Limited Patient-Psychotherapist Privilege. This initiative established a policy in which a member being investigated for crimes punishable under the UCMJ who is suicidal can be seen by a mental health provider who can establish a mental health record not available to law enforcement agencies. This separate mental health record only applies to that time when the person is suicidal and under investigation. A member may be enrolled in the program at the request of his or her commander. See AFI 44-109, *Mental Health and Military Law*, for additional information.

12.21.2.11. Unit Risk Factor Assessment. The Behavioral Health Survey (BHS) was created to assess the behavioral health of units.

12.22. Summary.

Suicide prevention is everyone's responsibility. Effective suicide prevention means we create a community that provides assistance long before someone becomes suicidal. As General John P. Jumper has said, "We have a responsibility to our active-duty members and their families to provide a safety net of support services that ensures a healthy and fit force and assistance to those in need. This is the foundation underlying the Air Force Suicide

Prevention Program. Now, more than ever, we need to remind ourselves that our Air Force is only as strong as those who serve.”

Section 12E—Tobacco Use

12.23. Air Force Goal for Tobacco Use.

The Air Force’s goal is to be a tobacco-free force. Tobacco use is the single most preventable cause of premature death in the United States. Every year, more than 430,000 Americans die from tobacco-related disease.

12.24. Effects of Tobacco Use:

12.24.1. Optimal health and total fitness are force multipliers and critical to the military mission. Tobacco use, in the form of either cigarettes or spit tobacco (also known as smokeless tobacco or “chew”), is inconsistent with the Air Force’s goal of a healthy and fit force. Tobacco use affects all bodily systems, not just the mouth and lungs. All types of cancer, and many types of other diseases, have been linked to tobacco use. For the military member, tobacco use decreases night vision and fine motor coordination (for example, the coordination needed to hold a weapon steady), increases the risk of injuries (such as fractures), and impairs (or slows) healing when injuries do occur. Additionally, the EPA classifies tobacco smoke as a class “A” carcinogen. This means that cigarette smoke causes cancer. This is an obvious cancer threat to the smoker; but, more importantly, cigarette smoke poses a cancer threat to the individual who chooses not to smoke. Tobacco not only harms the user, but can also cause cancer in those who breathe the exhaled smoke called environmental tobacco smoke.

12.24.2. While studies by the Centers for Disease Control and Prevention and the National Institutes of Health have shown a decline in cigarette smoking, the use of other forms of tobacco has significantly increased. The increased use of smokeless tobacco is based on the faulty assumption that it is less hazardous. The National Spit Tobacco Foundation, however, has documented that the risk of developing oral cancer for long-term spit tobacco users is 50 times greater than for nonusers. Although oral cancers comprise 3 percent of cancers in the United States, three quarters of these are directly related to tobacco and alcohol use. Unfortunately, the 5-year survival rate for these cancers is only 50 percent, thus demonstrating the harmful effects of smokeless tobacco.

12.25. Cost of Tobacco Use to the Air Force.

The significant costs associated with tobacco use are both physical and financial. A recent study evaluated that the cost of tobacco use among active duty airmen to the Air Force because of increased healthcare utilization and decreased work productivity (due to smoking breaks) was about \$107 million a year. This is enough money to buy 141 new T-38s every year or add about 3,570 additional personnel to the Air Force. No less significant is the fact that the cost of smoking a pack a day for an AB is more than a month’s base pay. One month’s pay, up in smoke.

12.26. Air Force Standards.

AFI 40-102, *Tobacco Use in the Air Force*, sets additional Air Force standards. It prohibits smoking in all Air Force facilities except assigned Government housing and certain recreational areas. It allows wing commanders the discretion to designate entire buildings in housing areas as nonsmoking. The Air Force prohibits all students from using tobacco products in PME or formal training school during school duty hours. Not smoking is the Air Force norm—commanders are expected to give support to any member making a conscious effort to quit the use of tobacco products. Installation health promotion programs, offered through the HAWCs, provide strategies for education, motivation, and intervention in their programs to discourage tobacco use. Formal, structured tobacco cessation programs are available at the HAWC during both duty hours and nonduty hours at least quarterly.

12.27. Summary.

The best single thing for a tobacco user to do to improve his or her health is quit. A survey of health-related behavior among active duty personnel found that almost 70 percent of smokers want to quit using tobacco. The good news is that effective treatments exist. The most effective treatment includes a combination of behavioral counseling and medication to minimize the discomfort associated with withdrawal. The tragedy of continued tobacco use leads to a mix of perpetual worry, unceasing expense, and compromised health.

Section 12F—Military Equal Opportunity (MEO)**12.28. MEO and Treatment Program Objectives.**

The primary objective of the MEO program is to improve mission effectiveness by promoting an environment free from personal, social, or institutional barriers that prevent Air Force members from rising to the highest level of responsibility possible based on their individual merit, fitness, and capability. Air Force policy is to conduct its affairs free from unlawful discrimination and sexual harassment. The MEO program seeks to eliminate unlawful discrimination and sexual harassment against military members, family members, and retirees based on race, color, sex, national origin, or religion. The MEO office assists commanders at all levels by conducting equal opportunity programs and teaching human relations education (HRE) classes at every Air Force installation. The DoD Human Goals Proclamation forms the basis for the Air Force MEO program. It stipulates that equal opportunity and equity in civilian employment regardless of race, color, sex, religion, or national origin will be provided as an integral part of readiness.

12.29. Unlawful Discrimination.

This type of discrimination is based on race, color, national origin, religion, or sex that is not otherwise authorized by statute or policy. Unlawful discrimination degrades human beings, negatively impacts the mission, and violates Air Force policy.

12.30. Sexual Harassment:

12.30.1. Sexual harassment is a form of sex discrimination that involves unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature when any of the following situations occur:

12.30.1.1. Submission to such conduct is made either explicitly or implicitly as a term or condition of a person's job, pay, or career.

12.30.1.2. Submission to or rejection of such conduct by a person is used as a basis for career or employment decisions affecting that person.

12.30.1.3. Such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creates an intimidating, hostile, or offensive working environment.

12.30.2. This definition emphasizes that harassment need not result in tangible psychological harm to the victim, but rather need only be so severe or pervasive that a reasonable person would perceive, and the victim does perceive, the work environment as hostile or offensive. Workplace is an expansive term for military members and may include conduct on or off duty, 24 hours a day. Any person in a supervisory or command position who uses or condones any form of sexual behavior to control, influence, or affect the career, pay, or job of a military member or civilian employee is engaging in sexual harassment. Similarly, any military member or civilian employee who makes deliberate or repeated unwelcome verbal comments, gestures, or physical contact of a sexual nature in the workplace is also engaging in sexual harassment.

12.31. MEO Complaint Procedures:**12.31.1. Complaint Process.**

The MEO staff encourages military members to try and resolve allegations of unlawful discrimination or sexual harassment at the lowest level or within their chain of command. Staff members also advise members of alternate complaint channels. Military members have several options available to assist them. They may lodge an MEO informal or formal complaint of unlawful discrimination or sexual harassment with the MEO office.

12.31.1.1. Informal Complaints. When an individual elects to file an informal complaint, he or she can address the concern directly with the offender, request intervention by a coworker, or use his or her chain of command to resolve the concern.

12.31.1.2. Formal Complaints. If the discriminatory behavior is not resolved, the complainant can opt to file a formal complaint with the MEO office. When a formal complaint is filed, an MEO staff member will objectively clarify the allegation. The staff member will ask the complainant to outline specific discriminatory behaviors exhibited by the alleged offender. Allegations must be detailed, describing the unlawful behavior, any witnesses, member's organization, dates, time of occurrence, and location of the alleged behavior. The MEO staff member will inform the alleged offender's commander that a complaint has been filed.

12.31.2. Complaint Clarification.

The MEO office conducts a complaint clarification for all formal complaints under the MEO purview. The clarification will determine whether unlawful discrimination or sexual harassment has occurred. If unlawful discrimination or sexual harassment is confirmed, the case is forwarded to the legal office for review and on to the offender's commander for actions deemed appropriate. The complaint clarification process takes up to 20 duty days as follows: 9 duty days for the MEO office to conduct a clarification; 6 duty days for legal review; and 5 duty days for commander action. The MEO staff will keep the complainant and his or her commander updated regarding the status of the case until closed.

12.32. Equal Opportunity and Treatment Incident (EOTI).

An EOTI is an overt, damaging act directed toward an individual, group, or institution that is motivated by, or has overtones of, race, color, national origin, religion, or sex. The Air Force classifies these incidents as minor, serious, or major. The basis for classification includes number of participants, cost of damages to Government or private property, hospitalization, death, and arson.

12.33. Preventing Unlawful Discrimination and Sexual Harassment:

12.33.1. Establish the Proper Atmosphere in the Work Center.

Mission-degrading factors associated with discriminatory behaviors can be avoided if the atmosphere remains professional. Supervisors set the tone for positive rapport. Discriminatory slurs, comments, or jokes must not be permitted in the work center. Racist and sexist jokes can have a devastating and long-lasting impact on the work environment. There is a proverb that says, "The one who uses insults against another may think that they are written in sand, but to the one who receives the insults, they are carved in stone."

12.33.2. Establish Work Center Policy.

Ensure people know that unlawful discrimination and sexual harassment will not be tolerated. Also, ensure military members know they are responsible for their own actions, as well as the conduct of their family members. It must be everyone's policy, not because the Air Force requires it, but because everyone believes in the principles of the Air Force equal opportunity policy.

12.33.3. Talk with Subordinates on a Regular Basis.

Supervisors must establish a rapport with subordinates that fosters positive human relations and be sensitive to the symptoms of increased tension in the workplace, such as requests for transfers, increased absentee problems, and requests for shift changes. The bottom line is to take steps to correct small problems before they become large ones.

Section 12G—Ground Safety

NOTE: The term "employees" throughout this section refers to military members and civilian employees.

12.34. Mishap Prevention Program:

12.34.1. Background.

During WWII, General "Hap" Arnold visited North Africa and discovered that many of the aviators in the hospital were there not from combat injuries, but from jeep accidents. This discovery led to the inception of

ground safety. When the Air Force became a separate military service, one of its specific goals was to minimize personnel loss and property damage due to mishaps. As new weapon systems are added to the Air Force inventory, deployments stretch our resources, and technological improvements are made, new safety problems must be solved. To assist leaders in meeting this challenge, the Air Force established the Mishap Prevention Program.

12.34.2. Mishap Defined.

An Air Force mishap is an unplanned event or series of events resulting in death, injury, occupational illness, or damage to, or loss of, equipment or property. Air Force mishaps also include injury to on-duty civilian personnel, damage to public and private property, or injury or illness to non-DoD personnel caused by DoD operations. Mishap records show that approximately 88 percent of all mishaps result from the unsafe acts of people, while 10 percent are the result of unsafe conditions not identified or corrected by people. In other words, 98 percent of all Air Force mishaps are attributable to unsafe acts and conditions caused by people and are therefore preventable.

12.34.3. Determining and Applying Standards.

Commanders, functional managers, supervisors, and individuals, with the host safety office's help, identify rules, criteria, procedures, and safety standards that help eliminate unsafe acts or conditions that cause mishaps. Applying sound standards is basic to preventing mishaps. All Air Force units must apply standards. An effective program depends on individuals integrating mishap prevention at every functional level and being responsible for complying with applicable safety standards.

12.34.3.1. Safety Office. At the installation level, personnel assigned to host and tenant safety offices are responsible for implementing the Air Force Safety Program. The host safety staff implements mishap prevention programs and processes for all Air Force units and programs on base unless otherwise outlined in a host/tenant support agreement. With the host safety staff's help, commanders, supervisors, and individuals identify rules, criteria, procedures, AFOSH standards, Federal occupational safety and health (OSHA) standards, and other guidance that help eliminate unsafe acts or conditions. The safety staff also conducts safety education programs and ensures all mishaps are properly investigated and reported.

12.34.3.2. Commanders. Commanders implement safety and health programs within their units. They must ensure all individuals receive the necessary job safety and off-duty safety training and provide a safe and healthful workplace. They also ensure the principles of operational risk management (ORM) are actively implemented and used within the unit at all levels.

12.34.3.3. Supervisors. Supervisors must know the safety and occupational health standards that apply to their areas. They analyze the job environment and tasks for hazards, develop job safety standards and job safety training outlines for their assigned work areas, and train all personnel. They make sure all work complies with safety and health standards and exercise control over job tasks to ensure personnel correctly follow all precautions and safety measures, including the proper use of personal protective equipment (PPE). They must immediately report all mishaps and subsequent employee absences to the supporting safety office.

12.34.3.4. Individuals. A key element in the mishap prevention process is to ensure Air Force personnel understand that mishaps are controllable and that each individual plays a vital role in the preventive effort. The primary responsibility for identifying workplace hazards, to include equipment and environmental situations that place workers, equipment, or facilities at risk, rests with the individual.

12.35. Occupational Safety Program:

12.35.1. By Executive Order, the OSHA requires Federal agencies to maintain an occupational safety and health program according to standards issued under the act. Additionally, the DoD has given further guidance to Air Force officials on establishing safety programs. A key element in all these directives is adequate safety training, to include the basic elements of ORM.

12.35.2. Each safety and health program has a single purpose: mission accomplishment with zero mishaps. Supervisors are responsible for training, keeping equipment and the work area in good order, establishing work methods and job instructions, assigning jobs, and supervising personnel. Therefore, they are in the best position to

identify hazards, assess risks associated with those hazards, and correct unsafe work practices or safety deficiencies that would impede mission success.

12.35.3. As stated earlier, 98 percent of all Air Force mishaps result from the action or inaction of individuals. One of the greatest influences on successful mission accomplishment is a highly trained workforce that recognizes the importance of safety precautions and procedures and adheres to standards. Safety training can be separate from task performance training or integrated into it. Very few Air Force tasks do not involve some form of safety precautions.

12.35.4. Before any operation begins and any training can take place, the supervisor must determine where people may be injured or equipment damaged. A job safety analysis (JSA) is used to evaluate each work task not governed by a technical order (TO) or other definitive guidance and when a new work task or process is introduced into the workplace. The JSA can be used to evaluate both industrial and nonindustrial operations and processes. There are many different methods used to conduct a JSA; however, the installation ground safety staff can provide support in getting a JSA started. A supervisor can use a JSA to analyze any operation to discover where, within a particular task, potential risk factors exist that need to be controlled or eliminated. After performing the analysis, the supervisor knows what hazards are present in the workplace and can determine appropriate measures to ensure the safety of work center personnel and equipment, as well as focus on mission success. If unsafe and unhealthful working conditions exist, the supervisor must eliminate or control them through engineering, substitution, isolation, administrative controls, revised procedures, special training, or the use of PPE. Commanders must provide PPE for Air Force employees. The use of PPE is appropriate only if other controls are not possible or practical for nonroutine use. Using the information gathered during the JSA, the supervisor is then ready to create a job safety training plan that will be used to educate workers on safely accomplishing the mission.

12.35.5. AFI 91-301, *Air Force Occupational and Environmental Safety, Fire Protection, and Health (AFOSH) Program*, requires that supervisors provide specialized safety, fire protection, and health OJT to all Air Force personnel. Supervisors provide training to newly assigned individuals and when there is a change in equipment, procedures, processes, or safety, fire protection, and health requirements. Safety, fire protection, and health officials will provide technical assistance to supervisors in developing an appropriate lesson plan for this training. Supervisors will review the lesson plan annually and update it when equipment, procedures, or the work environment changes.

12.35.6. The safety, fire protection, and health OJT plan includes: job hazards and safety procedures; work area hazards to include physical and chemical hazards; the use of PPE; location and use of emergency and fire protection equipment; occupational safety and health guidance; and concepts and procedures for performing ORM in the workplace and while off duty. The plan also covers the use of occupant protective restraints or safety belts and a number of other safety requirements. By preparing a standardized training outline, supervisors can ensure all personnel are thoroughly trained on all aspects of their jobs. The plan could also include procedures to advise workers when written procedures are inadequate for new or unusual operations. Just as importantly, established safety guidance must be enforced. Additionally, each individual must know the proper channels to take to update safety procedures as needed. Safety education, compliance, and the elimination of unnecessary risks are key to mishap prevention.

12.35.7. AF Form 55, **Employee Safety and Health Record**, is used to document safety, fire protection, and health OJT (job safety training) unless other specific documentation is directed elsewhere. Supervisors must maintain a training outline and document the completion dates of initial and refresher (as required) training on AF Form 55. All personnel must have job safety training; however, commanders, functional managers, supervisors, and staff personnel whose work is primarily in low risk, administrative areas do not require documentation of the training. Completion of job safety training must be documented on all other personnel. Supervisors will update the training outline as needed and maintain completed AF Forms 55 in the workplace.

12.35.8. After an operation is analyzed and workers trained, supervisors need to monitor the job environment for changes that could introduce new hazards. As stated earlier, the Air Force must provide all employees a safe and healthful workplace. Promptly removing or minimizing identified hazards in the workplace accomplishes this. The prompt identification and correction of hazards is crucial in mishap prevention. Each supervisor and individual is required to report unsafe conditions and actions that violate standards and pose a risk to operations. Use of the chain of command is highly encouraged; but, to comply with the individual's right to a safe work environment, reports can be sent directly to the safety, fire, or health management office that supports the installation or site. The official method to report a hazard is to submit AF Form 457, **USAF Hazard Report** (Figure 12.3). The hazard reporting program may be used by any employee to identify any unsafe procedure, practice, or condition. When a hazard is eliminated (or abated) on the spot, no further action is required. However, when the hazard cannot be eliminated (or

abated) immediately, the program provides an avenue for investigation, validation, monitoring, and followup until corrective action is complete.

12.35.9. To abate a hazard is to control or eliminate its existence. Air Force safety engineers review specifications and drawings to control and eliminate unsafe conditions during the design phase. However, every member of the Air Force team has a vital, continuing role in the identification and elimination of unsafe acts and conditions. Supervisors, commanders, and functional managers are responsible for controlling or eliminating identified hazards to prevent mishaps. If a mission-essential task must be accomplished before a hazardous condition is permanently corrected, interim controls can be approved until final corrective actions are completed. The interim controls must effectively mitigate (or minimize) the hazard for the length of the task. A supervisor's role is to track abatement actions and implement interim control measures as appropriate. Installation fire, safety, and health officials are required to assign a risk assessment code (RAC) to each occupational hazard based on mishap severity and probability of occurrence. Functional managers should use RACs to prioritize corrective actions on a worst-first basis.

12.35.10. Each individual has an obligation to his or her supervisor and coworkers. Each worker must comply with standards, instructions, job guides, TOs, and operating procedures. Each individual is responsible for identifying and reporting hazardous conditions or situations. Workers must also use PPE as required and report any suspected or actual exposure to chemicals or hazardous materials. Finally, each employee must notify his or her supervisor of any injury or health condition that may adversely affect his or her job performance.

12.35.11. The US Air Force Mishap Prevention Program is designed to preserve war-fighting resources. However, when prevention efforts fail and a mishap occurs, a thorough investigation becomes an essential part of the overall mishap prevention effort. The purpose of every safety investigation is to determine all factors (human, materiel, and environmental) that directly or indirectly contributed to the mishap. Aircrews, equipment operators, supervisors, designers, and commanders and their staffs validate and eliminate causal factors discovered by mishap investigators to help pinpoint and prevent recurrence of similar mishaps in their operations. Investigative findings and recommendations may determine requirements for additional training, validate a need for increased frequency of maintenance, justify improvements to materiel, or establish future design criteria to achieve other long-range results. Thus, the accuracy and thoroughness of each investigation determine the adequacy of action taken to remove or eliminate factors that cause or contribute to mishaps. If a mishap should occur, it becomes the supervisor's responsibility to assist the mishap investigator in determining the root cause to prevent recurrence.

12.35.12. Two key factors in ensuring mishap investigations reveal the root cause and prevent recurrence is timely notification to appropriate authorities and maintaining strict access into the mishap scene. As time elapses, the ability of participants and witnesses to accurately recall who, what, when, where, and how diminishes. Valuable information is also lost when evidence in a mishap area is moved or otherwise disturbed before investigators arrive at the mishap scene. Individuals involved in a mishap or the first to arrive at a mishap scene, must promptly notify authorities and avoid moving any item in and around the immediate mishap area.

Figure 12.3. AF Form 457, USAF Hazard Report.

USAF HAZARD REPORT		HAZARD REPORT NO. <i>(Assigned by safety Office)</i>	
I HAZARD (To be completed by individual reporting hazard.)			
TO: CHIEF OF SAFETY <i>(Organization and location)</i>		FROM: <i>(Optional - Name, Grade and Organization)</i>	
Appropriate Safety Office		Zacarias, Gabriel, A1C, AFOMS	
TYPE - MODEL, SERIAL NUMBER, A.G.E./MATERIAL/FACILITIES/PROCEDURE OR HEALTH HAZARD INVOLVED			
Building 581			
DESCRIPTION OF HAZARD <i>(Date, Time, SUMMARY - Who, What, When, Where, How)</i>			
The concrete walkway and steps leading to the entrance of building 581 are covered with a decorative surface containing small pebbles. This surface becomes very slick when it's wet. It's only a matter of time until someone is seriously injured from a fall.			
RECOMMENDATIONS <i>(Originator - Not Mandatory)</i>			
Remove decorative surface.			
DATE RECEIVED 20030704	REVIEWING PERSON <i>(Typed or printed name, grade, and position or title)</i> Polit, Shannon, TSgt Safety Officer	SIGNATURE <i>Shannon Polit</i>	DESIGNATED OPR CE
DATE FORWARD 20030706			SUSPENSE DATE 20040701

II. INVESTIGATION OF HAZARD		
SUMMARY OF INVESTIGATION		
Investigation revealed that the decorative pebble surface on the walkway and steps leading to the entrance of building 581 becomes very slippery when wet posing a serious slipping hazard.		
RECOMMENDATIONS <i>(Investigator)</i>		
Recommend that immediate action be taken to remove the pebble surface and replace it with a nonporous, nonslip surface.		
DATE	TYPE OR PRINTED NAME AND GRADE OF ACTION OFFICER	SIGNATURE
20030718	PETE CREVISTON, SMSgt	<i>Pete Creviston</i>

12.36. Traffic Safety:

12.36.1. Traffic mishaps are the single highest cause of Air Force injury-related deaths each year. For this reason, each Air Force installation must have an effective traffic safety program as part of its Mishap Prevention Program. The traffic safety program's goal is to prevent or reduce the frequency and severity of vehicular mishaps involving Air Force personnel and equipment. All Air Force personnel riding in a motor vehicle (on or off base) to conduct official business must ensure available installed occupant protective devices (seatbelts, shoulder harnesses, air bags, etc.) are operational and properly used. Military personnel are required to use occupant protective devices regardless of duty status or location. It has been proven repeatedly that seatbelt usage reduces serious injury to vehicle occupants involved in a mishap. The supervisor's most important role in the traffic safety program is to educate and periodically provide traffic safety information to workers on subjects such as seatbelt usage, the "buddy system," and designated driver programs.

12.36.2. Operation of two-wheel motor vehicles (motorcycles, motor scooters, mopeds, etc.) as a means of transportation and recreation is very popular. Unfortunately, motorcyclists (although not at fault in many motorcycle mishaps) account for approximately 25 percent of Air Force private motor vehicle deaths each year. Training and continued education of both two- and four-wheel vehicle operators are key elements in safe vehicle operations. Most Air Force installations provide two-wheel motor vehicle operator E&T as part of the overall safety program. Many bases also offer practical riding courses taught by experienced riders who are trained and certified Motorcycle Safety Foundation (MSF) instructors. All military personnel who operate a motorcycle on or off duty and all Air Force civilians who operate a motorcycle on duty are required to complete a hands-on motorcycle training course. Commanders are required to provide this course at no cost to the member. Air Force military members, regardless of duty status, and Air Force civilian employees performing official duties must wear a Department of Transportation (DoT)-approved helmet and eye protection when operating a motorcycle, scooter, or moped on or off base. Air Force instructions, state and local directives, and host-nation laws prescribe the wear of additional PPE for motor vehicle operators. Supervisors play a key role in reducing motor vehicle mishaps by identifying and providing additional education to potential high-risk operators. Supervisors should seek assistance from officials in their chain of command for operators who continue to display attitudes and driving skills that represent a danger to themselves and others in a traffic environment.

12.37. Sports and Recreation:

12.37.1. Sports and recreational activities provide an opportunity for escape from the daily routine. By nature, some sports and recreational activities have hazards that cannot be eliminated. Officials, coaches, and athletes should become familiar with the injury potential of recreational activities and learn how to avoid them. Each person who participates in sports or recreational activities must exercise good judgment. A complete, progressive warmup and stretching program is essential before engaging in sports or vigorous recreational activities. Many injuries occur because people are out of shape or have not warmed up properly. Injury prevention is primarily a participant's responsibility. Peer pressure is often the cause of sports and recreational injuries. A good rule to know and follow is to recognize and respect individual limitations.

12.37.2. Each American Red Cross chapter offers special courses in swimming and water safety that can benefit anyone interested in participating in water-related activities. The main danger in water sports is drowning. Drowning mishaps are not limited to nonswimmers or beginners; the majority of drowning fatalities involve experienced swimmers. Both swimmers and nonswimmers get themselves into hazardous situations from which there is no return because they overextend themselves and do not have the physical capability to recover. To prevent this needless loss of life, members must use good judgment and know their limitations and the limitations of those around them. Members should only swim in approved locations when a lifeguard is on duty and should always use the buddy system. Members should not swim when overheated or fatigued; most importantly, they should not swim after consuming alcohol. As with other activities, certain water sports require the use of flotation devices, lifevests, or other specialized equipment. This protective equipment can save lives—wear it!

Section 12H—Operational Risk Management (ORM)**12.38. ORM.**

ORM is a continuous process designed to detect, assess, and control risk while enhancing performance and maximizing combat capabilities. Requirements are outlined in AFI 90-901, *Operational Risk Management*, as command policy for Air Force leaders in all functional areas and at all levels. Designed as a complete decisionmaking

tool, ORM strives to ensure every NCO consistently and systematically evaluates the best course of action for any given situation. All operations, both on and off duty, involve some degree of risk and require that decisions be made in relation to exactly how much risk is acceptable. These decisions must be based on an assessment of the risk as well as how it is managed. The Air Force aims to increase mission success while reducing risks to personnel and resources to the lowest practical level in both on- and off-duty environments.

12.38.1. Goals and Objectives.

The ultimate objective of any Air Force organization is to maximize combat capability. Important elements in this objective are protecting personnel and conserving combat weapon systems and their support equipment. The fundamental goal of risk management is to enhance mission effectiveness at all levels while preserving assets and safeguarding health and welfare. Preventing mishaps and reducing losses are important aspects of conserving resources. Additionally, risk management provides a logical process to identify and exploit opportunities that provide the greatest return on Air Force investments of time, dollars, and personnel.

12.38.2. Principles.

Four principles govern all actions associated with risk management. They are:

12.38.2.1. Accept No Unnecessary Risk. Unnecessary risk comes without a commensurate return in terms of real benefits or available opportunities. The most logical choices for accomplishing a mission are those that meet all mission requirements while exposing personnel and resources to the lowest acceptable risk. ORM provides tools to determine which risk or what level of risk is unnecessary.

12.38.2.2. Make Risk Decisions at the Appropriate Level. Members must make risk decisions at a level of responsibility that corresponds to the degree of risk, taking into consideration the significance of the mission and the timeliness of the required decision. Making risk decisions at the appropriate level establishes clear accountability. While anyone can make a risk decision, the appropriate level is the one that can allocate the resources to reduce a risk or eliminate a hazard and implement controls. Applying risk management requires a clear understanding of what constitutes “unnecessary risk”; that is, when costs actually outweigh benefits. Accepting risk is a function of both risk assessment and risk management. The following paragraphs describe the responsibilities and criteria at various levels that are useful when determining what level is appropriate for the acceptance of risk:

12.38.2.2.1. Commanders:

12.38.2.2.1.1. Are responsible for effective management of risk.

12.38.2.2.1.2. Select from risk reduction options provided by their staffs.

12.38.2.2.1.3. Accept or reject risk based on the benefit to be derived.

12.38.2.2.1.4. Train and motivate leaders to use risk management.

12.38.2.2.1.5. If not authorized to accept high-level risks, elevate to the appropriate level.

12.38.2.2.2. Staff:

12.38.2.2.2.1. Assess risks and develop risk-reduction options.

12.38.2.2.2.2. Integrate risk controls into plans and orders.

12.38.2.2.2.3. Identify unnecessary risk controls.

12.38.2.2.3. Supervisors:

12.38.2.2.3.1. Apply the risk management process and direct personnel to use it both on and off duty.

12.38.2.2.3.2. Consistently apply effective risk management concepts and methods to operations and tasks.

12.38.2.2.3.3. Elevate risk issues beyond their control or authority to superiors for resolution.

12.38.2.2.4. Individuals:

12.38.2.2.4.1. Understand, accept, and implement risk management processes.

12.38.2.2.4.2. Maintain a constant awareness of the changing risks associated with the operation or task.

12.38.2.2.4.3. Make supervisors immediately aware of any unrealistic risk-reduction measures or high-risk procedures.

12.38.2.3. Accept Risk When Benefits Outweigh the Costs. All benefits should be compared to costs. Even high-risk endeavors may be undertaken when there is clear knowledge that the sum of the benefits exceeds the sum of the costs. Balancing cost and benefits may be a subjective process and open to interpretation. Ultimately, the balance may have to be determined by the appropriate decision authority.

12.38.2.4. Integrate ORM into Air Force Doctrine and Planning at All Levels. To effectively apply risk management, commanders must dedicate time and resources to incorporate risk management principles into planning processes. Risks are more easily assessed and managed in the planning stages of an operation or any Air Force endeavor.

12.39. The Six-Step ORM Process.

(See Figure 12.4.) Risks must be managed using the same disciplined, organized, and logical thought processes that govern all other aspects of military endeavors. Individuals at all levels, in all functional areas, identify and control hazards through the ORM process. AFPAM 90-902, *Operational Risk Management (ORM) Guidelines and Tools*, provides instruction in effectively using the six-step process outlined below. The level of effort in each of these steps may vary, depending upon factors such as time, resources, and complexity of the task, activity, or operation.

12.39.1. Step 1—Identify Hazards.

This step involves applying appropriate techniques to identify hazards associated with the operation or activity. Hazard can be defined as any real or potential condition that can cause mission degradation; injury, illness, or death to personnel; or damage to or loss of equipment or property. A hazard is any obstacle to completing an everyday task or major operation.

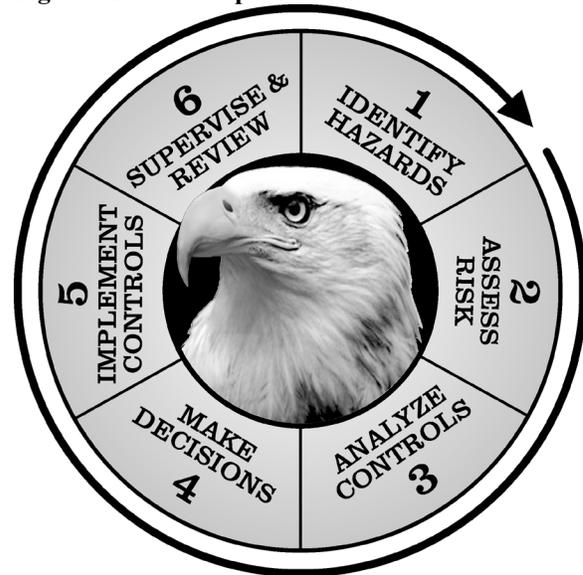
12.39.2. Step 2—Assess Risk.

The next step, assessing the level of risk, involves determining the probability and severity of ill effects that may result from being exposed to the hazards identified in Step 1.

12.39.3. Step 3—Analyze Controls.

Step 3 involves evaluating specific strategies to reduce or eliminate risk. Effective control measures reduce or eliminate one of the three components of risk—probability, severity, or exposure.

Figure 12.4. Six-Step ORM Process.



12.39.4. Step 4—Make Decisions.

At this step, decisionmakers at the appropriate level must choose the best control or combination of controls based on the analysis of overall costs and benefits.

12.39.5. Step 5—Implement Controls.

Once control measures have been selected, Step 5 is to develop and apply an implementation strategy.

12.39.6. Step 6—Supervise and Review.

Step 6 defines risk management as a process that continues throughout the life cycle of the system, mission, or activity. Once controls are in place, the process must be periodically reevaluated to ensure the controls are effective and support the mission.

12.40. Why ORM?

ORM is not just another program. It is a way of doing business—a method to apply to your daily activities as a supervisor, leader, and manager. Integrating the ORM process into your operations will provide an effective means to meet your varied NCO duties and responsibilities. AFPAM 90-902 provides step-by-step assistance on the application and integration of ORM into Air Force activities.

12.41. Conclusion.

This chapter discussed several personnel issues Air Force supervisors may encounter. Topics included: life skills support, substance abuse, suicide prevention, tobacco use, military equal opportunity, ground safety, and operational risk management. Supervisors must possess a general understanding of these issues to aid their subordinates in daily operations.

Chapter 13

PERSONNEL PROGRAMS

Section 13A—Overview

13.1. Introduction.

This chapter covers a wide range of topics that have a direct impact on an enlisted person's career. Topics include assignments; promotions; reenlistments; retraining; awards and decorations; military pay and allowances; educational, medical, and retirement benefits; and individual rights. Collectively called personnel programs, these programs affect every aspect of an airman's life in the Air Force. NCOs should become familiar with all these programs and be prepared to explain them to their subordinates.

Section 13B—Enlisted Assignments

13.2. General Information.

Qualified people with the needed skills must be in the right job at the right time to meet the Air Force mission. At the same time, the Air Force has a responsibility to keep attuned to the demands placed on its members resulting from personnel tempo (PERSTEMPO). PERSTEMPO is a quality-of-life measurement that measures the amount of time an individual spends away from his or her home station for operational and training purposes, such as TDY and designated dependent-restricted assignments. Consequently, the Air Force classifies and assigns people worldwide as equitably as possible to ensure a high state of readiness. The Air Force also recognizes a need for special assignment considerations to take care of Air Force people with exceptional needs. The Air Force uses a coherent and logical classification system to identify valid manpower requirements, to identify and describe each Air Force occupational specialty, to ensure minimum prerequisite standards are set for each specialty, and to ensure qualified individuals are placed into each specialty. While the primary consideration in selecting personnel for reassignment is the member's qualifications to accomplish the mission, the Air Force also considers the following additional factors:

13.2.1. To the maximum extent possible, the Air Force will assign individuals on a voluntary basis and in the most equitable manner feasible.

13.2.2. The Air Force equitably distributes involuntary assignments among similarly qualified personnel, factoring PERSTEMPO where practical to minimize family separation and to avoid creating a severe personal hardship on the member.

13.2.3. Limitations on involuntary selection for PCS, following some TDY, may be established to allow members to attend essential military and personal pre-PCS requirements, as well as to reduce individual and family turbulence.

13.3. Assignment Authority.

The DoD allocates funds, delegates authority and directs policies for the PCS assignment of Air Force military personnel to satisfy national security requirements. PCS assignments may also be directed to ensure equitable treatment of members, such as PCS from overseas (OS) to the CONUS upon completion of the prescribed OS tour. AFI 36-2110 is the governing instruction for operational (including rotational) training (including formal education and PME) and force structure assignments.

13.3.1. Assignment Requests.

The director of assignments (or equivalent) for each MAJCOM, FOA, and DRU initiates assignment requests for members currently assigned to his or her MAJCOM, FOA, or DRU to fill valid vacant manpower authorizations. HQ AFPC is the final approval authority for airman assignments. The AFPC Chiefs Group (HQ AFPC/DPAC) handles CMSgt and CMSgt select assignments; HQ AFPC/DPAA handles assignments for airmen in the grades of SMSgt and below.

13.3.2. Distribution of Personnel.

Personnel are distributed to meet the overall needs of the Air Force as follows:

13.3.2.1. According to law and DoD and Air Force directives and instructions.

13.3.2.2. As equitably as possible between MAJCOMs within a specialty and grade.

13.3.2.3. According to guidance from the Air Staff functional area offices of primary responsibility (OPR) (functional managers).

13.3.2.4. As directed by the designated assignment authority as outlined in AFI 36-2110.

13.4. Assignment Policy and Procedures:

13.4.1. Equal Opportunity.

The Air Force assigns members without regard to color, race, religious preference (except chaplains), national origin, ethnic background, age, marital status (except military couples), spouse's employment, education or volunteer service activities of spouse, or gender (except as provided for by statute or other policies). This applies to both PCS and TDY assignments. The primary factor in selecting a member for PCS is the member's qualifications to fill a valid manpower requirement and perform productively in the position for which being considered. When members with the required qualifications are identified, then PCS eligibility criteria and other factors are considered.

13.4.2. Special Experience Identifier (SEI).

The SEI system complements the assignment process and is used in conjunction with the grade, AFSC, AFSC prefixes and suffixes, etc., to match uniquely qualified individuals to special requirement jobs. SEIs may be used when specific experience or training is critical to the job and no other means is appropriate or available. The SEI system is also used to rapidly identify personnel to meet unique circumstances, contingency requirements, or other critical needs. Manpower positions are coded with an SEI to identify positions that require or provide unique experiences or qualifications. The personnel records for individuals who earn an SEI are similarly coded.

13.4.3. Security Access Requirement.

Manpower positions often require members assigned to have access to a specified level of classified information. However, sometimes the urgency to fill a position does not allow selection of a member using PCS eligibility criteria and subsequent processing (and/or investigation for access) at the specified level. Under these circumstances, selection may be necessary from among members who currently have access or can be granted access immediately.

13.4.4. Grade, AFSC, and Skill-level Relationship for Assignment.

CMSgts and CMSgt selects may be assigned in any AFSC or CEM code they possess or are qualified to be awarded. Normally, airmen in the grade of SMSgt and below are selected for assignment in their CAFSC. Airmen with an incompatible grade and CAFSC skill level because of retraining or reclassification are selected for assignment and allocated against requirements commensurate with their grade, regardless of their CAFSC skill level. Normally, airmen are selected based on their grade and skill level. CMSgts fill CEM code positions; SMSgts fill 9-skill level positions; MSgts and TSgts fill 7-skill level positions; SSgts and SrA fill 5-skill level positions; and A1Cs, Amn, and AB fill 3-skill level positions.

13.4.5. Volunteer Status and PCS Eligibility.

Within a group of qualified members who meet the minimum eligibility criteria for PCS selection, volunteers are selected ahead of nonvolunteers. Nonvolunteers qualified to fill a requirement who meet the minimum PCS eligibility criteria are selected ahead of qualified volunteers who do not. For example, time on station (TOS) is a PCS eligibility requirement. A qualified volunteer who meets the minimum TOS requirement is considered first in order of longest on station. Next, the qualified nonvolunteer who meets the TOS requirement in the order of longest on station and finally the qualified volunteer who does not meet the TOS requirement may be considered.

13.4.6. First-term Airmen (FTA).

FTA serving an initial enlistment of 4 or more years may not be given more than two assignments in different locations following initial basic and skill training during their first 4 years of service, regardless of tour length. FTA who make two PCS moves are permitted an additional PCS in conjunction with an approved humanitarian reassignment, a join-spouse assignment, as a volunteer, or when the PCS is a mandatory move. Low-cost moves are excluded from the two-move count.

13.4.7. Availability and Deferment.

A member is considered available for reassignment on the first day of the “availability” month. The reasons for deferments vary. Deferments may be authorized when possible in most grades and AFSCs to maintain an equitable assignment system and also support the need for stability in certain organizations or functions. Deferments are normally approved to preclude a member’s PCS while suitability to remain on active duty is evaluated or during a period of observation or rehabilitation. Deferments also exist for such things as completion of an educational program or degree, witness for a court-martial, accused in a court-martial, control roster, Article 15 punishment, base of preference (BOP) program, retraining, humanitarian reasons, etc. AFI 36-2110 contains a complete list of deferments.

13.4.7.1. Humanitarian and Exceptional Family Member Program (EFMP) Reassignment or Deferment. The policies and procedures concerning humanitarian and EFMP reassignment or deferment are outlined in AFI 36-2110. The following paragraphs briefly discuss these policies and procedures:

13.4.7.1.1. The humanitarian policy provides reassignment or deferment for Air Force members to assist them in resolving severe short-term problems involving a family member. The problem must be resolvable within a reasonable period of time (normally 12 months), the member’s presence must be considered absolutely essential to resolve the problem, and the member must be able to be effectively utilized in his or her CAFSC. Family members under the humanitarian program are limited to spouse, children, parents, parents-in-law, and those persons who have served “in loco parentis.” A person “in loco parentis” refers to one who has exercised parental rights and responsibilities in place of a natural parent for a minimum of 5 years, before the member’s or the member’s spouse’s 21st birthday or before the member’s entry on active duty, whichever is earlier. While brothers and sisters are not included in the definition of family member for humanitarian consideration, a request involving a brother’s or sister’s terminal illness will be considered as an exception to policy.

13.4.7.1.2. The EFMP is a separate and distinct program from humanitarian policy. This program is based on a member’s need for special medical or educational care for a spouse or child that is required long term, possibly permanently. It is not a base-of-choice program as assignment decisions are based on manning needs of the Air Force at locations where a member’s special medical or educational needs for a spouse or child can be met. The Air Force’s commitment and responsibilities under the EFMP require mandatory enrollment and identification of exceptional family members. Under the EFMP, a member may receive a reassignment if a need arises for specialized care that cannot be met where currently assigned. A deferment from an assignment may be provided for a newly identified condition if the member’s presence is considered essential. The purpose of such a deferment is to allow the member time to establish a special medical treatment program or educational program for the exceptional family member. When granted, the initial period of deferment is usually 12 months, after which a member may be reconsidered for PCS if otherwise eligible.

13.4.7.2. Base of Preference (BOP) (Enlisted Only). The FTA BOP program is a reenlistment incentive; the career airman BOP program is an incentive for other airmen to continue an Air Force career. FTA in conjunction with reenlistment or retraining may request a PCS CONUS to CONUS or PCS from OS to CONUS. FTA in the CONUS (only) may request a BOP to remain in place. A PCS BOP is not authorized from CONUS to OS or OS to OS. An in-place BOP is not authorized for airmen assigned OS. Career airmen may request a BOP to remain in place at a CONUS location.

13.4.7.3. Assignment of Military Couples (Join Spouse). Each member of a military couple serves in his or her own right. This means military couples must fulfill the obligations inherent to all Air Force members—they are considered for assignments to fill valid manning requirements and must perform duties that require the skills in which they are trained. Provided these criteria are met, military couples may be considered for

assignment where they can maintain a joint residence. Military couples share the responsibility for reducing family separation. They should not make decisions on future service, career development, or family planning based on the assumption that they will always be assigned to the same location or that join-spouse assignment is guaranteed.

13.4.7.4. Permissive PCS Assignment Program. As outlined in AFI 36-2110, in very limited circumstances a member may ask for a voluntary PCS and agree to pay all expenses involved or associated with the PCS. Also, travel time is charged as ordinary leave. Only lieutenant colonels (Lt Col) and below may make permissive moves. Members must meet all PCS eligibility criteria (for example, TOS, service retainability, etc.) for the type of move requested. The types of permissive PCS are CONUS assignment exchange and expanded permissive. Permissive PCS may not be granted based solely on the willingness of a member to move at his or her own expense.

13.4.7.5. Voluntary Stabilized Base Assignment Program (Enlisted Only). This program provides airmen a stabilized tour in exchange for volunteering for an assignment to a historically hard-to-fill location. The procedures on how to apply for the program and the list of current bases involved are listed in AFI 36-2110.

13.4.7.6. CONUS-isolated Assignment Program. Normal personnel support facilities (military or civilian) aren't available at certain CONUS stations or within a reasonable distance. This creates a degree of hardship for personnel assigned to these stations. To prevent involuntary assignment at these locations for long periods, the Air Force established a minimum 15-month tour for single and unaccompanied personnel and a minimum 24-month tour for accompanied personnel. Individuals assigned to a CONUS-isolated station may request reassignment upon completion of the tour. The Air Force will not assign these people involuntarily from one CONUS-isolated station to another. Also, individuals completing a short OS tour are not involuntarily assigned consecutively to a CONUS-isolated station unless there is no other available resource and/or failure to assign the individual would hurt the mission. Short-tour OS returnees who receive an assignment to a CONUS-isolated station may request a change of assignment.

13.4.7.7. Extended Long OS Tour (ELT) Length (Enlisted Only). The ELT volunteer program applies to airmen who volunteer for PCS OS to a long-tour location (one where the accompanied tour length is 24 months or more and the unaccompanied tour length is more than 15 months). Airmen who volunteer for an ELT agree to serve the standard tour length plus an additional 12 months. Tour lengths for various OS locations are listed in AFI 36-2110. ELT volunteers are considered ahead of standard OS tour volunteers according to the priorities shown in AFI 36-2110. The 12-month extended tour period is in addition to the normal (accompanied or unaccompanied) long-tour length the member must serve. A change in status affects the service retainability that must be obtained and the tour length the airman will be required to serve. The requirement for additional service retainability may require a member to extend or reenlist and could affect selective reenlistment bonus (SRB) calculation.

13.4.7.8. Educational Deferment. Airmen who have not yet been selected for a PCS may request deferment from assignment selection when they have nearly completed high school, vocational program, or college degree requirements. Requests for deferment are processed through the education office (which will confirm eligibility). HQ AFPC approves deferments based on the needs of the Air Force; deferments may be waived. Airmen may be deferred up to 9 months to complete high school or up to 12 months to complete a college degree.

13.4.7.9. TDY. AFI 36-2110 provides instructions regarding TDY procedures. The maximum TDY period at any one location in a 12-month period is 179 days unless the SECAF grants a waiver. To the degree possible, airmen are not selected for involuntary OS PCS while performing certain kinds of TDY. Additionally, if selected for involuntary PCS after one of these TDYs, the report not later than date (RNLTDD) will not be within 120 days of the TDY completion date.

13.4.7.10. Dependent Care and Adoption. All military members ensure arrangements are made for care of their dependents when they must be separated due to TDY or PCS. Military couples with dependents and single-member sponsors are expected to fulfill their military obligations on the same basis as other members. They are eligible for worldwide duty and all assignments for which they qualify. To ensure all members remain available for worldwide duty, they must have workable plans to provide parent-like care for their dependents as outlined in AFI 36-2908. Members who cannot or will not meet military commitments due to family needs will be considered for discharge. Members adopting children are given a limited time to

complete the official adoption process and facilitate bonding. Individuals may be authorized deferment during the 4-month period following the date a child is officially placed in the member's home.

13.4.8. TOS and Service Retainability.

Minimum TOS requirements exist to provide continuity to a member's unit and, to the degree possible, reasonable periods of stable family life for Air Force members. Further, upon selection for PCS, a member must have or be able to obtain certain minimum periods of obligated service depending on the type of PCS move. This committed service retainability ensures a member has a period of active duty remaining long enough to offset the costs associated with a PCS. It also provides continuity to the gaining unit and stability to members and their families following PCS. Some types of PCSs require TOS periods or obligated service periods more or less than the normal limits. Refer to AFI 36-2110 for the TOS and retainability requirements for specific types of PCS.

13.4.8.1. CONUS to CONUS. For most PCS moves within the CONUS, career airmen must have at least 36 months of TOS, and FTA must have at least 12 months of TOS. Special circumstances, such as completion of a training course in PCS status, have different TOS minimums. The service retainability requirement for a CONUS-to-CONUS PCS is 24 months regardless of career status.

13.4.8.2. CONUS to OS. FTA must have at least 12 months of TOS to go from CONUS to OS. Career airmen require 24 months of TOS before an OS PCS. When notified of PCS selection, members must have or be eligible to obtain sufficient service retainability to complete the full prescribed unaccompanied OS tour length. Members who do not have retainability may decline to obtain it or, if eligible, may retire instead of accepting a PCS. Declining to obtain retainability for PCS will affect a career airman by making him or her ineligible for promotion and reenlistment. FTA become ineligible for most voluntary assignments. Members who are eligible and desire that their dependents accompany them at Government expense during their OS tours must serve the "accompanied by dependents" OS tour length. This tour is normally longer than the unaccompanied tour. Electing to serve the longer accompanied tour requires the member to obtain the obligated service retainability for the longer tour. Members who are either ineligible or decline to obtain the service retainability for the accompanied tour length will not receive approval for dependent travel at Government expense or command sponsorship.

13.4.8.3. OS to OS. If a member is serving OS and is a volunteer for a PCS consecutive OS tour or in-place consecutive OS tour, the member must complete the full prescribed tour at the current location and the full prescribed OS tour at the new location or another full tour in place.

13.4.8.4. OS to CONUS. Reassignment from OS to CONUS requires the member to have or obtain at least 12 months of obligated service retainability. Members who do not have retainability will, in most cases, be retained in the OS area involuntarily until their date of separation (DOS) and returned to the CONUS for separation.

13.4.9. Enlisted Quarterly Assignments Listing (EQUAL) and EQUAL-Plus.

EQUAL provides airmen a listing of the assignment requirements available for upcoming assignment cycles and allows airmen the opportunity to align personal preferences to actual Air Force needs. The listing identifies what assignments are available, by AFSC and grade, at particular locations. The EQUAL-Plus supplements the EQUAL and is used to advertise requirements for special duty assignments, joint/departmental assignments, short-notice OS assignments, and all CMSgt assignments. EQUAL-Plus shows upcoming requirements, any special qualifications an airman needs to be eligible for selection, the available locations, reporting instructions, and points of contact for additional information. Both lists can be viewed on the HQ AFPC worldwide Web page at <http://www.afpc.randolph.af.mil>.

13.4.10. Assignment Preferences (Enlisted Only).

CMSgts and CMSgt selects volunteer for assignments on EQUAL-Plus by notifying their assignment NCO at HQ AFPC/DPAC. Notification can be via telephone, e-mail, datafax, or electronic message. SMSgts and below use AF Form 392, **Airman Assignment Preference Statement**, to record CONUS or OS assignment preferences. To enhance the chance for selection to a desired location, airmen should consult the EQUAL and EQUAL-Plus listings. Airmen desiring to update their preferences should visit their CSS or MPF to

update their preferences via PC-III terminal. Upon completion of the update, an AF Form 392 (computer-generated copy) is produced and given to the airman. Each airman is individually responsible for the currency and accuracy of assignment preferences. When a change in status occurs, such as marriage, the airman should update preferences accordingly. Outdated preferences or no preferences on file will not be the basis for release of an airman from an assignment for which selected.

13.4.10.1. Non-CONUS Residents. Non-CONUS residents must meet all PCS eligibility criteria provided in AFI 36-2110. When volunteering for assignment to their home area, non-CONUS residents will have equal priority along with other volunteers within a priority group when assignment is to a short-tour location. When volunteering for assignment to their home area as an OS extended long-tour volunteer (airmen), non-CONUS residents will receive equal consideration along with other OS extended long-tour volunteers. When volunteering for the standard OS long tour, non-CONUS residents are considered for assignment to their home area ahead of other standard OS tour volunteers.

13.4.10.2. Assignment of Family Members. Family members (parents, spouse, brothers, sisters, and children) will not be assigned to the same unit or function where one member may or will hold a command or supervisory position over the other.

13.4.11. PCS Cancellation:

13.4.11.1. Cancellation by the Air Force. Once a member is selected for PCS and orders are published, cancellation of the assignment could impose a hardship on the member. A PCS should not normally be cancelled within 60 days of the projected departure date unless the member cannot be effectively used at the projected location. Cancellation may be authorized by the assignment OPR. If the member indicates a hardship will exist as a result of the cancellation, then the MPF will direct the member to prepare a written statement containing the details of the hardship. The statement should be coordinated through the unit commander to the MPF. Upon receipt, the MPF will advise the assignment OPR who will consider reinstatement of the original assignment, provide an alternate assignment, or confirm cancellation and provide the reasons why the member is required to remain at the present base. AFI 36-2110 contains additional information and also contains guidance in the case where a member has departed from his or her previous duty station and is en route to the new location.

13.4.11.2. Cancellation Requested by Member. Airmen who are selected for PCS, TDY, or training and who do not want to participate in an event may elect to request retirement under the 7-day option provision. Airmen who elect to retire are ineligible for promotion consideration and are ineligible for extension of enlistment or reenlistment, except as authorized in conjunction with a request for retirement. Aside from the 7-day option provision, airmen who do not have the minimum required retainability for the event may be eligible to decline so they can obtain retainability. AFI 36-2110 contains complete guidance.

Section 13C—Airman Promotion System

13.5. Objective.

The enlisted promotion system supports DoDD 1304.20, *Enlisted Personnel Management System*, by helping to provide a visible, relatively stable career progression opportunity over the long term; attracting, retaining, and motivating to career service the kinds and numbers of people the military services need; and ensuring a reasonably uniform application of the principle of equal pay for equal work among the military services. This section addresses the program elements of the active duty airman.

13.6. Promotion Quotas.

Promotion quotas for the top five grades (SSgt through CMSgt) are tied to FY-end strength and are affected by funding limits, regulatory limits, and the number of projected vacancies in specific grades. The DoD limits the number of airmen the Air Force may have in the top five grades. Public law limits the number of airmen who may serve on active duty in the grades of SMSgt and CMSgt to 3 percent of the enlisted force.

13.7. Promotion Cycles and General Eligibility Requirements.

The Air Force establishes promotion cycles to ensure timely periodic promotions and to permit more accurate

forecasting of vacancies. Promotion cycles also balance the promotion administrative workload and provide cutoff dates for eligibility. The basis for promotion eligibility is proper skill level, sufficient TIG, sufficient TIS, and a recommendation by the immediate commander. Table 13.1 lists TIG, TIS, and significant dates of promotion. Table 13.2 lists minimum eligibility requirements for each grade.

Table 13.1. TIS and TIG Requirements, Promotion Eligibility Cutoff Dates (PECD), and Test Cycles for Promotion to Amn through CMSgt.

R U L E	A	B	C	D	E
	For Promotion To	TIS	TIG	PECD	Test Cycle
1	Amn	---	6 months	NA	NA
2	A1C	---	10 months	NA	NA
3	SrA	36 months	20 months or 28 months	NA	NA
4	SSgt	3 years	6 months	31 March	May
5	TSgt	5 years	23 months	31 December	February - March
6	MSgt	8 years	24 months	31 December	February - March
7	SMSgt	11 years	20 months	30 September	January
8	CMSgt	14 years	21 months	31 July	September

13.8. Promotion Ineligibility.

There are many reasons why an airman may be considered ineligible for promotion, such as approved retirement, declination for extension or reenlistment, court-martial conviction, control roster action, not recommended by the commander, failure to appear for scheduled testing without a valid reason, absent without leave, etc. When individuals are ineligible for promotion, they cannot test, cannot be considered if already tested, and the projected promotion if already selected will be cancelled.

13.9. Promotion Sequence Numbers (PSN).

HQ AFPC assigns PSNs to airmen selected for promotion to SSgt through CMSgt based on DOR, TAFMS date, and date of birth (DOB). Supplemental selectees are assigned PSNs with decimals.

13.10. Accepting Promotion.

Airmen who accept a promotion are eligible for reassignment and selective retraining in the projected grade. Selectees to the grade of MSgt, SMSgt, and CMSgt with more than 18 years of TAFMS sign a statement of understanding within 10 workdays after selections are confirmed acknowledging they must obtain 2 years of service retainability from the effective date of promotion to qualify for nondisability retirement.

13.11. Declining Promotion.

Airmen may decline a promotion in writing any time prior to the effective date. The declination letter must include name, social security number, promotion cycle, PSN if already selected, and a statement of understanding that reinstatement will not be authorized.

13.12. PME Completion.

Airmen selected for promotion to SSgt, MSgt, or CMSgt must complete in-resident PME before assuming these grades. The personnel data system (PDS) automatically withholds promotion for those who do not complete appropriate PME prior to the promotion effective date.

Table 13.2. Minimum Eligibility Requirements for Promotion. (note 1)

	A	B	C	D	E	F
R U L E	If promotion is to the grade of (note 2)	and the PAFSC as of PECD is at the	and time in current grade computed on the first day of the month before the month promotions are normally made in the cycle is	and the TAFMS on the first day of the last month of the promotion cycle is (note 3)	and the member has	then
1	SrA	3 level (note 4)	Not applicable	1 year		the airman is eligible for promotion if recommended in writing by the promotion authority. He or she must serve on AD in enlisted status as of the PECD, serve in continuous AD until the effective date of promotion, and is not in a condition listed in AFI 36-2502, Table 1.1, on or after the PECD. The individual must be in promotion eligibility status (PES) code X on effective date of promotion. (note 5)
2	SSgt	5 level (note 4)	6 months	3 years		
3	TSgt	7 level (note 4)	23 months (Effective 95A6 cycle)	5 years		
4	MSgt	7 level	24 months	8 years		
5	SMSgt	7 level (note 4)	20 months	11 years	8 yrs cumulative enlisted service (TEMSD) creditable for basic pay (note 6)	
6	CMSgt	9 level (note 4)	21 months	14 years	10 yrs cumulative enlisted service (TEMSD) creditable for basic pay (note 6)	

NOTES:

1. Use this table to determine standard minimum eligibility requirements for promotion consideration. HQ USAF may announce additional eligibility requirements. The individual must serve on enlisted active duty and have continuous active duty as of PECD.
2. The high year of tenure (HYT) policy applicable as of PECD may affect promotion eligibility in grades SrA and above.
3. Use years of satisfactory service for retirement in place of the TAFMS date to determine promotion eligibility for ANG and AFR airmen ordered to active duty. (**EXCEPTION:** Active Guard or Reserve [AGR] or statutory tours.) AFR or ANG airmen are eligible for promotion if extended active duty (EAD) is on or after PECD.
4. Airmen must meet skill-level requirements by the effective date of promotion for SrA and by the PECD for SSgt. SSgts test and compete for promotion to TSgt if they have a 5-skill level as of PECD; however, they must have a 7-skill level before promotion. MSgts and SMSgts must meet minimum skill-level requirements listed above. In some cases, commanders may waive this to allow them to compete for promotion. Airmen demoted to SrA and who are past their HYT for that grade will be given one promotion opportunity based on TIG requirements only. This is regardless if they are eligible to compete for promotion or not. The HYT will be the fourth month after selections are made for the first SSgt promotion cycle the airman is TIG eligible.
5. If a TDY student meets the requirements of this table but does not maintain satisfactory proficiency, the MPF that services the airman's TDY unit notifies the MPF servicing the airman's unit of assignment.
6. Service in a commissioned, warrant, or flight officer status is creditable for pay. Such service does not count for this requirement (38 Comptroller General 598). You may consider a promotion for airmen who meet this requirement on the first day of the last month promotions are normally made in the cycle. Actual promotion does not occur earlier than the first day of the month following the month the airman completes the required enlisted service. This applies if the selectee had a sequence number in an earlier promotion increment; however, if the airman meets the required enlisted service on the first day of the month, the DOR and effective date is that date.

13.13. Promotion by Grade:

13.13.1. Amn and A1C.

The Air Force normally promotes eligible airmen recommended by their commander on a noncompetitive basis. An AB must have 6 months of TIG to be eligible for promotion to Amn. The TIG requirement for an Amn to be eligible for promotion to A1C is 10 months. There are different phase points for individuals graduating from basic military training (BMT) as Amn or A1C that correspond with their earlier promotions. Individuals initially enlisting for a period of 6 years are promoted from AB or Amn to A1C upon completion of either technical training, the indoctrination course (Combat Controller [CCT] [1C2X1] and Pararescue [PJ] [1T2X1] only), or 20 weeks of technical training (start date of the 20-week period is the date of BMT completion), whichever occurs first.

13.13.2. SrA.

The Air Force promotes A1Cs to SrA with either 36 months of TIS and 20 months of TIG or 28 months of TIG, whichever occurs first. They must possess a 3-skill level and be recommended by their unit commander. EPRs are required for all A1Cs who are eligible for BTZ consideration. A1Cs may compete for early advancement to SrA if they meet the minimum eligibility criteria in Table 13.2. If promoted to SrA BTZ, their promotion effective date would be 6 months before their fully qualified date. Individuals are considered in the month (December, March, June, and September) before the quarter (January through March, April through June, July through September, and October through December) they are eligible for BTZ promotion.

13.13.3. SSgt, TSgt, and MSgt.

Promotion to the grades of SSgt through MSgt occurs under one of two programs: the WAPS or Stripes for Exceptional Performers (STEP).

13.13.3.1. WAPS. Airmen compete and test under WAPS in their CAFSC held on the PECD. WAPS consists of six weighted factors: specialty knowledge test (SKT), PFE, TIS, TIG, decorations/awards, and EPRs. Each of these factors is “weighted” or assigned points based on its importance relative to promotion. The total number of points possible under WAPS is 460. The PFE and SKT account for 200 points. The PFE contains a wide range of Air Force knowledge, while the SKT covers AFSC broad technical knowledge. Table 13.3 shows how to calculate points. The Air Force makes promotions under WAPS within each AFSC, not across them. This means that eligibles compete for promotion only with those individuals currently working in their AFSC. Selectees are individuals with the highest scores in each AFSC, within the quota limitations. If more than one individual has the same total score at the cutoff point, the Air Force promotes everyone with that score.

13.13.3.2. STEP Program. The STEP Program, established in 1980, is designed to meet those unique circumstances that, in the commander’s judgment, clearly warrant promotion. Under STEP, commanders of MAJCOMs and FOAs and senior officers in organizations with large enlisted populations may promote a limited number of airmen with exceptional potential to the grades of SSgt through MSgt (each MAJCOM determines its own procedures and STEP selection levels). The commander must ensure personnel promoted meet eligibility requirements including completion of the appropriate PME. An individual may not receive more than one promotion under any combination of promotion programs within a 12-month period. (**EXCEPTION:** A SrA must serve 6 months of TIG before being promoted to SSgt.) Isolated acts or specific achievements should not be the sole basis for promotion under this program. Commanders should guard against using STEP as an enlisted BTZ promotion program. Commanders should give WAPS the opportunity to promote top performers and incline toward promoting deserving hard-chargers who are behind their peers when comparing years of service to the number of stripes they wear. DOR and effective date is the date the selection authority announces the promotion.

Table 13.3. Calculating Points and Factors for Promotion to SSgt through MSgt.

R U L E	A	B																
	If the factor is	then the maximum score is																
1	SKT	100 points. Base individual score on percentage correct (two decimal places). (note 1)																
2	PFE																	
3	TIS	40 points. Award 2 points for each year of TAFMS up to 20 years, as of the last day of the last month of the promotion cycle. Credit 1/6 point for each month of TAFMS (15 days or more = 1/6 point; drop periods less than 15 days). Example: The last day of the last month of the cycle (31 Jul 03 minus TAFMS date (18 Jul 96) equals 7 years 14 days (inclusive dates considered equals 7 x 2 = 14 points). (note 1)																
4	TIG	60 points. Award 1/2 point for each month in grade up to 10 years, as of the first day of the last month of the promotion cycle (count 15 days or more as 1/2 point; drop periods less than 15 days). Example: The first day of the last month of the promotion cycle (1 Jul 03) minus current DOR (1 Jan 00) equals 3 years 6 months 1 day (inclusive dates considered) equals 42 x .5 = 21 points. (note 1)																
5	Decorations	25 points. Assign each decoration a point value based on its order of precedence. (note 2) <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;">Medal of Honor _____</td> <td style="text-align: right; width: 20%;">15</td> </tr> <tr> <td>Air Force/Navy Distinguished Service Crosses _____</td> <td style="text-align: right;">11</td> </tr> <tr> <td>Defense Distinguished Service Medal, Distinguished Service Medal, Silver Star _____</td> <td style="text-align: right;">9</td> </tr> <tr> <td>Legion of Merit, Defense Superior Service Medal, Distinguished Flying Cross _____</td> <td style="text-align: right;">7</td> </tr> <tr> <td>Airman's/Soldier's/Navy-Marine Corps/Coast Guard Bronze Star/Defense/Meritorious Service Medals/Purple Heart _____</td> <td style="text-align: right;">5</td> </tr> <tr> <td>Air, Aerial Achievement, Air Force Commendation, Army Commendation, Navy-Marine Corps Commendations, Joint Services/Coast Guard Commendation Medals _____</td> <td style="text-align: right;">3</td> </tr> <tr> <td>Recruiter Ribbon (note 4) _____</td> <td style="text-align: right;">2</td> </tr> <tr> <td>Navy-Marine Corps, Coast Guard, Air Force, Army, Joint Service Achievement Medals _____</td> <td style="text-align: right;">1</td> </tr> </table>	Medal of Honor _____	15	Air Force/Navy Distinguished Service Crosses _____	11	Defense Distinguished Service Medal, Distinguished Service Medal, Silver Star _____	9	Legion of Merit, Defense Superior Service Medal, Distinguished Flying Cross _____	7	Airman's/Soldier's/Navy-Marine Corps/Coast Guard Bronze Star/Defense/Meritorious Service Medals/Purple Heart _____	5	Air, Aerial Achievement, Air Force Commendation, Army Commendation, Navy-Marine Corps Commendations, Joint Services/Coast Guard Commendation Medals _____	3	Recruiter Ribbon (note 4) _____	2	Navy-Marine Corps, Coast Guard, Air Force, Army, Joint Service Achievement Medals _____	1
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Recruiter Ribbon (note 4) _____	2																	
Navy-Marine Corps, Coast Guard, Air Force, Army, Joint Service Achievement Medals _____	1																	
6	EPRs	135 points. Multiply each EPR rating that closed out within 5 years immediately preceding the PECD, not to exceed 10 reports, by the time-weighted factor for that specific report. The time-weighted factor begins with 50 for the most recent report and decreases in increments of five (50-45-40-35-30-25-20-15-10-5) for each report on file. Multiply that product by the EPR conversion factor of 27. Repeat this step for each report. After calculating each report, add the total value of each report for a sum. Divide that sum by the sum of the time-weighted factors added together for the promotion performance factor (126.60). (notes 1 and 3) <p>Example: EPR string (most recent to oldest): 5B-4B-5B-5B-5B-4B 5 x 50 = 250 x 27 = 6,750 4 x 45 = 180 x 27 = 4,860 5 x 40 = 200 x 27 = 5,400 28,485 ÷ 225 = <u>126.60</u> 5 x 35 = 175 x 27 = 4,725 5 x 30 = 150 x 27 = 4,050 4 x 25 = 100 x 27 = 2,700</p> <div style="display: flex; justify-content: space-around; margin-top: 10px;"> <div style="text-align: center;"> <hr style="width: 50px; margin: 0 auto;"/> <p>225</p> </div> <div style="text-align: center;"> <hr style="width: 100px; margin: 0 auto;"/> <p>28,485</p> </div> </div>																

NOTES:

1. Cut off scores after the second decimal place. Do not use the third decimal place to round up or down.
2. The decoration closeout date must be on or before the PECD. The "prepared" date of the DECOR 6 recommendation for decoration printout (RDP) must be before the date HQ AFPC made the selections for promotion. Fully document resubmitted decorations (downgraded, lost, etc.) and verify they were placed into official channels before the selection date.
3. Do not count nonevaluated periods of performance, such as break in service, report removed through appeal process, etc., in the computation. For example, compute an EPR string of 4B, XB, 5B, 4B the same as 4B, 5B, 4B EPR string.
4. Individuals performing duty in the 8R000 AFSC on 21 Jun 00 or later who have accrued 36 months in that duty and are certified by their Recruiting Service commander are entitled to two WAPS points. The points will count toward promotion when the 36-month certification date is on or before the PECD. The two points remain a weighted factor for all future promotion cycles regardless of AFSC. No additional points are awarded for additional years/tours served in special duty identifier (SDI) 8R000.

13.13.4. SMSgt and CMSgt.

Consideration for promotion to the grades of SMSgt and CMSgt is a two-phase process. Airmen compete and are selected for promotion in the superintendent level (for SMSgt) or the CEM code (for CMSgt) of their CAFSC. Phase I is similar to the WAPS evaluation, although some promotion factors differ. Phase II consists of a central evaluation board at HQ AFPC using the whole-person concept. These two phases are worth up to 795 points. The Air Force selects NCOs with the highest scores in each AFSC for promotion, within the quota limitations. If more than one NCO has the same total score at the cutoff point, the Air Force promotes everyone with that score.

13.14. WAPS Testing:

13.14.1. General Responsibilities and Score Notices.

Preparing for promotion testing is solely an individual responsibility and should not be considered an item for enlisted professional development. WAPS score notices are a means to give airmen a report of their relative standing in the promotion consideration process and should never be provided to or used by anyone other than the individual and his or her commander. An airman's scores cannot be disclosed without the airman's written consent. CSS, first sergeants, supervisors, etc., are not authorized access to an airman's WAPS scores. The commander has the specific duty to notify airmen of promotion selection or nonselection and may need to review their score notices to determine status. Commanders must restrict their use of the scores to notification and advisory counseling on the airman's behalf and must not allow further dissemination of scores or their use for purposes other than advisory counseling.

13.14.2. Individual Responsibilities.

Personal involvement is critical. As a minimum, all airmen testing must:

13.14.2.1. Know their promotion eligibility status.

13.14.2.2. Maintain their specialty and military qualifications to retain their eligibility.

13.14.2.3. Use a self-initiated program of individual study and effort to advance their career under WAPS.

13.14.2.4. Obtain and study all current study references for a particular promotion cycle.

13.14.2.5. Review the annual *WAPS Catalog* to check availability and receipt of correct study references.

13.14.2.6. Be prepared to test the first day of the testing cycle. Members who will be unavailable during the entire testing cycle due to a scheduled TDY must be prepared to test prior to TDY departure even if the TDY departure is before the first day of the testing cycle. An individual can be required to test up to 10 days prior to the start of the testing cycle.

13.14.2.7. Ensure they receive at least 60 days' access to study materials prior to testing.

13.14.2.8. (For SMSgt and CMSgt eligibles) Ensure their selection folder at HQ AFPC is accurate and complete.

13.14.3. Data Verification Record (DVR).

The MPF is responsible for distributing a computer-generated DVR to all eligible airmen so they can review the data used in the promotion selection process. Each eligible airman must review the DVR and report any errors to the MPF. If an error is noted, the airman must immediately contact his or her MPF for assistance. The MPF will update MilPDS with the correct data. Except for updating EPR data, each change will produce an updated promotion brief at HQ AFPC and an updated DVR will be sent to the servicing MPF. Receipt of the updated DVR ensures changes were made. Airmen should verify the updated information. Supplemental promotion consideration may not be granted if an error or omission appeared on the DVR and the individual took no corrective or followup action before the promotion selection date for SSgt through MSgt and before the original evaluation board for SMSgt and CMSgt.

13.14.4. Study Materials:

13.14.4.1. *WAPS Catalog.* The *WAPS Catalog* contains a list by AFSC of all study reference material. The *WAPS Catalog* can also be accessed on the worldwide web at <http://www.afpc.randolph.af.mil/testing>. The *WAPS Catalog* is published each August and contains a study reference list for every promotion test authorized for administration. For example, the study reference for all PFEs is this pamphlet (AFPAM 36-2241, Volume 1), and the study references for all USAFSEs are AFPAM 36-2241, Volumes 1 and 2. SKTs are generally written from CDCs. The *WAPS Catalog* identifies CDCs including the volume number and publication date. Often, the CDCs used as test references are different from CDCs used for upgrade training so it is especially important to check the *WAPS Catalog*. If there is no CDC or if a CDC has been supplemented with other references, that information will appear in the *WAPS Catalog*. The test cycle number in the subject block on the WAPS test notification is the same cycle number that appears at the top of each page of the catalog.

13.14.4.2. *Distribution of WAPS CDCs.* The AFIADL provides each member eligible for promotion a personal set of WAPS CDCs. CDCs are requested automatically through the PDS in July (for SSgts and TSgts) and August (for SrA) each year. A WAPS CDC order notification printout is sent to each individual when CDCs are ordered. Eligible members receive an initial set of CDCs during their first year of eligibility and only new or updated material each year thereafter. They must promptly contact their unit WAPS monitor if the WAPS CDCs have not arrived within the time indicated on the WAPS CDC order notification. Non-CDC study reference materials, such as Air Force instructions or TOs, are available at unit or base level at a ratio of one publication for every five eligibles. Additionally, most Air Force standard publications are available for download at <http://www.e-publishing.af.mil>. Individuals may ask the unit WAPS monitor to order any study reference listed in the *WAPS Catalog* that is not available locally. According to AFI 36-2605, members are granted a minimum of 60 days to review all reference material or they may request a delay in testing provided they initiated timely followup.

13.14.5. Promotion Test Development:

13.14.5.1. *Test Writers.* The Air Force Occupational Measurement Squadron (AFOMS), located at Randolph AFB TX, produces all Air Force promotion tests, which are literally written “by airmen—for airmen.” Although the tests are developed at AFOMS, SNCOs from field units sent TDY to AFOMS write the actual test questions. These NCO subject-matter experts are handpicked based on their extensive knowledge of, and experience in, their career fields. They provide the technical expertise to write their career field’s SKT, while the resident psychologists at AFOMS provide the psychometric expertise required to ensure the tests are not only valid, but also as fair as possible to all examinees. Each test is revised annually.

13.14.5.2. *Test Writing Process.* AFOMS personnel work closely with AFCFMs to stay abreast of changes affecting career fields, which may impact test development. At the beginning of a test development project, the tests under revision are administered to the subject-matter experts. This gives test writers the point of view of the test takers. It also helps them focus on evaluating how well the test content relates to performance in their specialties. They carefully check the references of each question and earmark some for reuse on later test revisions. Only after this is accomplished do they begin writing new test questions. Every question on a test comes from one of the publications appearing on the study reference list published in the *WAPS Catalog*. The answer to every single question on a particular PFE, USAFSE, or SKT can be found in one of the publications on the study reference list for that test. If a document does not appear on the study reference list, it is not used as a test reference.

13.14.5.3. *SKTs.* SKTs measure knowledge important to the job performance of SSgts, TSgts, and MSgts in a particular specialty. SNCOs from each career field write tests for their AFSC using the career field’s CFETP, occupational analysis data, and their experiences to tie test content to important tasks performed in the specialty. In addition, AFOMS psychologists ensure tests are valid and relevant by comparing test questions to actual occupational analysis performance data provided by airmen in a given specialty.

13.14.5.4. *PFE and USAFSE.* The PFE measures the military and supervisory knowledge required of SSgts, TSgts, and MSgts. The USAFSE evaluates practical military, supervisory, and managerial knowledge required in the top two NCO grades.

13.14.6. Test Administration and Scoring.

Promotion tests are administered annually to all airmen competing for promotion to the grades of SSgt through CMSgt. To the greatest extent possible, test administration procedures are standardized to ensure fairness for all members competing for promotion. Strict procedures are used for handling, storing, and transmitting test booklets and answer sheets to preclude the possibility of loss or compromise. All promotion tests are electronically scored at HQ AFPC following thorough quality control steps to ensure accurate test results for each member. The test scanning and scoring process contains many safeguards to verify accuracy, including hand-scoring a percentage of answer sheets (pulled randomly), hand-scoring answer sheets with extremely high and low scores, and physically reviewing answer sheets with unmarked or double-marked responses. Because of the difficulty of the tests, it is not unusual for individuals to receive scores they believe do not reflect their study efforts. Likewise, it is not unusual for some members to receive the same score as the previous year. Information concerning verification of test scores is contained in AFI 36-2605.

13.14.7. WAPS Test Compromise.

Group study (two or more people) is strictly prohibited. This prohibition protects the integrity of the promotion testing program by ensuring promotion test scores are a reflection of each member's individual effort. Air Force members who violate these prohibitions are subject to prosecution under Article 92 of the UCMJ for violating a lawful general regulation. Conviction can result in a dishonorable discharge, forfeiture of all pay and allowances, and confinement for 2 years. Information concerning WAPS test compromise is contained in AFI 36-2605. In addition to group study, specific test compromise situations include, but are not limited to:

13.14.7.1. Discussing the contents of an SKT, PFE, or USAFSE with anyone other than the test control officer or test examiner. Written inquiries or complaints about a test are processed through the test control officer.

13.14.7.2. Sharing pretests or lists of test questions recalled from a current or previous SKT, PFE, or USAFSE; personal study materials; or underlined or highlighted study reference material and commercial study guides with other individuals.

13.14.7.3. Sharing marked or highlighted commercial study guides with anyone else. Although the Air Force does not recommend or support commercial study guides, they may be used to prepare for promotion testing. Placing commercial study guide software on Government computers is prohibited because doing so would imply Air Force sanctioning of the guides. Additionally, there are prohibitions against developing commercial study guides.

13.14.7.4. Creating, storing, or transferring personal study notes on Government computers. Government computers may be used to view electronic versions of official study references such as this pamphlet, Air Force instructions, Air Force policy directives, TOs, etc.

NOTE: Training designed to improve general military knowledge, such as NCO of the quarter or SrA BTZ boards, does not constitute group study as long as the intent of the training is not to study for promotion tests. Likewise, training to improve general study habits or test-taking skills is permissible if the training does not focus on preparing for promotion tests. However, individuals may not collaborate in any way or at any time to prepare for promotion testing.

13.15. Supplemental Promotion Actions.

HQ AFPC conducts in-system promotion consideration during the first 3 to 5 months after initial promotion selection and announces supplemental selection board dates for eligible airmen. Remember, supplemental promotion consideration may not be granted if the DVR showed the error and the individual did not take the necessary steps to correct it prior to promotion selection or prior to the evaluation board. Fully documented supplemental consideration requests are submitted to the MPF in writing with the recommendation of the individual's unit commander. The MPF forwards the request to HQ AFPC; in turn, HQ AFPC convenes a panel, and final promotion determination is made.

Section 13D—Reenlistment and Retraining Opportunities

13.16. Selective Reenlistment Program (SRP).

The SRP applies to all enlisted personnel. Its objective is to ensure the Air Force retains only airmen who consistently demonstrate the capability and willingness to maintain high professional standards.

13.16.1. Selective Reenlistment by Category.

Reenlistment in the Air Force is a privilege, not a right. The SRP provides a process by which commanders and supervisors evaluate all first-term, second-term, and career airmen. FTA receive SRP consideration when they are within 15 months of their ETS. Second-term and career airmen with less than 19 years of TAFMS are considered when they are within 13 months of their original ETS. Career airmen also receive SRP consideration when they are within 13 months of completing 20 years of TAFMS. Once career airmen have served beyond 20 years of TAFMS, they receive SRP consideration each time they are within 13 months of their original ETS.

13.16.2. Responsibilities:

13.16.2.1. Unit Commander. The unit commander has SRP selection and nonselection authority for all airmen. Reenlistment intent or retirement eligibility has no bearing on the SRP consideration process. Unit commanders approve or deny reenlistment and make sure selection or nonselection decisions are consistent with other qualitative decisions (such as promotion) and are based on substantial evidence. Commanders consider EPR ratings, unfavorable information from any substantiated source, the airman's willingness to comply with Air Force standards, and the airman's ability (or lack thereof) to meet required training and duty performance levels when determining if a member may reenlist. Commanders may reverse their decisions at any time. Commanders do not use the SRP when involuntary separation is more appropriate.

13.16.2.2. Immediate Supervisor. Supervisors provide unit commanders with recommendations concerning the airman's career potential. Indorsing officials may perform the duties required by the immediate supervisor if the immediate supervisor is on leave or TDY. Immediate supervisors review the Report on Individual Personnel (RIP) to ensure airmen meet quality standards and the AF Form 1137, **Unfavorable Information File Summary** (if applicable); they then evaluate duty performance and leadership abilities.

13.16.3. Procedures:

13.16.3.1. Selection. The MPF sends each unit an SRP consideration roster that identifies assigned airmen who require SRP consideration. The MPF also sends a RIP for each airman being considered. The CSS forwards the RIP to supervisors so that each supervisor's reenlistment recommendation can be documented. The supervisor should carefully evaluate the airman's duty performance and review the airman's personnel records before making a recommendation to the commander. A supervisor who decides to recommend the airman for reenlistment places an "X" in the appropriate block, signs the RIP, and returns it to the unit commander through the CSS. The commander reviews the recommendation and evaluates the airman's duty performance, future potential, and other pertinent information. The commander selects the airman for reenlistment by annotating and signing the SRP roster. The commander's signature on the roster constitutes formal selection. The commander sends the SRP roster through the CSS to the MPF for processing.

13.16.3.2. Nonselection. If the supervisor decides to not recommend an airman for reenlistment, he or she initiates an AF Form 418, **Selective Reenlistment Program Consideration**, and justifies the recommendation by including specific facts in the remarks section of the form. The commander reviews the recommendation and other pertinent data and decides whether to select the airman. If the commander does not select the airman for reenlistment, the commander completes AF Form 418 and informs the airman of the decision. During the interview, the commander must make sure the airman understands the right to appeal the decision. The airman must make known his or her intention within 3 workdays of the date the airman acknowledges the nonselection decision. The airman must submit the appeal to the MPF within 10 calendar days of the date he or she renders the appeal intent. The commander sends the AF Form 418 to the MPF after the airman signs and initials the appropriate blocks.

13.16.4. SRP Appeals.

Airmen have the right to appeal SRP nonselection decisions. The specific appeal authority is based on an airman’s TAFMS. FTA and career airmen who will complete at least 20 years of TAFMS on their current ETS appeal SRP nonselection to their respective group commanders. The airman’s respective wing commander is the SRP appeal authority for second-term and career airmen who will complete fewer than 16 years of TAFMS on their current ETS. The SECAF is the SRP appeal authority for second-term and career airmen who will complete at least 16 years of TAFMS but fewer than 20 years of TAFMS on their current ETS. The decision of the appeal authority is final. The appeal authority’s decision is documented on the AF Form 418, and the airman is advised of the outcome.

13.17. Enlistment Extensions.

Any airman serving on a regular Air Force enlistment may request an extension if he or she has a valid reason and if it is in the best interest of the Air Force. Eligible FTA may request a 12-month extension for personal convenience. Extensions are granted in whole-month increments. For example, if the individual needs 15 1/2 months of retainability for an assignment, the individual must request a 16-month extension. FTA can only extend for a maximum of 23 months. The total of all such extensions of enlistment for second-term and career airmen must not exceed 48 months during the same enlistment. Certain situations (such as citizenship pending) may warrant exceptions to policy. Once approved, an extension has the legal effect of changing the enlistment agreement by extending the period of obligated service.

13.18. HYT.

HYT provides the Air Force with another method of stabilizing the career structure of the enlisted force. HYT essentially represents the maximum number of years airmen may serve in the grades of SrA through CMSgt. Figure 13.1 lists the HYT for each grade. AFI 36-3208 contains waiver provisions for airmen who believe they have sufficient justification to warrant retention beyond their HYT, but the majority of airmen are not permitted to reenlist or extend their enlistments if their new DOS exceeds their HYT. Airmen may be eligible to request an extension of enlistment to establish a DOS at HYT to separate or retire. Normally, airmen must be within 2 years of their HYT before they can extend.

Figure 13.1. HYT by Grade.

GRADE	HYT
CMSgt	30 years
SMSgt	28 years
MSgt	26 years
TSgt	24 years
SSgt	20 years
SrA	12 years

13.19. SRB.

The SRB is a monetary incentive paid to enlisted members to attract reenlistments in, and retraining into, critical military skills with insufficient reenlistments to sustain the career force in those skills. HQ USAF adds and deletes skills from the SRB list as requirements change. The MPF is the best source of information on SRB skills.

13.19.1. Zones.

The SRB is paid in three zones. Zone A applies to airmen reenlisting between 21 months and 6 years of TAFMS. Zone B applies to airmen reenlisting between 6 and 10 years of TAFMS. Zone C applies to airmen reenlisting between 10 and 14 years of TAFMS.

13.19.2. Computing SRB Awards.

The Air Force calculates the SRB on the basis of monthly base pay at the time of reenlistment, multiplied by the number of years of obligated service incurred on reenlistment, multiplied by the SRB multiple for the skill. The Zone C SRB is only payable for obligated service not exceeding 16 years of active service. The maximum SRB payable to eligible airmen is \$45,000 per zone. After taxes, the Air Force pays 50 percent of the bonus at the time of reenlistment and the remaining 50 percent in equal installments on the anniversary of the reenlistment date.

13.20. Career Airman Reenlistment Reservation System (CAREERS):

13.20.1. Career Force Structure.

Because of various restrictions on the size and composition of the career force, there is generally a limit to the number of FTA who can reenlist. CAREERS is a system designed to manage the reenlistment of FTA, by skill, to preclude surpluses as well as shortages.

13.20.2. Career Job Reservation (CJR) Program:

13.20.2.1. When To Apply for a CJR. HQ USAF meets management requirements by establishing and maintaining a career job requirements file for each AFSC. An AFSC's career job requirements are distributed over a 12-month period. All eligible FTA must have an approved CJR in order to reenlist. FTA may request a CJR no earlier than 13 months prior to their ETS and no later than the last duty day of the month during which they complete 5 months prior to their ETS.

13.20.2.2. CJR Waiting List. When the number of CJR applicants exceeds the number of available quotas, HQ AFPC must use a rank-order process to determine which airmen will receive an approved CJR. Applicants are ranked using the following factors: current grade, projected grade, last three EPR ratings, whether they have a UIF, date of rank, and TAFMS date. Applicants are placed on the Air Force-wide career job applicant waiting list when there are no CJRs available. An airman's position on the waiting list is subject to change as his or her rank order information changes, or as new airmen apply. Airmen may remain on the CJR waiting list until they are within 5 months of their DOS. Supervisors should encourage airmen to pursue retraining into a shortage skill if a CJR is not immediately available.

13.20.2.3. CJR in an Additionally Awarded AFSC. When airmen are placed on the CJR waiting list in their AFSC, they may request a CJR in an additionally awarded AFSC if quotas are readily available, the AFSC is different from their CAFSC, and they possess at least a 3-skill level in the AFSC. **NOTE:** Receipt of an approved CJR in an additionally awarded AFSC does not in itself mean the airmen will perform duty in the AFSC when they reenlist.

13.20.2.4. CJR Expiration Date. When airmen receive an approved CJR, they receive a suspense of their DOS plus 1 day. When airmen voluntarily extend their enlistments, their CJR suspense date is also extended to equal the new DOS plus 1 day to allow airmen to request reenlistment upon completion of that extension period. To keep their approved CJR, airmen must reenlist on or before the CJR expiration date.

13.21. Air Force Retraining Program.

The primary purpose of the Air Force Retraining Program is to give airmen a choice/voice in their career path, return disqualified airmen to a productive status, and maintain balance in the career force to meet mission requirements. Airmen in surplus career fields must be encouraged to retrain into shortage AFSCs. The Air Force Retraining Program provides guidance for two broad categories of airmen: FTA retraining, and second-term and career airmen retraining.

13.21.1. CAREERS Retraining.

With few exceptions, the Air Force doesn't permit FTA to retrain until they complete a minimum of 35 months of their enlistment (4-year enlistees), or 59 months of their enlistment (6-year enlistees). Airmen must request consideration for retraining into a specialty that has retraining-in requirements according to the Online Retraining Advisory. Each month, HQ AFPC conducts the Quality Retraining Program (QRP) board to rank order all CAREERS applications. Applicants are ranked for each retraining AFSC choice using the following factors: most recent EPR, current grade, projected grade, last three EPRs, date of rank, TAFMS date, and airman qualification examination (AQE) score in the applicable area. If not approved after 3 consecutive months of consideration, the entire retraining application is disapproved. When airmen receive approved CAREERS retraining, HQ AFPC issues an approved CJR that normally requires airmen to extend their enlistment for a total of 23 months to satisfy the retainability requirement. Reenlistment is not normally permitted until airmen have successfully obtained a 3-skill level in the retraining AFSC. If airmen cannot extend to satisfy the retainability, HQ AFPC issues a CJR that permits the airmen to reenlist in their current AFSC.

13.21.2. NCO Retraining Program (NCORP).

The Air Force established the NCORP to encourage second-term and career airmen assigned in overage skills to retrain into shortage skills. If the voluntary phase does not meet program goals, HQ USAF initiates a selective (or involuntary) retraining phase. Airmen identified for selective retraining are directed from overage to shortage skills.

13.21.3. Retraining Advisory.

HQ AFPC maintains the Online Retraining Advisory and provides it to all MPFs and MAJCOMs. The advisory is an up-to-date list of all AFSCs showing retraining requirements and overage conditions. The advisory is readily available in the MPF and is a key tool supervisors and commanders should use to advise members of retraining opportunities. AFI 36-2626, *Airman Retraining Program*, establishes retraining eligibility and application procedures.

Section 13E—Awards and Decorations Program

13.22. Introduction.

Air Force personnel make many personal and professional sacrifices to ensure the Air Force accomplishes its mission and is a respected part of society. Acts of valor, heroism, exceptional service, and outstanding achievement deserve special recognition. The Air Force Awards and Decorations Program establishes guidance for recognizing individuals and groups. This program is designed to foster morale, incentive, and esprit de corps. People or units who receive awards and decorations must clearly demonstrate sustained and superior performance. Questions about the Air Force Awards and Decorations Program may be directed to the local MPF.

13.23. Awards:

13.23.1. Service and Campaign Awards.

These awards recognize members for honorable active military service during periods of war or national emergency. They also recognize individuals who participate in specific or significant military operations and who participate in specific types of service while serving on active duty or as a member of the reserve forces.

13.23.1.1. Armed Forces Expeditionary Medal (AFEM) and the National Defense Service Medal (NDSM). Two of the most common service awards being worn by Air Force members today are the AFEM and the NDSM. The AFEM has been authorized during many operations in which US military members participated, such as Operation Restore Hope in Somalia (5 December 1992 to 31 March 1995), Operation Uphold Democracy in Haiti (16 September 1994 to 31 March 1995), and Operation Southern Watch (1 December 1995 to a date to be determined). The NDSM is authorized for active service during the Korean Conflict, Vietnam Conflict, and the Persian Gulf Conflict. Additionally, on 26 April 2002, the Deputy Secretary of Defense authorized members of the United States Armed Forces serving on active duty on or after 11 September 2001 to be awarded the NDSM.

13.23.1.2. Armed Forces Service Medal (AFSM). One of the most recent campaign awards authorized for US service members is the AFSM. It has been authorized for campaigns such as Operation Joint Endeavor from 1 June 1992 to 19 December 1996 and Operation Joint Guard from 20 December 1996 to 20 June 1998.

13.23.2. Unit Awards.

These awards are presented to US military units that distinguish themselves during peacetime or in action against hostile forces or an armed enemy of the United States. To maintain the integrity of unit awards, the acts or services must be clearly and distinctly above that of similar units. An organization may display the award elements of a unit award. Designated subordinate units of the organization may also share in the award; however, higher organizations may not. All assigned or attached people who served with a unit during a period for which a unit award was awarded are authorized the appropriate ribbon if they directly contributed to the mission and accomplishments of the unit. Questions concerning eligibility to wear a specific unit award may be directed to the local MPF. The three most common unit awards worn by Air Force members today are the Air Force Outstanding Unit Award (AFOUA), the Air Force Organizational

Excellence Award (AFOEA), and the Joint Meritorious Unit Award (JMUA).

13.23.2.1. AFOUA. The AFOUA is awarded only to numbered units or NAFs, wings, groups, and squadrons. To be awarded the AFOUA, an organization must have performed meritorious service or outstanding achievements that clearly set the unit above and apart from similar units. Commanders must annually review the accomplishments of their eligible subordinate units and recommend only those units that are truly exceptional. Commanders send AFOUA recommendations to their MAJCOMs for consideration. Certain recommendations for the AFOUA are exempt from annual submission. These are recommendations for specific achievements, combat operations, or conflict with hostile forces.

13.23.2.2. AFOEA. The AFOEA has the same guidelines and approval authority as the AFOUA. It is awarded, however, to unnumbered organizations such as a MAJCOM headquarters, an FOA, a DRU, the Office of the Chief of Staff, the SECDEF, and other Air Staff and deputy assistant chief of staff agencies.

13.23.2.3. JMUA. The JMUA is awarded in the name of the SECDEF to recognize joint units and activities such as a joint task force (JTF) for meritorious achievement or service superior to that normally expected. Air Force members assigned or attached to the joint unit or JTF awarded a JMUA may be eligible to wear the JMUA ribbon.

13.23.3. Achievement Awards.

These awards recognize specific types of achievements or milestones while serving on active duty in the Air Force or as members of the Air Reserve Forces. Air Force members must meet specific eligibility requirements and criteria. The MPF career enhancement element determines and verifies eligibility for the various types of achievement awards and makes the appropriate entry into personnel records. The MPF career enhancement element also procures and provides the initial issue of all achievement medals and ribbons.

13.23.3.1. Air Force Good Conduct Medal (AFGCM). The Air Force awards the AFGCM to enlisted members every 3 years for exemplary conduct on active duty. Commanders determine who will receive the AFGCM and verify that the member's service has been honorable. Commanders may deny the award to the individual if he or she has been convicted by a civil court (other than for a minor traffic violation) or court-martial, received an Article 15 or referral EPR, been placed on the control roster, or for any other reason the commander determines that conduct was not exemplary or service was not honorable.

13.23.3.2. Air Force Longevity Service Award (AFLSA). The Air Force presents the AFLSA every 4 years to members who complete honorable active Federal military service.

13.23.3.3. Air Force Overseas Ribbon (AFOR). The Air Force awards these ribbons to individuals who have completed an overseas (long or short) tour.

13.23.3.4. Air Force Training Ribbon (AFTR). The Air Force awards this ribbon to members who have completed an Air Force accession training program (since 14 August 1974), such as BMT, Officer Training School (OTS), Reserve Officer Training Corps (ROTC), USAF Academy, medical service, and so forth.

13.23.4. Special Trophies and Awards.

The Air Force also sponsors various special trophies and awards programs. Individuals receive these awards in recognition of an act of bravery, an outstanding achievement, or a period of meritorious service. Special trophies and awards are unique in that the commanders of MAJCOMs, FOAs, and DRUs must nominate individuals to compete for these awards. In most cases, commanders submit nominations annually. The competition among the nominees is keen. The commander's nomination alone serves as a meaningful recognition because it places the individual in competition with the best in the Air Force or the nation. Some examples of special trophies and awards are the 12 Outstanding Airmen of the Year Award and the Lance P. Sijan Award Programs. AFI 36-2805, *Special Trophies and Awards*, lists various special trophies and awards programs.

13.23.5. Foreign Service Awards.

The policy of the DoD is that awards from foreign governments may be accepted only in recognition of active combat service or for outstanding or unusually meritorious performance.

13.24. Decorations:

13.24.1. What Is a Decoration?

It is a formal recognition for personal excellence that requires individual nomination and Air Force or DoD approval. Decorations are awarded in recognition of acts of exceptional bravery, outstanding achievement, or meritorious service. The act or service must place an individual's performance high above that of his or her peers and be of such importance that the person cannot receive proper recognition in any other way. When an individual is being considered for a decoration, the determining factors are duty performance, level of responsibility and authority, and the impact of the accomplishment. Each decoration has its own performance requirements for award, and an individual may receive only one decoration for any act, achievement, or period of service. Specific criteria for each decoration are in AFI 36-2803.

13.24.2. Recommending an Individual for a Decoration.

Any person, other than the individual being recommended, having firsthand knowledge of the act, achievement, or service may recommend an individual for a decoration. However, this obligation usually falls on the immediate supervisor. The three most common decorations are the Air Force Achievement Medal, the Air Force Commendation Medal, and the Meritorious Service Medal. Every unit, wing, and MAJCOM has specific submission criteria and procedures for these three decorations. For specific guidance, see the career enhancement element at the local MPF.

Section 13F—Pay and Entitlements

We will continue to review our overall compensation strategy to best serve our members' needs and meet our retention goals.

Lt General Richard E. "Tex" Brown
Air Force Deputy Chief of Staff for Personnel

13.25. Military Pay and Allowances.

DoD 7000.14-R, Volume 7A, contains guidance on pay and allowances and related entitlements.

13.25.1. Withholding Income Tax.

DoD 7000.14-R, Volume 7A, Chapter 44, outlines specific taxable and nontaxable items. Basic pay is considered income for social security, Federal, and state income tax purposes. Incentive pay, special pay, lump-sum payment of accrued leave, and separation pay may or may not be taxable. The taxable value of certain noncash fringe benefits, in excess of statutory limitations, provided to some members is also subject to Federal and applicable state income taxes. Allowances considered nontaxable on 9 September 1986 remain nontaxable. For example, the basic allowance for subsistence (BAS) remains nontaxable. A leave and earnings statement (LES) (Figure 13.2) reflects the current month and year-to-date income for social security and Federal and state income tax purposes under the headings "FICA TAXES," "FED TAXES," and "STATE TAXES" in the middle of the form. The DFAS is responsible for ensuring the LES provides the necessary pay and entitlement information. The present LES was updated to include Thrift Savings Plan (TSP) information.

13.25.2. Military (Basic) Pay:

13.25.2.1. Basic pay is the primary means of compensating members of the Armed Forces for their service to the country. Except during periods of unauthorized absence, excess leave, and confinement after an enlistment expires, every member is entitled to basic pay while on active duty. The amount of basic pay to which a particular member is entitled depends on the member's pay grade and length of service. Adequacy of

military pay raises is measured against annual wage increases received by average Americans in the private sector, as measured by the employment cost index (ECI). The Federal Employees Pay Comparability Act of 1990 requires that Federal employee pay raises (civilian and military) be set at .5 percent below the ECI. However, the FY00 National Defense Authorization Act (NDAA) changed the law to authorize military pay raises be set at .5 percent above the ECI through the year 2006.

Figure 13.2. Leave and Earnings Statement.

DEFENSE FINANCE AND ACCOUNTING SERVICE MILITARY LEAVE AND EARNINGS STATEMENT																	
ID	NAME (LAST, FIRST, MI)				SOC. SEC. NO.	GRADE	PAY DATE	YRS SVC	ETS	BRANCH	ADSN/DSSN	PERIOD COVERED					
	JONES, JOHN J.				123-45-6789	E9	780316	24	050524	AF	4096	1-30 SEP 02					
ENTITLEMENTS				DEDUCTIONS				ALLOTMENTS				SUMMARY					
TYPE		AMOUNT		TYPE		AMOUNT		TYPE		AMOUNT							
ABCDEFGHIJKLMNO	BASE PAY	4251.30		FEDERAL TAXES	487.88			COMB FED CAMPAIGN	10.00			+AMT FWD .00					
	BAS	241.60		FICA-SOC SECURITY	263.58			DISCRETIONARY ALT	194.00			+TOT ENT 5,794.10					
	BAH	970.00		FICA-MEDICARE	61.64			AFAF	3.00			-TOT DED 3,098.89					
	CLOTHING	331.20		SGLI FOR	250,000	20.00		TRICARE DENTAL	19.74			-TOT ALMT 226.74					
				AFRH		127.54						=NET AMT 2,468.47					
				TSP								-CR FWD .00					
				MID-MONTH-PAY		2137.77						=EOM PAY					
												2,468.47					
												DIEMS 780316 RET PLAN FINAL PAY					
	TOTAL		5794.10				3098.89				226.74						
LEAVE	BF BAL	ERND	USED	CR BAL	ETS BAL	LV LOST	LV PAID	USE/LOSE	FED TAXES	WAGE PERIOD	WAGE YTD	M/S	EX	ADD'L TAX	TAX YTD		
	8.5	30.0	27	11.5	91.0	0	50.0	0		4123.76	36742.82	M	00	0.00	4335.09		
FICA TAXES	WAGE PERIOD	SOC WAGE YTD	SOC TAX YTD	MED WAGE YTD	MED TAX YTD	STATE TAXES	TX	WAGE PERIOD	WAGE YTD	M/S	EX	TAX YTD					
	4251.30	37879.20	2348.50	37879.20	549.23				0.00		00	0.00					
PAY DATA	BAQ TYPE	BAQ DEPN	VHA ZIP	RENT AMT	SHARE	STAT	JFTR	DEPNs	2D JFTR	BAS TYPE	CHARITY YTD	TPC	PACIDN				
	W/DEP	CHILD	78150	0.00	1	R	0	0		STANDARD	117.00						
Thrift Savings Plan (TSP)	BASE PAY RATE	BASE PAY CURRENT	SPEC PAY RATE	SPEC PAY CURRENT	INC PAY RATE	INC PAY CURRENT	BONUS PAY RATE	BONUS PAY CURRENT									
	3%		0%		0%		0%										
TSP YTD DEDUCTIONS		DEFERRED	EXEMPT														
1136.38		1136.38	.00														
REMARKS	YTD ENTITLE	49114.80		YTD DEDUCT	8553.70												
													CLOTHING MAINTENANCE 011001-020930(266)				
													BAH BASED ON W/DEP, ZIP 78150				
													BANK RANDOLPH BROOKS FCU				
													ACCT # XXXXXXX				

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13.25.2.2. Grade and length of military service determine the actual rate of basic pay. Military pay date is important because it determines the length of service for pay purposes. In general, the pay date should be the same date the individual entered on active duty if he or she had no prior service before entering the Air Force. However, if the individual previously served in certain governmental agencies or enlisted under the Delayed Enlistment Program before 1 January 1985, the Air Force adjusts the pay date to reflect credit for these periods. On the other hand, periods of AWOL, desertion, and sickness or injury due to personal misconduct will result in negative pay date adjustments.

13.25.3. Special and Incentive Pay.

There are a number of special and incentive pays to recognize certain aspects of duty, to include hazardous

duty incentive pay, imminent danger pay, special duty assignment pay, career enlisted flyer incentive pay, and foreign language proficiency pay. Also included are enlistment and reenlistment bonuses.

13.25.4. Military Allowances.

The allowance system stems from the Government's long-standing concept of furnishing certain items (such as food, quarters, and clothing) in material form, ensuring they would be available to the entire military force. When military members do not receive these items in kind, the Air Force compensates the individual with a monetary allowance. It is a unique pay concept in today's financial world and remains one of the strongest features of the military pay system.

13.25.4.1. Basic Allowance for Housing (BAH). The purpose of BAH is to provide a monthly nontaxable cash allowance to military personnel entitled to basic pay to procure civilian housing based upon the costs of adequate housing for civilians with comparable income levels in the same area. BAH is based on median monthly rental costs plus average utilities and renter's insurance by pay grade, dependency status, and permanent duty assignment location. The 2001 BAH rates were based on 15 percent out-of-pocket expense of the National Median Housing Cost for each grade with and without dependents. That amount of out-of-pocket expense will be incrementally decreased to zero by 2005 to eliminate the median out-of-pocket expense for military members. Most Air Force installations have Government quarters available for members with and without dependents. Members residing in family-type Government quarters forfeit their cash BAH. Since installation commanders are responsible to keep Government quarters occupied, they may require members to get approval to live off base. Military members without dependents in pay grade E-6 and above may voluntarily elect not to occupy the Government quarters without getting approval from the installation commander. Members without dependents residing in Government single-type quarters are entitled to partial BAH unless the quarters (including Government-leased quarters) exceed the minimum standards of single quarters for the member's grade. Members living in single-type government quarters who pay court-ordered child support may qualify for BAH-DIFF. The LES reports the BAH rate below the heading ENTITLEMENTS and is reflected as BAH. The PAY DATA portion of the LES shows the BAH type and BAH dependents, as well as other housing-related data. **NOTE:** BAH is equivalent to BAQ and VHA as identified in the PAY DATA section of the LES.

13.25.4.2. Family Separation, Basic Allowance for Housing (FSH). This allowance helps defray the cost of procuring off-base quarters when a member with dependents is not authorized to move those dependents to the permanent duty station at Government expense and the dependents do not reside at or near the permanent duty station. The rates of FSH are prescribed by the SECDEF and vary by grade.

13.25.4.3. Family Separation Allowance (FSA). Typically, members of the Air Force receive one of two types of FSA: FSA temporary (FSA-T) or FSA reassignment (FSA-R). The following is a brief overview of each allowance:

13.25.4.3.1. FSA-T. This allowance helps defray costs associated with an enforced separation for more than 30 consecutive days because of TDY. If a member has dependents and performs TDY for more than 30 days, he or she may be entitled to FSA-T. Members should contact their finance office to complete the documentation required for FSA-T after settling their travel voucher. Military couples are eligible for FSA-T if separated by military orders for more than 30 consecutive days—the member in receipt of the orders claims the allowance. If both members are in receipt of orders, only one can claim the allowance at a time.

13.25.4.3.2. FSA-R. This monthly allowance helps defray the cost of maintaining two households resulting from a member's forced separation from dependents due to a PCS reassignment. To be eligible for this entitlement, a member's dependents must not live at or near the permanent duty station. This allowance is also paid when military couples are separated by competent orders, even if the couple has no dependents. The couple must be residing together immediately before the separation. The member in receipt of the orders is eligible to claim the allowance. If both members are in receipt of orders, only one can claim the allowance at a time.

13.25.4.4. Station Allowances Outside the United States. The aim of OS station allowances is to help defray the higher than normal cost of living or cost in procuring housing in OS areas. Allowances the DoD authorizes only at certain OS locations include temporary lodging allowance, move-in housing allowance, OS housing allowance, and cost of living allowance. Members receive information regarding their specific

entitlements during in-processing at the new location. Members may also receive information from their local finance office upon notification of a pending OS assignment.

13.25.4.5. BAS. Members assigned to single-type Government quarters and issued a meal card receive BAS with reduction. The discounted meal rate is deducted from the member's pay to reimburse the cost of available Government meals. Meal card holders are allowed to claim missed meals when a Government meal is not reasonably available for consumption. Members authorized to mess separately receive BAS without reduction and pay for meals as they are consumed in the dining facilities.

13.25.4.6. Family Subsistence Supplemental Allowance (FSSA). The FY01 NDAA amended the United States Code, allowing supplemental subsistence allowance for low-income members with dependents. This allowance provides up to \$500 tax-free subsistence allowance for military members eligible for basic pay when gross household income levels are within the highest income standards of eligibility as was then (2001) in effect under the Food Stamp Act of 1977.

13.25.4.7. Clothing Replacement Allowance (CRA). Enlisted military members receive an annual allowance to help maintain, repair, and replace initial issue uniform items as it becomes necessary. There are two types of CRA: CRA Basic, a preliminary replacement allowance paid annually between the 6th and 36th month of active duty; and CRA Standard, a slightly higher allowance that automatically replaces CRA Basic after 36 months of active duty. Entitlement to either allowance depends on the individual's "entered on active duty date" in his or her master military pay account. This allowance is paid on or near the anniversary date of active duty and appears on the LES opposite CLOTHING under the ENTITLEMENTS heading.

13.25.5. Deductions.

The two general categories of payroll deductions are involuntary and voluntary deductions. Further information on these categories is as follows:

13.25.5.1. Involuntary Deductions. Involuntary deductions consist of the following:

13.25.5.1.1. Federal Insurance Contributions Act (FICA) Taxes. The FICA requires the withholding of tax from wages of employees covered by the Social Security Act and the payment of employer's tax by Federal agencies. The revenue generated from these deductions covers survivors, disability, and hospital insurance benefits in retirement. The Air Force contributes an amount equal to the amount withheld from all service members.

13.25.5.1.2. Federal Income Tax Withholding (FITW). The objective of FITW is to withhold an amount from the wages of an employee that will offset the member's Federal income tax bill for the year. Factors such as outside income, one-time taxable entitlements, and the individual's preference for filing short- or long-form tax returns make it impossible to develop a system to offset the tax bill exactly. Factors to consider include different formulas used to determine the amounts withheld for single and married members and the number of exemptions claimed. This amount may not be sufficient to offset a member's tax bill; therefore, the member may have additional Federal income tax withheld if he or she desires. The FITW is in accordance with the Treasury Department Circular E as implemented in Military Service directives. There is a 28-percent tax withholding on all one-time payments.

13.25.5.1.3. State Income Tax Withholding (SITW). The tax laws of the state the member is a legal resident of determine whether the member must pay state taxes. The amount withheld depends upon the state tax rate. One-time payments may also be subject to state tax. The state for tax purposes is reflected in the first column under STATE TAXES on the LES.

13.25.5.1.4. Armed Forces Retirement Home (AFRH). Monthly deductions, up to a maximum of \$1, are set by the SECDEF after consulting with the Armed Forces Retirement Home Board. The money helps support the Naval Home in Gulfport MS and the Soldiers' and Airmen's Home in Washington DC. Residency is limited to those who meet specific service and income requirements.

13.25.5.2. Voluntary Deductions. Military members may also have voluntary deductions established. A few of the more common are listed below:

13.25.5.2.1. Servicemembers Group Life Insurance (SGLI). Effective 1 April 2001, this program automatically insures an eligible member against death in the amount of \$250,000 when the member is performing active duty or active duty for training for an ordered period of more than 30 days. Each member pays a small monthly deduction, and each of the military services contributes from its appropriations. An individual may choose less coverage or elect no coverage, but he or she must do so in writing. The MPF is the OPR for administering the program.

13.25.5.2.2. Allotments. Allotments help service members administer their personal finances. Each member may have up to six purely discretionary allotments covering a wide variety of financial obligations, such as repayment of home loans, automobile loans, delinquent state and Federal income taxes, and American Red Cross or Air Force Aid Society loans. Members may also have an allotment for a personal savings program, support of family members, and payment of insurance premiums. However, there can be no more than one discretionary allotment to the same allottee. Nondiscretionary allotments have limited uses, such as bonds, charitable contributions, and allotments for child or spousal support. Allotments are released at the end of each month to the payee designated. To allow for sufficient processing time, allotments should be requested about 30 days before the desired month. Occasionally, an allotment transaction may occur after the cutoff date for the midmonth payday. This will result in the entire amount of the allotment being deducted from the end-of-month pay. Normally, if paid twice a month, the allotment is deducted in equal amounts from the midmonth and end-of-month pay. If the individual receives pay once a month, the entire amount is deducted from the monthly paycheck.

13.25.6. Military Pay Schedules:

13.25.6.1. Regular Payments. Every military member has the option of receiving pay once or twice a month and may request a change in the frequency at any time. It is important to understand the pay system has “cutoff” days that impact a military member’s pay. The cutoff date is the day when the DFAS-Denver Center stops processing transactions against pay accounts so the regular payroll process can begin. The cutoff is necessary to compute, prepare, and deposit or deliver paychecks. While the cutoff dates fluctuate from payday to payday, they’re generally around the 6th for the midmonth payday and the 20th for the end-of-month payday.

13.25.6.2. Local, Partial, and Emergency Partial Payments. These payments are authorized only for overseas areas where onbase military banking facilities are not readily available. However, under extenuating circumstances, a stateside member may receive an emergency partial payment if the payment is deemed time sensitive and required within 24 hours due to an unforeseen set of circumstances. The member’s commander may authorize immediate cash payments up to the amount of accrued entitlement to date when deemed appropriate to the mission.

13.25.6.3. PCS Advance Payments. Advance payments provide members with funds to meet extraordinary expenses incident to a Government-ordered relocation. In short, it is a loan of up to 3 months of basic pay, less the mandatory deductions of FICA, FITW, SITW, AFRH, and all known debts currently being deducted. If the desired repayment period is 12 months or less, then SrA and below must have the approval of their immediate commander. If the desired repayment period is greater than 12 months or the amount requested is greater than 1 month’s basic pay, then all members must have the approval of their immediate commander. **NOTE:** Repayment periods greater than 12 months are only approved in cases of financial hardship.

13.25.7. Collection of Debts:

13.25.7.1. Debts to the Federal Government:

13.25.7.1.1. An Air Force member who owes debts to the Federal Government or instrumentalities of the Government does not have to give his or her consent for the Air Force to collect. However, if the debt amount exceeds \$100, the individual must be given due process (that is, the individual must receive notification of the pending collection of a debt and be given a chance to repay the debt before any withholding action occurs). However, due process need not be completed before the start of a collection action if an individual’s estimated date of separation isn’t sufficient to complete collection and the Air Force would be unlikely to collect the debt.

13.25.7.1.2. For DoD debts, due process would not apply when the collection action can be completed within

two monthly pay periods. These include debts stemming from willfully damaging or wrongfully taking Government property, writing bad checks to the base exchange or commissary, any indebtedness to a nonappropriated fund activity, and delinquent Federal taxes.

13.25.7.1.3. The Air Force may also collect debts involving any Federal agency, unserved portions of a reenlistment bonus, delinquent hospital bills for family members, excess shipment of household goods, loss or damage to Government property, underpayment of SGLI premiums, and erroneous payments made to or on behalf of the member by the Air Force.

13.25.7.2. Waiver and Remission Provisions. Military members may request relief from valid debts by applying for waiver and remission provisions. The local financial services office has specific guidance and can provide assistance regarding these programs.

13.25.7.2.1. Waiver of Claims for Erroneous Payments of Pay and Allowances. When a member receives erroneous pay or allowances, he or she may apply for a waiver of claims by the United States. Generally, a waiver is granted when there is no indication of fraud, misrepresentation, fault, or lack of good faith on the part of the member or any other person having an interest in obtaining a waiver of the claim. A waiver will usually be denied if the member knew or reasonably should have known the payments were erroneous at the time received.

13.25.7.2.2. Remission. This law only applies to active duty enlisted members. In general, the SECAF may consider any indebtedness for remission. However, the Air Force may not remit or cancel any debt due to noncollection of court-martial forfeiture or due to excess leave. In addition to the circumstances creating the debt and the issue of good faith on the part of the member, financial hardship is a factor for consideration.

13.26. PCS Entitlements:

13.26.1. Transportation Allowance.

When military members go PCS, they may receive a variety of travel allowances. The following paragraphs list some of these allowances:

13.26.1.1. Government-procured Transportation. Upon request, the local traffic management office (TMO) or commercial travel office (CTO) will make transportation arrangements with commercial airlines or surface common carriers, such as rail or bus. Because the transportation is at no cost to military members, they do not receive a transportation allowance. However, if they use Government conveyance or Government-procured transportation, they are eligible to receive per diem and reimbursement for miscellaneous expenses incurred. (*NOTE:* Members must use Government or Government-procured transportation for travel to, from, or between OS points.) The travel orders may specifically authorize an individual to arrange his or her own transportation or, in specific instances, the TMO may issue an individual a statement of nonavailability of Government or Government-procured transportation.

13.26.1.2. Use of Privately Owned Vehicle (POV). Members traveling by POV receive a monetary allowance in lieu of transportation (MALT), plus a flat rate per diem for the distance traveled. Travel by POV is considered more advantageous to the Government for PCS travel performed within the CONUS.

13.26.1.3. Personally-procured Transportation. When authorized, individuals may purchase their own commercial ticket, in which case they are entitled to the actual cost of the ticket, not to exceed the cost the Government would have incurred. This does not apply to travel to, from, or between OS areas. Members must arrange travel through the TMO or CTO under contract with the US Government. Failure to do so may result in nonreimbursement of travel costs.

13.26.1.4. Mixed Modes. When both Government-procured and personally procured modes of transportation are used, the Air Force uses a combination of rules. The local finance office can provide specific guidance.

13.26.2. Dependent Travel.

A military member receives MALT and flat rate per diem for the official distance dependents travel with him or her by POV. If dependents purchase commercial common carrier transportation, the member may be

reimbursed for the actual cost of the transportation, not to exceed the cost the Government would have incurred for ordered travel, and the member receives a per diem allowance for dependents. When the Air Force restricts travel of dependents to an OS location, dependents may move at Government expense to any place within the CONUS the member designates. With special approval, dependents may move outside the CONUS.

13.26.3. Dislocation Allowance.

This allowance is paid at a rate determined by the SECDEF and increased by the annual pay raise. It is payable to all members with dependents when dependents relocate their household goods in conjunction with a PCS. It is also payable to members without dependents if they are not assigned permanent Government quarters upon arrival at the new PDS.

13.26.4. Temporary Lodging Expense and Allowance.

A member arriving or departing PCS at a location within the CONUS may receive temporary lodging expense to help defray the added living expenses incurred while occupying temporary lodging. A member arriving or departing PCS at a location outside the CONUS may receive temporary lodging allowance to help defray the added living expenses incurred while occupying temporary lodging.

13.26.5. Shipment of Household Goods.

A member experiencing a PCS move may ship household goods within certain weight limitations at Government expense. Authorized weight allowances normally depend on the grade of the member and whether he or she has dependents. Also, a member may personally arrange for shipment of household goods. Reimbursement in this case may be limited based on whether a TMO is available.

13.26.6. Shipment of Unaccompanied Baggage.

This provision refers to the portion of the PCS weight allowance members can ship by air transportation. Depending upon their grade, members may ship between 400 and 1,000 pounds.

13.26.7. Shipment of POV.

When authorized, members may ship one POV at Government expense when ordered to go on a PCS to, from, or between OS locations.

13.26.8. Mobile Home Shipment.

Members who own a mobile home should contact the TMO to arrange for its transportation. In certain circumstances, members may arrange or contract personally for the movement of the mobile home. Shipment of a mobile home precludes entitlement to ship unaccompanied baggage and household goods.

13.27. TDY Entitlements:

13.27.1. Per Diem.

This allowance helps defray the cost of quarters, meals, and incidentals, such as tips to waiters and money for laundry and drycleaning. TDY per diem rates depend on the TDY location. Travelers are paid a prescribed amount for meals and incidental expenses plus the actual amount for lodging, not to exceed the maximum lodging rate for the specific location. The rates depend on the availability of Government facilities, such as quarters and dining facilities.

13.27.2. Transportation.

The mode of transportation used between the points designated in the travel order will determine the transportation entitlement. For example, if the Government provides or arranges transportation at no cost, the member would not receive a transportation allowance. On the other hand, if the member receives authorization to travel at personal expense, he or she will receive a reimbursement. If authorized by the

orders-issuing authority, the member may drive a POV and be reimbursed. The member may receive mileage reimbursement plus per diem if cost-effective or it may be limited to what it would have cost the Government to procure the transportation. For other modes of travel, an individual must make all travel arrangements with the TMO or CTO. Failure to contact the TMO or CTO for official travel results in nonreimbursement of travel expenses.

13.27.3. Miscellaneous Reimbursable Expenses.

Reimbursable expenses include lodging taxes (United States and possessions only); tips for baggage handling at airports; official telephone calls; travel from home or place of lodging to the servicing transportation terminal by either taxi, limousine, bus, or POV; fees for traveler's checks, passports, and visas; and rental vehicles when authorized on travel orders.

13.28. The Government Travel Card Program:

13.28.1. Purpose.

This program gives the Air Force traveler the freedom and flexibility to perform his or her Government travel using the card for hotels, meals, and miscellaneous travel-related expenses without needing a cash advance from the financial services office. However, as in any program affecting the use and transfer of Government funds, there are strict rules governing its application. Proper use of the card is essential for the efficient administration of official Government business and may be used only for official Government travel.

13.28.2. Agency Program Coordinators (APC).

APCs administer the Government Travel Card Program for the commander at the unit and base level. APCs receive transaction reports from the card company detailing all transactions made by cardholders under their administration. The APCs report suspected charge card abuses or nonpayment of a bill to the commander. While in travel status, individuals should contact their unit APC with any questions concerning the authorized uses of the card. Any abuse of the card may result in suspension of card privileges and disciplinary action by the commander.

13.28.3. Card Use.

All Air Force military members and civilian employees issued a Government travel card must use the card for expenses they incur during official travel. While traveling on Government business, the card should be used to charge lodging expenses in connection with official travel, including destination point and while en route. Such lodging expenses charged to the card must be in support of Government travel only. Transportation expenses, local ground transportation, and rental car expenses authorized on travel orders should also be charged. As with lodging, such transportation expenses must be in support of Government business only. Meal expenses in connection with official travel can be charged while away from the home installation, including while en route to or from the travel location. Some charges are referred to as incidental items, such as pay movies, personal telephone calls, and alcoholic beverages. If an alcoholic beverage or similar incidental expense item is part of an otherwise reimbursable expense, such as part of a meal or part of a room charge, the card may be used to pay for the purchase so long as the charges are reasonable under the circumstances and the traveler pays the travel card company for these charges as part of the normal billing process. Members who need to pay cash for a given expense should obtain funds with the travel card from an automated teller machine (ATM). Members are given a personal identification number (PIN) when they receive their card for this purpose. **NOTE:** The PIN is unique to the specific card and must be safeguarded.

13.28.4. Card Abuse.

Travel card abuse is detrimental to the Air Force because it impairs readiness and efficiency. Unauthorized use may jeopardize the cardholder's good standing with the card company and, in turn, may cause privileges to be suspended or revoked, making it difficult to perform official duties. Moreover, not paying the bill or allowing the account to become delinquent will result in collection action. Therefore, abuse of the card is prejudicial to good order and discipline and may tend to bring discredit upon the Air Force. Abuse may also lead to adverse administrative action or punitive action.

13.28.5. How To Pay the Card Company.

The travel card contractor provides detailed monthly bills. Payments should be made promptly (within the current billing cycle). Remittance is made to the address provided on the bill. Travelers are highly encouraged to use the split disbursement travel voucher option which electronically pays the bank by electronic funds transfer (EFT).

13.28.5.1. TDY Expenses. When the TDY is completed, the individual files a DD Form 1351-2, **Travel Voucher or Subvoucher**, to obtain full reimbursement. The member is expected to pay the amount billed upon receipt of the monthly statement from the card company. In cases where the person is TDY for 45 days or more, the person is entitled to payment of accrued TDY entitlements every 30 days. Commands have the authority to use EFT to immediately credit the member's account at his or her financial institution when the member leaves on an extended TDY or to suspend the payment to be disbursed every 30 days for the length of the TDY. An extended TDY trip is no excuse for late payment of the bill. It may be advisable to establish an EFT to pay the bill.

13.28.5.2. PCS Expenses. If a PCS will take more than 45 days, the member is allowed an EFT advance to his or her financial institution to cover card charges. However, the individual is still responsible for keeping the bill current while in a PCS status. The individual must notify either the losing or gaining APC as soon as he or she reports to the new duty station. The losing APC will not cancel the card but will notify the card company of the PCS so the individual is removed from that unit's reporting requirement. The gaining APC will notify the card company when the member arrives so the address listing can be updated.

13.28.6. Delinquencies.

Any delinquencies are subject to garnishment directly from a member's payroll account subject to compliance with DFAS regulations and receipt of a court order. Delinquency and other travel card abuse will not be tolerated. Members must be aware of the billing process. Failure to make a payment on a card statement, causing the account to become delinquent, is abuse of the card.

13.29. The USAF Uniformed Services TSP:

13.29.1. Purpose.

TSP is a retirement savings and investment plan established for Federal employees as part of the Federal Employees' Retirement Act of 1986. This program was expanded to include uniformed service employees by authorization in the FY01 NDAA. This plan offers tax deferral advantages similar to those in an individual retirement account (IRA) or 401 (K) plan. TSP contributions are taken out of pay before taxes are computed, so individual tax obligations are reduced.

13.29.2. Participating in the TSP.

Starting in 2002, members can contribute up to 7 percent of basic pay each period to their TSP account. This contribution limit will increase 1 percent per year through 2005, after which participants will be limited only by the Internal Revenue Code's annual limits. In addition to the percent of basic pay contributions, a member may also contribute from 1 to 100 percent of any incentive or special pay he or she receives. The amounts contributed within each authorized category must be stated as a whole percent.

13.29.3. Education and Awareness.

Family support centers have the responsibility through personal financial management counseling to provide program guidance to all military members. Members requiring customer assistance for TSP pay-related questions, LES interpretations, and financial issues should contact their financial services office.

Section 13G—Benefits

13.30. Educational Benefits.

DoDD 1322.8, *Voluntary Education Programs for Military Personnel*, states that programs shall be established and

maintained within the DoD that provide service members with educational opportunities in which they may participate voluntarily during their off-duty time or at such other times as authorized by Military Services' policies. Additionally, voluntary education programs shall provide educational opportunities comparable to those available to citizens outside the military; be available to all active duty personnel regardless of their duty location; and include courses and services provided by accredited postsecondary vocational and technical schools, colleges, and universities.

13.30.1. Financial Assistance.

To help defray the cost of obtaining off-duty education, the Air Force offers the following three programs for enlisted personnel:

13.30.1.1. Tuition Assistance (TA). To assist individuals in furthering their education, the Air Force provides a TA program (with some restrictions) to all eligible Air Force members. The Air Force pays 100 percent of the cost of tuition and instructional fees at approved institutions not to exceed \$250 per semester hour, with an annual cap of \$4,500 as of 1 October 2002. TA cannot be used to purchase textbooks unless the textbooks are included in the academic institution's published tuition.

13.30.1.2. Veterans Education Assistance Program (VEAP). VEAP is the successor to the Vietnam Era GI Bill. Unlike the Vietnam Era GI Bill, VEAP is a contributory program in which the Government pays \$2 for every \$1 the member contributes. Members may contribute up to \$2,700. The VEAP is only available to members who entered active duty between 1977 and 1985 and participated in the program. Members may use this money after they complete their initial obligated service time.

13.30.1.3. Montgomery GI Bill (MGIB). Eligible individuals who entered the service for the first time on or after 1 July 1985 are enrolled in the MGIB. This program is a reduced-pay program. Individuals receive reduced pay (\$100 less per month) for 12 consecutive months. As of 1 November 2000, the total education benefit package equaled \$23,400 (\$650 multiplied by 36 months of benefits). In-service use of the MGIB is permitted after 2 years of continuous active duty. Benefits expire 10 years after separation or retirement. **NOTE:** The amount of the total benefit is adjusted each year in relation to the cost of living index.

13.30.2. CCAF:

13.30.2.1. Pre-CCAF. In the early 1970s with the drawdown of the Vietnam Conflict, the Air Force found its NCO force taking on more and more midlevel managerial responsibilities previously accomplished by officers. At the same time, more Air Force jobs were moving into the high-technology arena. At the time, Air Force enlisted personnel had little or no organized opportunity to bring together their educational experiences, formal or informal, into a coherent pattern directly related to their Air Force jobs. Civilian schools offered programs providing a range of academic course work, but few offered credentialing programs related to Air Force specialties such as munitions or missile maintenance. The few enlisted personnel who could find a program faced problems resulting from frequent relocations. As early as the 1960s, work had been done to establish the validity and rigor of Air Force training material in technical schools. Although Air Force training was shown to be at least equal to the best postsecondary occupational technical education available, there was no system to translate the academic value into terms understood and recognized by the civilian community.

13.30.2.2. CCAF is Established. Lt Gen George B. Simler, Commander of Air Training Command (ATC), and representatives of Air University and the Air Force Academy held a series of conferences in 1971 to address these issues. On 25 January 1972, the SECAF approved the plan to activate the CCAF. ATC established the college on 1 April 1972 at Randolph AFB TX. On 12 December 1973, the Commission on Occupational Education Institutions of the Southern Association of Colleges and Schools (SACS) accredited the CCAF and reaffirmed accreditation in 1975. In 1975, the Air Force sought degree-granting authority for the college from Congress. President Gerald R. Ford signed a public law on 14 July 1976 authorizing the ATC commander to confer the associate degree. A site review committee composed of nationally recognized educators appointed by the US Office of Education evaluated the college in October 1976. After favorable recommendations by the committee and successful public hearings in Washington DC, the Commissioner of Education certified degree-granting authority in January 1977. The college awarded its first associate in applied science degree in April 1977. Since charter clarification in 1975 limited the Commission on Occupational Education Institutions to nondegree-granting institutions, the college immediately began the transition to the SACS Commission on Colleges. The Commission on Colleges accredited the college on

12 December 1980 and reaffirmed its accreditation in 1986 and again in 1997 until the year 2006.

13.30.2.3. CCAF Today. Over the years, the college has grown both in numbers and recognition. With more than 370,000 registered students, the college is the largest multicampus community college in the world. Affiliated schools are located in 36 states, the District of Columbia, 5 foreign countries, and Guam. Nearly 7,000 CCAF faculty members provide instruction for the personal and professional development of enlisted personnel. More than a million transcripts have been issued. In 1999-2000, CCAF students earned 1.53 million hours of college credit. Since issuing the first degree in 1977, the college has awarded more than 201,000 associate degrees in applied science. The CCAF degree and certification programs enhance mission readiness, contribute to recruiting, assist in retention, and support the career transitions of Air Force enlisted members.

13.30.3. College Credit by Examination.

Military members may earn college credits through examination. By doing well on the examinations, individuals may earn up to 60 semester hours of college credit at no financial cost to the individual. The two major types of examinations available to military personnel are as follows:

13.30.3.1. The Defense Activity for Nontraditional Education Support (DANTES). The DANTES subject standardized tests (DSST) offer a series of tests for obtaining academic credit for college-level knowledge. The DSSTs are essentially course achievement tests. Each DSST is based on several textbooks commonly used for a course of the same or similar title. Some of the DSSTs include law enforcement, business, natural science, social science and history, and mathematics.

13.30.3.2. The College-Level Examination Program (CLEP). CLEP tests show college-level competency. The general CLEP tests measure college-level achievement in five basic areas: English composition, humanities, mathematics, natural science, and social science and history. These tests usually cover the first 30 semester hours of college (3 to 12 semester hours per test depending on the college). In addition to the five general CLEP areas listed above, CLEP tests are also available in subject areas that include business, English, humanities, social sciences, mathematics, natural sciences, and foreign language.

13.30.4. Air Force Educational Leave of Absence (AFELA):

13.30.4.1. Background:

13.30.4.1.1. In 1985, an educational leave of absence (ELA) program was incorporated under Title 10, United States Code, that was similar in many respects to the Air Force Bootstrap Program. Due to questions from Air Force members on the ELA, United States Air Force JAG reviewed the ELA and Bootstrap policies and determined the Bootstrap Program could not continue. AFELA replaced the Bootstrap Education Program in February 2002.

13.30.4.1.2. The AFELA program brought two principal changes. First, Bootstrap participants had a three-to-one ADSC, whereas AFELA participants have 2 months of additional obligated service for each month of the leave of absence. Under AFELA, the new commitment is in addition to any other period of obligated service or active duty commitment to which the member is already committed. Second, a member in Bootstrap was sent in PTDY status, drawing basic pay and all special pay and allowances; a member in AFELA is in educational leave status and entitled to basic pay only.

13.30.4.2. Program Highlights. The AFELA program is intended primarily for career Air Force military personnel. It is only used when an individual has completed as much as possible of a program through the off-duty education program, it is evident that completion of the program is not possible during the current assignment or with an education deferment, or it is necessary to accelerate academic requirements for application to an Air Force Institute of Technology (AFIT) degree or Air Force commissioning program. Air Force appropriated funds may not be used to pay for tuition, fees, books, or other supplies in connection with AFELA. In some cases, therefore, it may be advantageous for the individual to use leave rather than AFELA wherein TA could be made available. However, in-service Veterans Affairs (VA) or VEAP education benefits may be used to defray tuition costs.

13.30.5. Commissioning Programs.

Enlisted members can obtain a commission while on active duty through one of various commissioning programs. A few of the most common include:

13.30.5.1. Airman Education and Commissioning Program (AECP). The AECP allows active duty airmen to earn initial or additional academic degrees to meet Air Force needs. Airmen selected for the AECP attend a civilian educational institution full time and remain on active duty. Depending upon the academic discipline, the Air Force allows up to 36 months to complete the work in a full-time course of study at a civilian educational institution. Upon graduation from college, the individual is enrolled in OTS with the Air Force. After OTS, the airman is commissioned as a second lieutenant and incurs an initial 4-year ADSC.

13.30.5.2. OTS. Military members possessing a baccalaureate or higher degree from an accredited college or university may be eligible for a commission through the OTS program. AFI 36-2013, *Officer Training School (OTS) and Airman Commissioning Programs*, contains specific guidance. Additionally, the base education services officer has information and can provide assistance.

13.30.5.3. United States Air Force Academy (USAFA). The USAFA offers an attractive opportunity for young men and women who want to further their education and pursue a career in the Air Force. The USAFA provides 4 years of academic education with military and physical training to prepare cadets to become Air Force officers. Applicants must be single without dependents and meet the age requirement. Graduates receive a bachelor's degree. Some USAFA applicants who have an overall excellent record, but a weakness in mathematics or English, may be offered admission to the Air Force Academy Preparatory School. Students receive intensive instruction in English, mathematics, and military and physical training. Upon graduation, many are offered admission to the USAFA for the following year. Interested personnel should contact the base education office or the USAFA admissions office for additional information.

13.30.5.4. Scholarships for Outstanding Airmen to ROTC (SOAR) Program. SOAR is a commander's program to select top-flight enlisted members for commissioning. SOAR offers active-duty enlisted personnel the opportunity to earn a commission while completing their bachelor's degree as an Air Force ROTC cadet. Those selected separate from the active-duty Air Force, join an Air Force ROTC detachment, and become full-time college students. The Air Force provides them with a tuition and fees scholarship of up to \$15,000 per year, an annual textbook allowance, and a monthly nontaxable stipend. This scholarship is awarded for 2 to 4 years depending upon how many years the individual has remaining in his or her degree program. The program is open to students in any major. Upon graduation and completion of the program, the individual is commissioned as a second lieutenant and returns to active duty.

13.30.5.5. AFROTC Airman Scholarship and Commissioning Program (ASCP). This program allows military members to receive an AFROTC scholarship to attend a college or university of their choice provided it offers an AFROTC program. If selected for this program, the individual is discharged from active duty and enlisted into the Air Force Inactive Obligated Reserve. Upon completion of the degree and the AFROTC requirements, the individual receives an Air Force commission.

13.31. Medical Care:

13.31.1. TRICARE/Civilian Health and Medical Program of the Uniformed Services (CHAMPUS).

In response to the challenge of maintaining medical combat readiness while providing the best healthcare for all eligible personnel, the DoD introduced TRICARE. TRICARE is a regionally managed healthcare program for active duty and retired members of the uniformed services, their families, and survivors. TRICARE brings together the healthcare resources of the Army, Navy, and Air Force and supplements them with networks of civilian healthcare professionals to provide better access and high quality service while maintaining the capability to support military operations. TRICARE is being implemented throughout the United States, Europe, Latin America, and the Pacific as a way to:

13.31.1.1. Improve overall access to healthcare for beneficiaries.

13.31.1.2. Provide faster, more convenient access to civilian healthcare.

13.31.1.3. Create a more efficient way to receive healthcare.

13.31.1.4. Offer enhanced services, including preventive care.

13.31.1.5. Provide choices for healthcare.

13.31.1.6. Control escalating costs.

13.31.2. TRICARE Plans.

TRICARE offers eligible members three choices for their healthcare: TRICARE Prime, TRICARE Extra, and TRICARE Standard. Active duty personnel are enrolled in TRICARE Prime and pay no fees. Active duty family members pay no enrollment fees, but they must choose a TRICARE option and apply for enrollment in TRICARE Prime. If the family member has another primary healthcare insurance provider, TRICARE Prime may not be his or her best option. Health benefits advisors at local TRICARE service centers or the MTF are available to help the member decide which option is best.

13.31.2.1. TRICARE Prime. Under TRICARE Prime, most healthcare comes from an MTF, augmented by the TRICARE contractor's preferred provider network. All active duty service members are enrolled in TRICARE Prime and continue to receive most of their care from military personnel. A member's primary care manager (PCM) (or team of providers) will see the member first, provide and/or coordinate his or her care, maintain his or her health records, and refer the member to specialists if necessary. To be covered, specialty care must be arranged and approved by the PCM.

13.31.2.2. TRICARE Extra. Anyone who is CHAMPUS eligible may use TRICARE Extra. Active duty personnel are not CHAMPUS eligible and are enrolled in TRICARE Prime. Under TRICARE Extra, the individual chooses a doctor, hospital, or other medical provider listed in the TRICARE directory. There is no enrollment fee; however, patients pay a deductible and copayment, the choice of provider is limited, and the individual does not have a PCM.

13.31.2.3. TRICARE Standard. TRICARE Standard is the new name for the traditional CHAMPUS. Under this plan, the patient sees the authorized provider of his or her choice. People who are happy with coverage from a current civilian provider often opt for this plan; however, having this flexibility means the care generally costs more. If space allows and after TRICARE Prime patients have been served, treatment may also be available at an MTF. Anyone who is CHAMPUS eligible may use TRICARE Standard. This plan offers the broadest choice of providers; there is no enrollment fee, but patients pay a deductible copayment and the balance of a bill if the balance exceeds allowable changes and the provider is nonparticipating. The beneficiaries may also have to complete their own paperwork and file their own claims.

13.31.3. Dental Care.

The TRICARE Dental Program (TDP) is an insurance plan that offers dental coverage for a wide range of services to enrolled family members of active duty, AGR, and selected reserve (SelRes), and individual ready reserve (IRR) members and their families in both CONUS and OS locations. Civilian dentists provide the care under the TDP. Either the dentists or the patient may file claims with the civilian contractor operating the dental plan for the uniformed services. Sponsors pay a monthly premium by payroll deduction or direct billing in certain circumstances and pay a cost-share for some services provided. For more information about TDP, individuals should contact the health benefits advisor at the nearest MTF or visit the United Concordia web site at <http://www.ucci.com>.

13.32. Legal Services.

Legal offices provide legal assistance for two purposes: mission-related legal assistance, to ensure the legal difficulties of military members do not adversely affect command effectiveness or readiness; and nonmission-related legal assistance, to assist certain categories of beneficiaries. Mission-related legal assistance is provided to active duty members, including reservists and guardsmen on Federal active duty, and their family members entitled to an identification card, and for civilian employees stationed overseas and their families. Assistance includes wills, living wills, powers of attorney, notary services, dependent care issues, casualty affairs, and land-lord-tenant and lease issues. Base legal offices provide nonmission-related legal assistance to eligible beneficiaries as resources and

expertise permits. Eligible beneficiaries include retired personnel and their families.

13.33. Air Force Services and Family Support Center Programs:

13.33.1. Services Programs.

Services programs support the Air Force mission by contributing to readiness and improving productivity through programs promoting fitness, esprit de corps, and quality of life for authorized patrons or customers. Services programs are vital to mission accomplishment and form an integral part of the nonpay compensation system. These programs provide a sense of community among patrons and provide support services commonly furnished by other employers or other state and local governments to their employees and citizens. They provide for the physical, cultural, and social needs and general well-being of military members and their families, providing community support systems that make Air Force bases hometowns for a mobile military population. To achieve this mission, services provides an array of activities designed to fulfill individual interests and basic individual, family, and group needs. These activities include but are not limited to:

13.33.1.1. Individual Interests. These interests include education support, skills development centers, golf, bowling, recreation sites, outdoor recreation, equipment issue, swimming pools, marinas, membership clubs, specialty resale outlets, tickets and tours, and other activities that add to the quality of life of the base community.

13.33.1.2. Basic Individual Needs. Included in this listing are troop feeding, lodging, fitness, access to information, and leisure pastimes (such as golf and bowling).

13.33.1.3. Basic Family Needs. Child development programs, youth programs, reading programs, and temporary lodging facilities are some of the basic family needs.

13.33.1.4. Basic Group Needs. Types of group needs include sports and social recreation, such as entertainment and food and/or beverage operations.

13.33.2. Family Support Center (FSC).

The FSC Program is designed to assist commanders in providing the health and welfare of the military community. The FSC supports mission readiness by helping individuals and families adapt to the changes and demands of military life. FSC core activities include: family readiness (assistance during mobilization and deployments, local/national emergencies and disaster response); information, referral, and followup (linkage to other resources); leadership consultation (assistance to commanders and first sergeants); life skills education (prevention and enrichment services); and crisis assistance (immediate, short-term support to help individuals and families with challenging life situations). FSCs are also responsible for the Personal Financial Management Program, Air Force Aid Society (AFAS), Career Focus Program, Volunteer Resource Program, Relocation Assistance Program, and the Transition Assistance Program.

13.34. American Red Cross (ARC).

The ARC is established and accepted on many Air Force installations. This organization provides general welfare and referral services for Air Force personnel and their families. It is a 24-hour humanitarian organization led by volunteers to provide relief to victims of disasters and to assist members in preventing, preparing for, and responding to emergencies. One of the primary responsibilities of the ARC is to help Air Force personnel and their families communicate with each other in emergencies. The ARC is authorized, on behalf of the AFAS, to provide financial assistance using AFAS funds to Air Force active duty service members, retirees, widowers, and their eligible family members. The ARC assists patients in Air Force hospitals by comforting and caring for visiting relatives. The ARC also directs volunteers who may provide patients with personal services, such as shopping, writing letters, and making friendly visits. The ARC provides instruction in water safety, first aid, cardiopulmonary resuscitation, and health education; accepts blood donations; and assists prisoners of war. Also, the ARC may provide comfort articles for patients without funds.

13.35. Retirement Benefits.

Military members are eligible to retire if they have 20 years of TAFMS. A retirement application may be submitted to the MPF up to 12 months, but no less than 120 days, in advance of the minimum required service. Every individual who hopes to retire one day should be familiar with the following information. This information is not all inclusive, and there are exceptions. Every military member should seek personal counseling from the MPF *before* making firm plans.

13.35.1. Place of Retirement.

In general, a member may retire in the CONUS. Members assigned to a duty station in the CONUS retire at the duty station. Members may also retire OS at the OS duty station or at a separation-processing base of choice. If the member elects to retire OS and live permanently in that country, he or she must comply with command and host government residency rules prior to the date of retirement.

13.35.2. Retired Pay.

The date initially entered military service (DIEMS) determines which of the three existing retirement pay plans applies to a member. The DIEMS is the date of the initial enlistment into any reserve or regular component of the US Armed Forces and will coincide with enlistment in any active component's delayed entry/enlistment program when applicable. The DIEMS is a fixed date that is not subject to adjustment because of a break in service. Current active military personnel will fall under one of the following three retirement plans with their retired pay calculated as indicated in Table 13.4.

13.36. VA Compensation.

Retirees with a compensable service-connected disability may, on application, be paid by the VA for that disability. However, Air Force retired pay must be reduced by the amount paid by the VA. Any benefits paid by the VA are nontaxable, whereas Air Force retired pay may be partially or fully taxable. DFAS-Cleveland Center and VA pay experts should explain this complex subject, with varying standards, on an individual basis.

13.37. Survivor Benefit Plan (SBP):

13.37.1. Congress enacted the SBP on 21 September 1972 to offer military retirees a way to provide a monthly income to their survivors. Retired pay stops once a retiree dies unless he or she opted to participate in SBP. Under the provisions of SBP, a surviving spouse receives a portion of his or her spouse's retired pay for life. For example, a deduction of \$130 a month from a retiree's monthly pay of \$2,000 will provide a surviving spouse with an annuity of \$1,100 a month until age 62 and a lifetime annuity of \$700 a month thereafter (with annual adjustments to protect against inflation). Members (with a spouse or children) who die in the line of duty are automatically covered by SBP at the maximum level computed with the maximum multiplier for a 100 percent disability retirement but pay no premiums while on active duty. Retirement-eligible members who die outside of the line of duty are also covered with the survivor annuity computed on a multiplier based on years of service versus 100 percent disability. Before retiring, all service members, regardless of marital status, must decide whether to take SBP coverage into retirement.

13.37.2. Upon retirement, a married member is automatically enrolled in the SBP with maximum spouse coverage based on full retired pay unless the spouse has concurred in writing for either a lesser amount or no coverage at all. In addition to spouse-only coverage, a retiree may also choose from spouse and child (or children), child only, or (if unmarried with one or no children) an insurable-interest person who has a financial interest in the member's life. Former spouses can even be designated as SBP beneficiaries. The premiums paid by the retiree will vary depending on the type and amount of coverage selected at retirement. Premiums are deducted monthly from the retired pay and are excluded from taxable income.

13.37.3. SBP offers features that may not be affordable—or even available—in other forms of survivor protection plans. A key feature of the program is the security of a permanent, monthly, lifetime income provided to a surviving spouse. In addition, annual COLAs to the annuity amount protect it from the adverse effects of inflation. Another feature is automatic reinstatement of coverage for the spouse if the retiree loses a spouse and then later remarries, without an increase in costs regardless of his or her health at that time. Members who are unmarried at retirement may also elect to cover a future spouse if the election is received by the DFAS center before the first anniversary of the marriage. Again, there is no premium penalty even though the member is older and may be in poor health. Since 1976,

the program provides for suspending premiums in the event of the death of the covered spouse or if the marriage ends in divorce. Finally, SBP premiums are subsidized by the DoD to lower costs to retirees and are not taxable as income by the Federal Government. Originally, the decision to participate in SBP was irrevocable. However, this was changed to allow retirees to opt out of SBP between their second and third years of retirement.

Table 13.4. Retirement Pay Plans.

LINE	A	B	C	D
	Plan	Eligibility (as determined by DIEMS)	Retired Pay Formula (note 1)	Cost-of-Living Adjustment (COLA) (note 2)
1	Final Basic Pay	Entered service prior to 8 September 1980	2.5 percent multiplied by the years of service multiplied by final basic pay	Full inflation protection; COLA based on consumer price index (CPI)
2	High-3 (note 3)	Entered service on or after 8 September 1980 and before 1 August 1986	2.5 percent multiplied by the years of service multiplied by the <i>average</i> of the highest 36 months of basic pay	
3	High-3 with Redux/Career Status Bonus option* *Instead of retiring under High-3, these members may choose to receive a \$30,000 "Career Status Bonus" at 15 years of service in exchange for agreeing to serve to at least 20 years of service and then retiring under the less generous Redux plan	Entered service on or after 1 August 1986	High-3: 2.5 percent multiplied by the years of service multiplied by the <i>average</i> of the highest 36 months of basic pay OR *Redux/Career Status Bonus option: 2.5 percent multiplied by the years of service, minus one percentage point from the product for each year less than 30 years, multiplied by the <i>average</i> of the highest 36 months of basic pay. At age 62, retired pay is recalculated without deducting the one percentage point for each year less than 30, which allows it to catch up to what it would have been without the Redux penalty.	High-3: Full inflation protection; COLA based on CPI OR *Redux/Career Status Bonus option: Partial inflation protection; COLA based on CPI minus 1 percent. At age 62, retired pay is adjusted to reflect full COLA since retirement. Partial COLA then resumes after age 62.

NOTES:

1. The maximum retired pay under any plan is 75 percent of the basic pay.
2. COLA is applied annually to retired pay.
3. High-3 is a reference to the average of the high 3 years or, more specifically, the high 36 months of basic pay as used in the formula.

Section 13H—Individual Rights

13.38. The Privacy Act (PA):

13.38.1. The Privacy Act of 1974 applies to systems of records retrieved by name or personal identifier (generally the social security number). All systems of records must be published in the *Federal Register*. The act limits the collection of personal information to what the law or Executive Orders authorize. Such collection must not conflict with the rights guaranteed by the first amendment to the Constitution. A PA statement must be given when individuals are asked to provide information about themselves for use in a system of records. If the information isn't going into a system of records but a social security number is requested, the individual must be told the law or authority for requesting it and how the information will be used.

13.38.2. In addition to specifying disclosure procedures, the PA governs the maintenance of systems of records. Information in a system of record must be safeguarded to ensure the security of the records and to avoid actions that could result in harm, embarrassment, or unfairness to the individual. The law also limits the use of records to what is in the system's notice, published in the *Federal Register*, and also found at <http://www.defenselink.mil/privacy/notices/usaf>. Military members may disclose records to DoD offices when there is an official need to know and to other agencies or individuals when it is a "routine use" published in the system's notice or as authorized by one of the other PA exceptions. In addition, information may be released with the subject's consent. Members should keep an accounting of all releases unless they are for DoD official business or the information is required to be released pursuant to a Freedom of Information Act (FOIA) request. Individuals have the right to request access or amendment to their records in a system; however, the SECAF can exempt certain systems of records from this provision of the law. For further information, consult AFI 33-332, *Air Force Privacy Act Program*.

13.39. FOIA.

The FOIA provides anyone access to records of the executive branch of the Government, unless at least one of nine specific exemptions protects the records from release and their release would jeopardize Government interests. FOIA requests are written requests that cite or imply the FOIA. The law establishes rigid time limits for replying to requesters and permits assessing fees in certain instances. The FOIA imposes mandatory time limits of 20 workdays for advising requesters of releasability determinations for requested records. The law permits an additional 10-workday extension in unusual circumstances specifically outlined in the FOIA. Refer to DoD 5400.7-R/AF Sup, *DoD Freedom of Information Act Program*, for specific policy and procedures on the FOIA and for guidance on disclosing records to the public.

13.40. PIF:

13.40.1. Commanders and supervisors perform many personnel management functions requiring them to keep files on assigned personnel. AFI 36-2608, *Military Personnel Records System*, authorizes the use and maintenance of the commander's or supervisor's PIFs. Offices or levels of command make and keep PIFs only where there is a need for them in the performance of day-to-day business but should, as a minimum, maintain PIFs in the unit CSS on each member assigned. The PIF can include copies of documents a typical office or CSS can justify in terms of need and relevance. Some examples of documents kept in a PIF include, but are not limited to, separation actions, newcomers' letters, LOD determinations, assignment and sponsorship correspondence, local clearance actions, promotion actions, credit information, favorable or unfavorable correspondence not filed in the UIF, counseling records, appointment scheduling correspondence, additional duties and duty roster information, and personnel actions correspondence. Custodians must keep the PIFs up to date and secured in a locked area or container to protect against misuse or unauthorized access.

13.40.2. In accordance with the Privacy Act of 1974, a person who is the subject of the record may request access to this record at any time. Individuals have the right to review their PIF at any time and challenge or question the need for documents in the file. The contents are available for use only by the individuals or by offices for the purpose of which the Air Force created the records. The PIF is destroyed or given to the member upon separation, reassignment, or when no longer needed. On intracommand reassignment, the losing commander may forward the PIF to the gaining commander.

13.41. Air Force Board for Correction of Military Records (AFBCMR):

13.41.1. The AFBCMR is the highest level of administrative review. It is a powerful, yet simple system for correcting military records. Unless procured by fraud, its decision is final and binding on all Air Force officials and Government agencies. The AFBCMR's authority, jurisdiction, and policy are explained in AFI 36-2603, *Air Force Board for Correction of Military Records*. AFPAM 36-2607, *Applicants' Guide to the Air Force Board for Correction of Military Records (AFBCMR)*, contains additional information.

13.41.2. Any part of a military record may be corrected. For instance, EPRs may be voided, upgraded, or rewritten; discharges and reenlistment eligibility codes may be upgraded; benefit elections may be changed; leave may be credited; Article 15 actions may be voided; reinstatement into the Air Force may be achieved. Records may be changed, voided, or created as necessary to correct an error or injustice, and applicable monetary benefits are recomputed based on the records changed.

13.41.3. Other administrative remedies must be exhausted before applying to the AFBCMR. Applications (DD Forms

149, **Application for Correction of Military Record Under the Provisions of Title 10, U.S. Code, Section 1552**) will be returned if applicants have not sought relief through the appropriate administrative process. For example, EPR appeals must first be submitted under the provisions of AFI 36-2401.

13.41.4. Application to the AFBCMR is a simple process. However, approval of the application by the AFBCMR depends on all the facts and circumstances of the case and how well the request is supported. Except in those rare cases where a personal appearance is granted and testimony is taken, the AFBCMR bases its decision on the evidence contained in the case file. This normally consists of the military record, an advisory opinion from the Air Force OPR, statements, arguments, and records the applicant provides. Substantial evidence must be provided to support a contention that the applicant suffered an error or injustice. The type and extent of evidence necessary to support the case depend on the nature of the request.

13.41.5. Most cases are reviewed in closed session by a panel of three members of the AFBCMR. Applicants may request a personal appearance before the AFBCMR; however, a personal appearance is not a statutory right, and few are granted. Board members decide whether an error or injustice exists in each case, and they vote to grant, partially grant, or deny on that basis. They have few constraints except their own innate sense of right and wrong. **NOTE:** By statute, the AFBCMR does not have the authority to change the verdict of a court-martial; the board's authority is limited to changing the sentence. Although the SECAF or designee retains final authority, the recommendation of the panel is normally accepted and the final decision issued. Requests for reconsideration of a decision apply only if the applicant can provide newly discovered relevant evidence that was not reasonably available when the original application was submitted. The AFBCMR decides whether a case will be reconsidered.

13.41.6. Applications involving an administrative correction without a referral to the AFBCMR may be resolved within 90 days. Applications that must be formally considered by the AFBCMR take approximately 10 months to process. Records must be obtained, the OPR must analyze the case and prepare an advisory opinion, the applicant must be given time to review and respond to the advisory opinion, and the AFBCMR must consider the case and issue a decision. Finally, the records themselves must be corrected, if appropriate. It is a lengthy process; each step is necessary to ensure a reasoned decision.

13.42. Air Force Discharge Review Board (AFDRB):

13.42.1. The AFDRB affords former Air Force members the opportunity to request review of their discharge (except for a discharge or dismissal by general court-martial). The objective of a discharge review is to examine an applicant's administrative discharge and to change either the characterization of service, the reason for discharge, or both, based on standards of propriety or equity. Bad conduct discharges, given as a result of a special court-martial, may be upgraded on clemency factors.

13.42.2. Before November 1975, the AFDRB conducted reviews only in Washington DC. Since then, a traveling board concept was added to conduct regional hearings throughout the United States for applicants who wish to personally present their cases to the AFDRB (approximately one-third of the total cases). In contrast with the AFBCMR, a personal appearance before the board *is* a statutory right. The applicant or the applicant's counsel may appear before the board in Washington DC (Andrews AFB MD) or at a regional location. The application can also be considered on a record review basis. The board reviews the case based on documentation in the military record and any additional evidence provided by the applicant. The AFDRB procedures allow the applicant latitude in presenting evidence, witnesses, and testimony in support of his or her case.

13.42.3. Airmen separated under circumstances (except retirement) that make them ineligible for reenlistment and officers discharged under adverse conditions are briefed by the MPF at the time of their discharge about the AFDRB process. They are provided with a discharge review fact sheet and an application to apply through the SECAF, Review Boards Office, to the AFDRB.

13.42.4. There is no minimum waiting period required to submit an application, but the AFDRB may not review requests submitted beyond 15 years of the date of separation. In spite of the briefings and information contained in the fact sheet, some common misperceptions and myths remain. The facts are:

13.42.4.1. There are no provisions to automatically upgrade a discharge.

13.42.4.2. The military will *not* pay travel expenses to AFDRB hearing sites.

13.42.4.3. The military will *not* bear the cost of private counsel.

13.42.4.4. Members may engage counsel at their own expense; however, there are a number of organizations that provide counsel at no cost or a representative to assist applicants. These include national service organizations such as the American Legion, Disabled American Veterans, and Veterans of Foreign Wars, among others. Nearly 1,000 applications are processed by the AFDRB each year.

13.43. Complaints of Wrongs Under Article 138, UCMJ.

The UCMJ, Article 138, is another provision for protecting individuals' rights. Members of the Armed Forces who believe they have been wronged by their commanding officers may request redress under the provisions of Article 138.

13.43.1. A member may use Article 138 when a discretionary act or omission by his or her commander adversely affects the member personally. Examples include acts that violate law or regulation; those that exceed the legitimate authority of the commander; ones that are arbitrary, capricious, or an abuse of discretion; or those that clearly apply administrative standards unfairly. However, the Article 138 complaint system will not provide redress for the following types of complaints:

13.43.1.1. Acts or omissions not initiated or ratified by the member's commander (against whom the complaint is lodged).

13.43.1.2. Complaints relating to military discipline under the UCMJ including Article 15 (other appeal systems are provided).

13.43.1.3. Complaints relating to an action initiated against any Air Force member where the governing directive for such action requires that the Office of the SECAF take final action.

13.43.1.4. Complaints against an officer exercising GCM jurisdiction for failing to resolve Article 138 complaints properly. However, a complaint may be filed for failing to forward a complaint to SECAF.

13.43.1.5. Complaints filed to seek disciplinary action against another.

13.43.2. Before filing an Article 138 complaint, the member must apply in writing to the commander alleged to have committed the injustice. Barring unusual circumstances, the member must apply for redress within 180 days of discovering the perceived injustice. The member should attach a copy of all supporting documentation and clearly state the redress requested. This gives the commander the opportunity to reconsider the previous decision. The commander must send a written response to the member. If the commander denies the requested redress or takes no action, the member may submit the written complaint to the officer exercising GCM jurisdiction. Unless there are unusual circumstances, the member must submit this complaint within 90 days of receiving the commander's denial of redress. This complaint may be filed directly with the officer exercising GCM jurisdiction over that commander or with any superior commissioned officer for forwarding to the officer exercising such jurisdiction. Consult AFI 51-904 for filing procedures.

13.43.3. When an officer exercising GCM jurisdiction receives a properly submitted Article 138 complaint, the officer must conduct or direct any further investigation as deemed appropriate. Then, based on the resulting facts, the officer decides what action to take. In all cases, the GCM authority must inform the member, in writing, of both the action taken on the complaint and the reasons for that action. If the complaint concerns an area that cannot be resolved through the Article 138 process, the officer exercising GCM jurisdiction may refer the member to other more appropriate complaint channels for possible resolution. After responding to the member, the officer exercising GCM jurisdiction must forward one complete copy of the Article 138 complaint file to HQ USAF, General Law Division, for review by the SECAF.

13.44. Conclusion.

This chapter covered a wide range of topics that have a direct impact on an enlisted person's career. Topics included assignments; promotions; reenlistments; retraining; awards and decorations; military pay and allowances; educational, medical, and retirement benefits; and individual rights. These personnel programs affect every aspect of an airman's life. As such, every NCO should become familiar with them and be prepared to explain them to their subordinates.

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Chapter 14

FULL SPECTRUM THREAT RESPONSE

Section 14A—Overview

14.1. Introduction.

The Air Force faces many challenges—each day brings a new experience to Air Force members and at any time members may be called upon to serve in a variety of ways. As the Air Force approaches the beginning of a day, members may be faced with protecting Air Force personnel and operational resources during major accidents, terrorist use of weapons of mass destruction (WMD), natural disasters, and attacks with nuclear, biological, chemical, and conventional (NBCC) weapons utilizing full spectrum threat response (FSTR) and possibly the use of first aid. Air Force members must know how to respond to these circumstances. This chapter provides a framework to accomplish this mission.

Section 14B—FSTR Operation

14.2. FSTR Program.

The US Air Force supports many ongoing operations and various coalition, allied, and joint exercises around the world. The FSTR program requires cross-functional interaction that integrates procedures and standards for planning; logistical requirements; emergency response actions; exercises and evaluation; training of personnel; detection, identification, and warning; notification; and enemy attack actions. The program serves as the focal point, bringing together unit operations that interact during contingencies for installation mission continuation. The FSTR integrates responsibilities, procedures, and standards for Air Force consequence management, including mitigation and emergency response to:

14.2.1. Enemy Attacks in NBCC Environment.

NBCC weapons coupled with the means and will to deliver them require the Air Force to plan for, prepare, respond, and, when possible, reduce the NBCC threat. Conventional attack threats may be present in locations where threats of nuclear, biological, and chemical (NBC) attack do not exist. Rockets, mortars, missiles, and bombs are all conventional weapons. Survival during a conventional attack depends upon the first few moments. It is during these moments that the difference between life and death may be decided. The helmet and personal body armor are the most effective individual protective equipment (IPE) for a conventional attack.

14.2.2. Terrorist Use of WMD.

Air Force installations must prepare for a full range of WMD terrorist threats to include use of biological, nuclear, radiological, incendiary, chemical, and explosive weapons and/or a combination thereof.

14.2.3. Major Accidents.

Installations are threatened with the possibility of catastrophic major accidents that include hazardous material (HAZMAT), aircraft, ammunition, explosives, transportation, facility emergencies, and industrial accidents. The installation must prepare for and quickly respond to major accidents to prevent the loss of life, preserve valuable resources, and protect the environment.

14.2.4. Natural Disasters.

The threat of natural disasters and severe weather varies widely by geographical area. The installation must be prepared to adequately warn and notify personnel and to implement protective measures and recovery operations.

Section 14C—Wartime Air Base Threats

14.3. NBC Threat.

Nuclear, biological, and chemical-capable nations, to include developing nations, may use these weapons to achieve political or military objectives. Nuclear threats occur within a given theater of war and could proceed without the exchange of strategic nuclear weapons. Biological threats can cause lethal, disabling, contagious, or noncontagious-type casualties. Chemical warfare achieves surprise and causes mass casualties that hinder the momentum of operations; disrupts command, control, and communications; and degrades war-fighting potential. A growing concern is that the wide availability of toxic industrial materials (TIM) makes them potential tools for asymmetric attacks against air bases. Depending on the type and quantity of TIM, a deliberate release could present short- or long-term hazards.

14.4. Asymmetric Threat.

The threat to air bases may take many forms to include criminal acts by a single individual, an insider threat, operations against installation information systems, or physical attack against base personnel and resources. Asymmetric warfare is based on countering an adversary's strengths by focusing on its actual or perceived weaknesses. Because our potential adversaries know they cannot win a conventional war against us, they are more likely to try asymmetric methods. Asymmetric threats increasingly challenge base defense forces. Terrorist groups can disrupt operations by employing weapons and tactics that inflict a large number of casualties or cause panic and confusion as witnessed with the World Trade Center bombing on 11 September 2001.

14.5. Protective Measures.

To defend against NBC attack and to survive and sustain operations in an NBC environment requires knowledgeable and properly trained and equipped forces throughout the theater of operations. At the theater-operational level, NBC passive defense actions are used to protect US, allied, and coalition forces against effects of attack and contamination. This includes passive defense measures to detect and identify NBC agents, individual and collective protection equipment, medical response, vaccines for chemical and/or biological warfare defense, and NBC decontamination capability. The major program elements are contamination avoidance, protection, and contamination control.

14.5.1. Contamination Avoidance.

Avoidance includes actions taken to minimize the impact of an NBC contamination and effects of the NBC hazard on operations. Measures include actions such as covering and limiting entry to facilities, detecting and identifying, predicting, marking, dispersing, relocating and rerouting, and sampling.

14.5.2. Protection.

When contamination cannot be avoided, protection provides forces with survival measures to operate in an NBCC environment. These measures include the physical measures taken to protect people and resources from the effects of NBCC weapons. Protection is provided through individual protection, collective protection, and hardening. Collective protection and hardening are threat specific. Other measures provide protection against multiple threats.

14.5.2.1. Individual Protection:

14.5.2.1.1. Individual protection is comprised of singular use or a combination of individual protective equipment, vaccinations and prophylaxis, protective shelters, evacuation, relocation, exposure control, contamination control, and warning and notification systems. Measures are taken in stages equal to the urgency and nature of the threat. Command and theater-specific instructions will direct the proper individual protective postures.

14.5.2.1.2. Regardless of the type of agent, concentration, or method of attack, the best immediate protective equipment against chemical agents is the ground crew ensemble (GCE). The GCE is a whole-body protective system, which protects the wearer against chemical-biological (CB) warfare agents and toxins. It includes a protective mask with filters, overgarment, protective gloves, and footwear covers or overboots. It also includes M8 and M9 detector paper and an M291 or M295 decontamination kit.

14.5.2.2. Collective Protection. Collective protection and conventional hardening measures further enhance survival, limit attack damage and contamination, and support mission sustainment. Buildings may be protected with revetments, earthberms, and permanent structural alterations. Sandbags, salvaged culverts, or steel drums filled with earth are examples of expedient methods to reduce casualties and damage to collective protection facilities. Hardening facilities increases structural strength and ballistic protection. Specific measures are selected based upon the expected threat, unit mission, and resources to protect. These physical protection measures, along with threat-based protective actions and procedures, will minimize degradation and provide the most effective defense against NBCC weapons.

14.5.2.3. Contamination Control. Contamination control is described as a combination of standard disease prevention measures and traditional NBC contamination avoidance and decontamination measures. Pre- and post-exposure medical interventions for disease prevention can limit contamination spread and reduce long-term health effects. Decontamination measures are intended to help sustain or enhance military operations in an NBC environment by preventing or minimizing mission performance degradation, casualties, or loss of resources. These actions will reduce or eliminate most common air base contamination hazards and significantly reduce the requirement for personnel decontamination.

14.6. Phases of Attack.

Consult command and theater-specific guidance for measures to take during pre-, trans-, and post-attack situations. The three phases of attack are defined as:

14.6.1. Pre-attack.

This is the period from the present until the beginning of hostilities.

14.6.2. Trans-attack.

This period is when attack is imminent or in progress.

14.6.3. Post-attack.

In base recovery afterattack actions, this period begins after an attack when the installation assesses damage and repairs mission-critical facilities. It could be a period between attacks or after the final attack.

14.7. Passive Defense Attack Actions.

The Air Force has common actions and considerations for effective wartime operations during pre-, trans-, and post-attack phases. In-place and deployed forces must be prepared to conduct combat operations as required by Air Force, MAJCOM, or theater directives. When a crisis or conflict arises, mobility operations and force deployment begin. The Air Force indicates by sound the appropriate defense posture for in-place forces to take in transition to wartime operations. Pre-attack actions prepare the air base for attack. Trans-attack actions focus primarily on individual and weapons system survival. Post-attack actions focus on saving lives, detecting and mitigating hazards, mission restoration, and sustainment.

14.7.1. Command and Control.

Effective wartime operations require coordinated and integrated actions at all levels. The wing operations center (WOC) is the installation's primary command and control nerve. The WOC, in conjunction with the survival recovery center (SRC), implements operational plans and priorities, controls and monitors mission-generation capabilities, and ensures installation survivability.

14.7.2. Pre-attack.

Pre-attack actions begin upon receipt of the warning order or when the in-place forces are directed to transition to wartime operations. Installations will refer to their vulnerability assessment and implement actions according to MAJCOM and theater guidance.

14.7.2.1. Commanders use a recall roster (a pyramid alerting system) to inform people to report to their duty location. Commanders initiate this system by notifying key staff members. These staff members contact their subordinates, who notify others in the chain of command, until everyone is notified. Installations will employ a rapid and redundant installation warning system that provides effective coverage for all base areas. Personnel need to know the alarm color codes, audible signals, or supplemental information in order to take protective actions in response to the base warning signals (Table 14.1).

14.7.2.2. Contamination avoidance measures are used at all levels and during all attack force protection conditions (FPCON) to protect critical resources from contamination.

14.7.2.3. Commanders implement mission-oriented protective postures (MOPP) based upon the threat. Base personnel are directed to implement the appropriate preplanned actions from their checklists.

14.7.2.4. Installations establish a network of NBC agent detection assets capable of rapid detection and identification of agents and strategically place a variety of detection equipment throughout the installation.

14.7.2.5. Air base sectors and zones are determined for rapid reconnaissance, and base grid maps are displayed to indicate the location of detection devices and data collection.

14.7.3. Trans-attack.

Trans-attack actions occur immediately before and during an enemy attack. Attacks can come from missiles, artillery, unmanned aerial vehicles, aircraft, and terrorist or ground forces.

14.7.3.1. Alarm Conditions and MOPP Levels. Commanders declare alarm conditions to initiate passive defense actions in wartime (Table 14.1). Alarm conditions initiate or limit individual and air base-wide movement and action; MOPP levels let individuals know what to wear for minimum protection (Figure 14.1). Each primary threat, such as missile, ground, aircraft, and terrorist or special operations forces (SOF) attack, has a different characteristic and requires separate alarm warnings and MOPP levels. MOPP levels are always used in conjunction with alarm conditions and FPCONs to quickly increase or decrease individual protection against NBCC threats. As MOPP levels increase, an individual's efficiency decreases. Work-rest cycles must be used as a tool to maintain consistent work levels and to prevent heat-related casualties. When NBC threats are present, the commander further directs MOPP levels and variations to provide the minimum level of individual protection for the current mission and situation.

14.7.3.2. Base Populace Response. All personnel must know the meanings of the alarm conditions and MOPP levels and what actions to take, such as taking cover (where and how), reporting enemy sightings, providing owner-user security, and wearing IPE. Personnel not affected by the attack will continue mission operations, while remaining vigilant within their sector.

14.7.3.3. Reporting. Base personnel will use communication security to provide information to the unit control center or the SRC. They will use the most expedient means possible and any means available (telephones, radios, or runners). Base personnel will use the S-A-L-U-T-E report as a quick and effective way to communicate enemy information up the chain of command (Figure 14.2).

14.7.4. Post-attack.

A determining factor in quickly returning to mission-related duties is the unit's ability to recover after an attack. Before leaving cover to begin the recovery process, the environment must be determined as safe. As a minimum, personnel must be sure of the alarm condition, MOPP level, and FPCON before leaving the shelter. Following any attack, it is essential to report contamination, unexploded ordnances (UXO), fires, casualties, and important facility damage to proper authorities.

14.7.4.1. Reconnaissance. In an NBCC threat environment, rapid and accurate detection and reports of contaminated hazard areas, explosive ordnances, and casualty and damage assessments are critical. The SRC will disseminate the information to installation forces and report the status of resources to higher headquarters.

Table 14.1. USAF Standardized Attack Warning Signals for NBCC Medium and High Threat Areas.

R U L E	A	B	C	D
	Alarm Conditions	If You	This Indicates	General Actions
1	Green	Hear: Alarm green See: Green flag	Attack is not probable	<ul style="list-style-type: none"> • MOPP 0 or as directed (notes 1, 2) • Normal wartime condition • Resume operations • Continue recovery action
2	Yellow	Hear: Alarm yellow See: Yellow flag	Attack is probable in less than 30 minutes	<ul style="list-style-type: none"> • MOPP 2 or as directed (note 1) • Protect and cover assets • Go to protective shelter or seek best protection with overhead cover (note 3)
3	Red	Hear: Alarm red, Siren - Wavering tone See: Red flag	Attack by air or missile is imminent or in progress	<ul style="list-style-type: none"> • Seek immediate protection with overhead cover • MOPP 4 or as directed (note 1) • Report observed attacks
4		Hear: Ground attack, Bugle - Call-to-arms See: Red flag	Attack by ground forces is imminent or in progress	<ul style="list-style-type: none"> • Take immediate cover (notes 2, 3) • MOPP 4 or as directed (note 1) • Defend self and position • Report activity
5	Black	Hear: Alarm black, Siren - Steady tone See: Black flag	Attack is over and NBC contamination and/or UXO hazards are suspected or present	<ul style="list-style-type: none"> • MOPP 4 or as directed (notes 1, 2) • Perform self-aid/buddy care • Remain under overhead cover or within shelter until directed otherwise

NOTES:

1. Wear field gear and personal body armor (if issued) when outdoors or when directed.
2. This alarm condition may be applied to an entire installation or assigned to one or more defense sectors or zones.
3. Commanders may direct mission-essential tasks or functions to continue at increased risk.

14.7.4.2. Contamination Avoidance. After an attack in an NBCC threat environment, the base populace must accomplish comprehensive contamination avoidance measures. These measures equate to personal safety. Exposure to CB warfare agents may occur during and after an attack; therefore, everyone must use extreme caution to limit the spread of contamination.

14.7.4.2.1. Critical resources such as aircraft, vehicles, and equipment must be protected from contamination. These resources need to be placed under cover in hangars, sheds, or other structures, or covered with plastic sheets or waterproof tarpaulins before a CB attack occurs. Windows, doors, canopies, etc., must be closed when notified of a pending attack and kept closed until notified that the hazards no longer exist.

14.7.4.2.2. Personnel should avoid kneeling, sitting, or walking in contaminated areas if possible. They should not touch anything unless it is absolutely necessary. When the mission permits, teams will be sent out to detect and mark contaminated areas.

Figure 14.1. MOPPs. (notes 1 through 5)

MOPP	WORN	CARRIED	PRIMARY USE
 <p style="text-align: center;">Level 0</p>	<p>Not worn, but available for immediate donning: IPE</p>	<p>Protective mask with C2 canister or filter elements and hood installed, field gear worn when directed</p>	<p>PRE-ATTACK During periods of increased alert when the enemy has an NBC offensive capability</p> <p>There is no indication of NBC use in the immediate future</p>
 <p style="text-align: center;">Level 1</p>	<p>Overgarment and field gear</p>	<p>Overboots, protective mask, and gloves</p>	<p>PRE-ATTACK During periods of increased alert when an NBC attack could occur with little or no warning</p> <p>When NBC contamination is present or suspected and higher levels of protection are not required</p>
 <p style="text-align: center;">Level 2</p>	<p>Overgarment, overboots, and field gear</p>	<p>Protective mask and gloves</p>	<p>PRE-ATTACK OR POST-ATTACK During periods of increased alert when an NBC attack could occur with little or no warning</p> <p>When NBC contamination is present or suspected and higher levels of protection are not required</p>
 <p style="text-align: center;">Level 3</p>	<p>Overgarment, protective mask, hood, overboots, and field gear</p>	<p>Gloves</p>	<p>PRE-ATTACK OR POST-ATTACK During periods of increased alert when an NBC attack could occur with little or no warning</p> <p>When NBC contamination is present or suspected and higher levels of protection are not required</p>
 <p style="text-align: center;">Level 4</p>	<p>Overgarment, protective mask, hood, gloves, overboots, and field gear</p>		<p>POST-ATTACK When an NBC attack is imminent or in progress</p> <p>When NBC contamination is present or suspected or the highest level of protection is required</p>

(notes on next page)

NOTES:

1. IPE includes the groundcrew chemical ensemble and field gear. Carry M8 and M9 paper, the M291 and M295 decontamination kits, and nerve agent antidotes in MOPPs 1 through 4. Refer to AFI 10-2501, *Full Spectrum Threat Response Planning and Operations*, for IPE components and basis of issue.
2. Depending upon the threat and mission, MOPP levels may vary within different areas of the air base or operating location.
3. Refer to AFMAN 10-2602, *Nuclear, Biological, Chemical, and Conventional (NBCC) Defense Operations and Standards*, for options to the MOPP levels and tactics, techniques, and procedures to optimize the use of MOPP levels and alarm conditions.
4. Wear field gear and personal body armor (if issued) when outdoors or when directed.
5. Specialized clothing, such as rain and cold weather gear, is worn as the outside layer of clothing over the groundcrew chemical ensemble.

Figure 14.2. S-A-L-U-T-E Format Used To Report Enemy Ground Force Activity.

	Criteria	Definition
S	Size	The number of personnel or vehicles seen or size of an object.
A	Activity	Enemy activity (assaulting, fleeing, observing).
L	Location	Where the enemy was sighted (use a grid coordinate or readily identifiable reference point).
U	Unit/Uniform	Distinctive signs, symbols, or identification on people, vehicles, or weapons (numbers, patches, or clothing type).
T	Time	Time the activity was observed.
E	Equipment	All equipment or vehicles associated with the activity.

14.7.4.3. Decontamination. Units will assess and determine what methods of decontamination, if any, can be reasonably put into action. If a chemical agent gets on the skin or protective equipment, it must be removed immediately. Some agents are quick acting and can incapacitate within a matter of minutes. The degree of injury caused by a chemical agent increases the longer it remains on the skin. Some methods of decontamination include:

14.7.4.3.1. Individual Decontamination Kits. The M291 and M295 individual decontamination kits are the most effective methods of removing chemical agents from the skin. In the absence of an individual decontamination kit, a 5-percent chlorine bleach solution will remove the chemical agent from equipment and a 0.5 percent solution will remove agents from the skin. The eyes are very vulnerable when exposed to nerve and blister agents. If one of these agents gets in the eyes, the eyes should be irrigated with water.

14.7.4.3.2. Nerve Agent Antidote. Medical representatives issue nerve agent antidotes and pretreatment during increased readiness. Additionally, medical representatives will issue pyridostigmine bromide tablets (P-tabs) if the appropriate type of nerve agent is expected to be employed. Members will take these tablets only when directed by the commander. The tablets, when combined with the antidote, will limit the effect of certain types of nerve agent poisoning.

14.7.4.4. Sheltering Personnel. Shelters may have collective protection capabilities with an adjoining contamination control area. Collective protection provides personnel rest/relief (breaks and sleeping), work relief (command and control, maintenance, supply, medical treatment, etc.), and protection of logistics storage areas (for example, war and theater reserve materiel storage sites).

14.7.4.5. Recovery Operations. Successful base recovery efforts require a coordinated and integrated approach. The recovery concept involves a combined effort from personnel trained to operate as a team, using specialized equipment to spearhead recovery efforts. Immediate actions are necessary to treat casualties, assess damage, and contain contamination.

Section 14D—Peacetime Threats

14.8. Terrorist Use of WMD:

14.8.1. Terrorist threat or use of WMD is among the emerging transnational threats. The absence of other dominating global powers and the existence of overwhelming capability of the United States Armed Forces greatly limit terrorist options. Increasing numbers of nations and terrorist groups are compelled to make use of asymmetric measures to accomplish their goals. Terrorism is defined in JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*, as the calculated use of unlawful violence or threat of violence to inculcate (instill) fear, intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological.

14.8.2. Traditionally, the perceived threat of terrorism was directed toward installations in foreign countries. Today, the terrorist use of WMD is clearly an emerging threat worldwide. Air Force personnel, equipment, and facilities at home and abroad are highly visible targets for terrorist attacks; therefore, WMD threat planning and response is a high-priority endeavor. The installation commander is responsible for the protection of installation personnel, facilities, and resources.

14.8.3. Protective measures include evacuation, relocation, exposure control, contamination control, warning and notification, and sheltering in place. Protective measures are taken in stages equal to the urgency and nature of the threat; a warning for an increased terrorist attack or threat forces will increase defense readiness, according to declared FPCON measures. Commanders at OS locations will ensure units receive specific instruction and guidance on personnel and resource protection. Personnel deploying to OS areas will ensure they are briefed, before and on arrival, on the enemy attack threat, protective actions, and use of protective equipment.

14.9. Major Accidents.

A major accident may involve one or more of the following: hazardous substances (such as radioactive materials, toxic industrial chemicals, NBC weapons), explosives, Class A mishaps, extensive property damage, grave risk of injury or death to installation personnel or the public, and adverse public reaction. The DoD is responsible for responding to a major accident involving DoD resources or resulting from DoD activities. The military installation (regardless of size) nearest the scene of a major accident, involving DoD resources, will respond to the accident unless otherwise directed by the MAJCOM or the Air Force Operations Center. This installation is known as the initial-response base.

14.9.1. Phases of Response.

Phases of response to major accidents are categorized into notification, response, withdrawal, and recovery. During the notification phase, the installation is notified of an actual or potential major accident. Evacuation is started (if necessary), the disaster is alerted, and higher headquarters and local civil authorities are notified. During the response phase, the initial response element responds to the accident scene to establish command and control. The initial-response element immediately begins life-saving actions, rescue, mitigation, and containment actions. Evacuation is continued if needed. The withdrawal phase occurs when the emergency response forces are in imminent danger or if further actions are futile. Withdrawal can be immediate or planned. The recovery phase restores the area and operations to normal pre-accident conditions. The disaster control group develops and implements a recovery plan. The installation commander and MAJCOM approve the recovery plan.

14.9.2. Protective Measures.

Upon witnessing a major accident, personnel should alert others in the immediate area and report the accident to the security forces, fire department, or command post. After reporting the accident, personnel should:

14.9.2.1. Stay uphill and upwind. Avoid inhaling fumes, smoke, or vapors.

14.9.2.2. Attempt to rescue and care for casualties.

14.9.2.3. Avoid handling any material or component involved in the accident.

14.9.2.4. Evacuate the area if rescue or containment is impractical or if they are directed to evacuate.

14.10. Natural Disasters.

Natural disasters and severe weather can create emergency conditions that vary widely in scope, urgency, and degree of damage and destruction. Specific natural disasters will differ in scope and effects; specific actions taken in response, mitigation, and recovery may vary. A national-level response may be required to help an Air Force installation recover from large-area natural disasters. These natural disasters may be in the form of, but not limited to, earthquakes, floods, tsunamis, hurricanes, typhoons, volcanic eruptions, tornadoes, or other severe weather phenomena.

14.10.1. Alarm Signals.

When a natural disaster threatens, personnel should listen for a 3- to 5-minute steady siren (Figure 14.3). Additionally, they should keep the radio or television on to receive instructions from local authorities and for updates on weather reports, and only use the telephone for emergency calls. Tying up telephone lines needlessly may prevent emergency calls from being received.

Figure 14.3. USAF Standardized Alarm Signals for the United States, Its Territories, and Possessions.

WARNING OR CONDITION	SIGNAL	MEANING	REQUIRED ACTIONS
<p>ATTACK WARNING</p>	 <p>3 - 5 MINUTE WAVERING TONE ON SIREN OR OTHER DEVICES</p> <hr/> <p>3-5 MINUTE PERIOD OF SHORT BLASTS FROM HORNS/ WHISTLES OR OTHER DEVICES</p>	<p>ATTACK IS IMMINENT, IN PROGRESS, OR ARRIVAL OF NUCLEAR FALLOUT IS IMMINENT</p>	<p>PROCEED IMMEDIATELY TO DESIGNATED SHELTER OR TAKE OTHER APPROPRIATE PROTECTIVE ACTIONS</p> <p>∞</p> <p>LISTEN FOR ADDITIONAL INSTRUCTIONS</p>
<p>PEACETIME EMERGENCY WARNING</p>	 <p>3-5 MINUTE STEADY TONE ON SIREN OR LONG STEADY BLAST ON HORNS, WHISTLES, OR SIMILAR DEVICE</p>	<p>PEACETIME DISASTER THREAT EXISTS</p> <p>∞</p> <p>POTENTIAL OR CONFIRMED HAZARD TO PUBLIC HEALTH, SAFETY, OR PROPERTY</p>	<p>TUNE INTO LOCAL RADIO, TELEVISION, OR CABLE STATIONS FOR EMERGENCY INFORMATION</p> <p>∞</p> <p>LISTEN TO PUBLIC ADDRESS SYSTEMS FOR ADDITIONAL INSTRUCTIONS</p> <p>∞</p> <p>BE PREPARED TO EVACUATE, TAKE IMMEDIATE SHELTER, OR OTHER APPROPRIATE PROTECTIVE ACTIONS</p>
<p>ALL CLEAR</p>	<p>DECLARED VERBALLY BY LOCAL OFFICIAL AGENCIES</p>	<p>EMERGENCY TERMINATED</p>	<p>RESUME NORMAL OPERATIONS OR INITIATE RECOVERY IF APPLICABLE</p>
<p>REMARKS: Local off-base jurisdictions rely on the National Emergency Action Notification (EAN) network and the Emergency Alert System (EAS). List local procedures:</p>			

14.10.2. Response Procedures.

Commanders must have the capability to maintain the primary base mission, save lives, mitigate damage, and restore mission-essential resources following a natural disaster. The level of response and actions taken will be based on the magnitude of the disaster and degree of damage. Plans and policies for responding to natural and technological disasters must be developed for each installation. Personnel need to remain on alert for information and protective actions.

14.10.3. Sheltering Personnel.

All installations must have a plan to ensure the shelter space for peak onbase population in case a natural disaster occurs. Shelters are selected based on their structural and personnel housing capabilities in relation to the types of disaster likely to occur in the area. Personnel need to know the location of their protective shelter and understand shelter-processing procedures.

14.10.4. Protective Measures.

The impact of natural disasters can be localized or widespread, predictable or unpredictable. There are steps you can take to prepare for and cope with natural disasters. Take time to think, and then act according to the situation. You can reduce the loss of life, injury, and property damage that disasters may cause by preparing ahead and developing emergency plans to protect yourself and your family in emergency situations.

Section 14E—First Aid

NOTE: This section offers guidelines for treating adults.

14.11. Providing Assistance.

When someone is injured or suddenly becomes ill, a critical period usually exists before medical help arrives. What happens during that interval can mean the difference between life and death. Everyone should know and be skilled in first aid so he or she may react quickly and intelligently in an emergency. Remember, “the time to learn first aid is before you need it.” First aid may be utilized during accidents, natural disasters, and while on the battlefield. When first aid is given on the battlefield, possibly in a contaminated environment, the only source of water may be individual canteens. Individuals should not waste water trying to wash out a wound because more water will be needed than a single canteen holds.

14.12. Lifesaving Steps.

In treating an injured person, you must first assess the safety of the scene for both yourself and the injured person. If the scene is safe, do not waste valuable time moving the individual to the ideal location or waiting for medical personnel to arrive before initiating first aid. Next, perform the following seven basic lifesaving steps:

14.12.1. Step 1—Establish Unresponsiveness.

The first concern is to determine if the person needs help. Gently shake and talk to the person to determine if he or she is responsive. If necessary, shout—do whatever it takes to assess the general condition before proceeding. Always be careful about moving the individual’s head and neck in case of spinal injury. Once you have established that the patient is unresponsive, ensure someone calls for medical assistance. Actions taken in the following steps depend upon an accurate first assessment.

14.12.2. Step 2—Ensure an Open Airway.

The second concern is to ensure the airway is clear. The airway of an unconscious victim is usually blocked to some degree. The most common cause of airway obstruction is the tongue falling backward and blocking the airway. Other causes of blockage are false teeth, food, or liquids in the mouth or throat. To open the airway, place the victim in the supine (lying face up) position. Tilt the head back by lifting the chin gently with one hand while pushing on the forehead with the other hand. If the victim has a possible injury to the head or neck, use the jaw thrust method to open the airway. Lift the angles of the jaw. This moves the jaw and tongue forward and opens the airway without bending the neck.

14.12.3. Step 3—Check Breathing.

Brain damage and death occur very quickly once breathing has stopped so immediate rescue and treatment of victims who are not breathing or are having difficulty breathing is essential. To check for normal breathing, look, listen, and feel. Look for the chest to rise and fall. Place your cheek close to the victim’s mouth and nose to listen and feel for air movement. If the individual is unconscious and breathing and there is no evidence of injury to the head or neck, place the victim in the recovery position (Figure 14.4). If the victim is not breathing, provide rescue breaths. Place your mouth around the victim’s mouth and pinch the nose closed. If a barrier device is available, use the barrier device. Continue to tilt the head and lift the chin (or perform the jaw thrust). Give two slow breaths approximately 2 seconds each. (**NOTE:** If the chest does not rise when you blow into the victim’s mouth, reassess the position of the victim’s airway and blow again. If the chest still does not rise, the airway is probably blocked by a foreign object. In this instance,

cardiopulmonary resuscitation (CPR) will need to be performed but is not taught in this chapter.) If the victim's chest rises each time you give a rescue breath, allow the chest to deflate before beginning again. While a smooth rhythm is desirable, split-second timing is not essential.

Figure 14.4. The Recovery Position.



14.12.4. Step 4—Ensure Circulation:

14.12.4.1. After successfully giving two rescue breaths, look for signs of circulation (normal breathing, coughing, or movement in response to the two rescue breaths). Check for a pulse on the neck. Lightly press your fingers on the victim's neck at the angle of the jaw. (**NOTE:** Do not check for a pulse on both sides of the neck at the same time.) Do not take more than 10 seconds to check for signs of circulation. If you are not confident that signs of circulation are present, perform CPR if trained or call for help. If the victim has signs of circulation, chest compressions are not required. If the victim is not breathing normally but signs of circulation are present, the victim is in respiratory arrest, and you must continue to give rescue breaths (one breath every 5 seconds). Continue breathing rhythmically, without interruption, until the person starts breathing or medical help arrives.

14.12.4.2. Adequate respiration is not enough if the heart is not circulating blood. Loss of heart action is indicated if there are no signs of circulation. In addition, the injured or sick person may exhibit gradually enlarging pupils, loss of consciousness, bluish discoloration, and occasionally a brief convulsion followed by unconsciousness. If the heart has stopped, begin cardiac compression concurrently with mouth-to-mouth or mask resuscitation. This technique requires actual hands-on training and should not be attempted by the unskilled first aid provider, as the action may incur further injury. Contact the American Red Cross, American Heart Association, MTF, or the UETM for information concerning local courses on administering CPR.

14.12.5. Step 5—Stop Bleeding.

Blood vessels transport blood through the circulatory system. The three types of vessels are veins, which carry blood to the heart; arteries, which carry blood away from the heart; and capillaries, which connect arteries and veins. The circulatory system is a closed system; any break in the system will cause bleeding, either externally or internally. Figure 14.5 illustrates the best methods to stop bleeding.

14.12.5.1. External Bleeding:

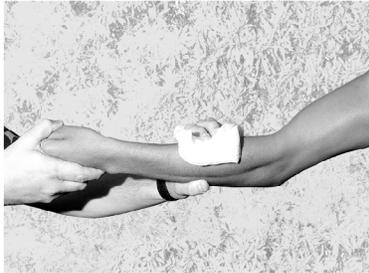
14.12.5.1.1. There are three different types of external bleeding: arterial, venous, and capillary.

14.12.5.1.1.1. Arterial Bleeding. Arterial bleeding is the most dangerous type. A large amount of bright red blood spurts with each contraction of the heart.

14.12.5.1.1.2. Venous Bleeding. During venous bleeding, a heavy, steady flow of dark red blood occurs.

Figure 14.5. Methods To Stop Bleeding.

Try this first: *direct pressure*



1. Preferably, use a sterile dressing or other material. If you do not have anything available, use the heel or fingers of your hand.
2. Place the dressing over the wound and continue applying pressure as long as necessary. Do not remove the dressing once you have applied it. If it becomes blood soaked, add more dressing and pressure.
3. If no fracture is suspected, elevate the limb along with applying direct pressure.

If direct pressure does not work, then try: *compression of pressure points*

Head

(Head and face bleeding)



1. Apply sterile dressing and hold in place with bandage (avoid finger pressure in case of skull fracture).
2. Keep victim's head raised to help control bleeding.

Leg

(Bleeding in lower extremities)



Compress femoral artery against pelvis with the heel of your hand.

Arm

(Bleeding in upper extremities)



Compress inner half of the arm midway between elbow and armpit.

Finally, and only as a last resort, try: *the tourniquet*

Step 1



1. Make a tourniquet from gauze, muslin bandage, or clothing.
2. Tourniquet must be at least 2 inches wide.
3. Place tourniquet around limb between the wound and the heart, approximately 2 to 4 inches above the injury - NEVER directly on the wound. Also, if possible, place it over a smooth sleeve or trouser leg to prevent pinching of the skin.
4. After placing tourniquet around the limb, tie a knot.

Step 2



Place a stick or stick-like object on top of the first knot and tie a second knot.

Step 3



1. Twist stick enough to tighten tourniquet to stop bleeding.
2. If you cannot feel a pulse, the tourniquet pressure is sufficient.

Step 4



1. Tie the stick in place.
2. Once the tourniquet is in place, leave it there - DO NOT loosen or disturb it.
3. Leave the tourniquet exposed and mark a "T" on the victim's forehead and indicate the time the tourniquet was applied.

14.12.5.1.1.3. Capillary Bleeding. The blood oozes and flows very slowly during capillary bleeding.

14.12.5.1.2. An average adult can lose one pint of blood in 15 to 20 minutes without serious danger. However, if the victim loses larger amounts of blood or loses the blood too quickly, the body may not be able to adjust, and the victim could easily go into shock. Therefore, external bleeding should be stopped quickly.

NOTE: If available, wear rubber or plastic gloves when exposed to blood or other body fluids (even a plastic bag over the hands will help).

14.12.5.1.3. To stop heavy bleeding, first try to apply direct pressure over the wound and elevate the limb (if no fracture is suspected). If direct pressure and elevation do not stop the bleeding, add compression at the pressure points. As a last resort, for life-threatening bleeding that cannot be controlled by other means, apply a tourniquet. Tourniquets save lives, but often at the expense of a limb. Applying a tourniquet crushes a considerable amount of tissue and causes permanent damage to nerves and blood vessels. History has shown that the vast majority of cases of external bleeding can be stopped without a tourniquet.

NOTE: This information is not intended to scare anyone away from using a tourniquet to stop bleeding; rather, it is to make everyone aware of what may happen.

14.12.5.2. Internal Bleeding:

14.12.5.2.1. Internal bleeding isn't visible externally. Some of the signs and symptoms to watch for are:

14.12.5.2.1.1. A fast, but weak pulse.

14.12.5.2.1.2. Cold, moist, and pale skin that may have a bluish tint to it.

14.12.5.2.1.3. Dull eyes with enlarged pupils that are slow to react to light.

14.12.5.2.1.4. Thirstiness, restlessness, and nausea.

NOTE: Keep these symptoms in mind—they are the same for shock (step 6).

14.12.5.2.2. If the symptoms point to internal bleeding within the chest, treat for shock only. Do not try to apply other first aid measures; further treatment of this injury is probably beyond most individuals' capabilities. If there is bleeding into the extremities, the area will be swollen and warm. Treat this type of internal bleeding by applying a splint and treating for shock. **DO NOT** give this person anything to eat or drink. This may cause nausea and vomiting and could delay getting the victim into surgery for definitive care.

14.12.6. Step 6—Prevent or Treat for Shock:

14.12.6.1. Shock results from collapse of the cardiovascular system (heart and vessels) that provides blood, oxygen, and nutrients to body cells. This collapse causes the body to become greatly weakened and could result in death. Signs and symptoms include:

14.12.6.1.1. The victim will be restless and anxious, with a weak but fast pulse.

14.12.6.1.2. The victim's skin will be cold, moist, and pale and may be bluish. If a dark-skinned person is in shock, check the color under his or her nails, eyelids, and inside his or her mouth.

14.12.6.1.3. The victim's respiration will be shallow, labored, and rapid.

14.12.6.1.4. The victim's eyes will appear dull, with enlarged pupils slow to react to light.

14.12.6.1.5. The victim will often become thirsty and nauseated and then will vomit.

14.12.6.2. These signs or symptoms of shock may occur immediately or take several hours, depending upon the severity of the injury. Begin treating for shock while attempting to stop the bleeding, regardless of

whether the symptoms are present. Efforts have a greater chance of being effective if the treatment begins before the victim actually goes into shock.

14.12.6.3. The first aid treatment for shock is relatively simple. Ensure the victim can breathe as comfortably as possible. Have the victim lie down and loosen his or her clothing. Prevent the victim from losing body heat by placing covers both over and under the victim. If there isn't a head injury, fracture of the lower extremities, or breathing difficulty, elevate the victim's legs 6 to 8 inches. Splint any fractures to decrease the victim's chances of going into shock from severe pain or increased bleeding caused by sharp bone edges. A splint can be any rigid object that can be strapped or tied to an injured limb to keep it from moving. Do not give the victim anything to eat or drink. If the victim is unconscious or you have to leave to get help, place the person on his or her side in the recovery position to avoid asphyxiation (airway blockage) caused by vomiting or by the victim's tongue. Remember, if there is an injury to the head or neck, suspect a neck fracture and avoid moving the neck.

14.12.7. Step 7—Dressing, Bandaging, and Splinting.

Wounds are injuries to the body involving tissue damage. Examples range from razor cuts to bullet holes. As mentioned earlier in this section, it is imperative to stop the bleeding. Once bleeding is under control, the wound can be dressed and bandaged to protect the victim from further injury.

14.12.7.1. Dressing. A dressing is a clean, preferably sterile, material that directly covers the wound. Be sure the material does not have any loose fibers that may get into the wound. Items that can be used as dressings are clean handkerchiefs, undershirts, or outer shirts. Remember, whatever is used to stop the bleeding must remain in place. If more dressing is necessary, place it on top of the original dressing. Do not remove the original dressing, it may disturb the clotting of the blood and cause the wound to start bleeding again.

14.12.7.2. Bandaging. A bandage holds the dressing in place, closes off the edges from dirt, and creates pressure to control further bleeding. A bandage can be made from anything wide enough to tie around the injured area. When applying the bandage, ensure it is tight enough to hold the dressing in place, but not so tight that it interferes with circulation. Take the following steps to dress and bandage any wound:

14.12.7.2.1. Cut or tear clothing away from the wound, preventing dirt or debris from entering the wound.

14.12.7.2.2. Place dressing over the wound.

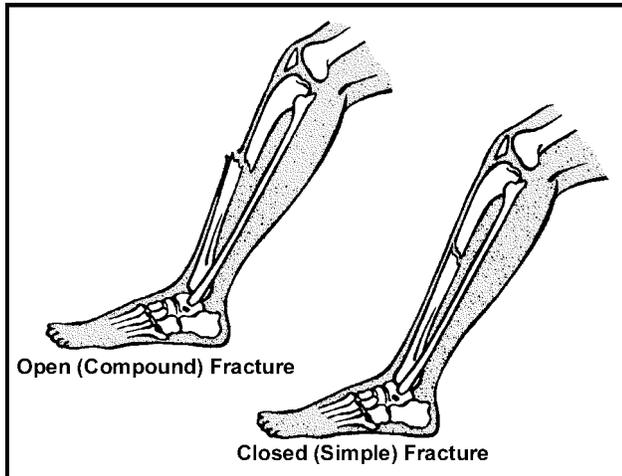
14.12.7.2.3. Apply enough pressure to stop the bleeding (use direct pressure, compression of pressure points or, as a last resort, a tourniquet).

14.12.7.2.4. Apply additional dressings if necessary.

14.12.7.2.5. Secure the dressing with a bandage.

14.12.7.3. Splinting Fractures. The two main types of fractures are open (compound) and closed (simple) (Figure 14.6). An open fracture may be obvious because the ends of the bone may stick through the skin. A closed fracture is more difficult to detect because the ends of the bone do not pierce the skin.

14.12.7.3.1. Fractures are not always evident; however, suspect a fracture if the victim experiences tenderness over the injury, has pain upon movement, or cannot move the affected limb at all. Other indications include an unnatural shape of the affected part, swelling, or a change in skin color around the injured area. If someone has suffered a fracture, handle the injured person very gently and carefully. Rough or careless handling may cause excessive pain and increase the chances of shock and cause the ends of a fractured bone to cut through muscles, blood vessels, nerves, or skin. It is best to not move the victim unless absolutely necessary until the fracture has been splinted. Proper splinting will assist in relieving pain and help prevent further injury.

Figure 14.6. Open and Closed Fractures.

magazines. Finally, the splint must be held in place. Belts, rifle slings, handkerchiefs, or strips of clothing can serve this purpose. Tie the splint securely in place at several points, both above and below the fracture site.

14.12.7.3.3. As stated earlier, the ends of broken bones could damage nerves. This is particularly true of fractures in the neck and spinal area. Any damage to the nerves in these areas can result in partial or total body paralysis—or even death. If a fracture in either of these areas is suspected, do not move the victim. Instead, immobilize the neck or back in the position found and arrange for transportation to a medical facility as soon as possible. If the victim is not breathing, open the airway by lifting the chin while holding the head in position.

14.13. Emergency Treatment for Some Specific Wounds.

Wartime conditions increase the chance of sustaining chest, head, and abdominal wounds. Every Air Force member must be familiar with basic first aid procedures under less-than-ideal conditions for these wounds.

14.13.1. Chest Wounds.

Chest wounds may be caused by falling accidents, bullets, missiles, or stabbing. These injuries can be serious and may cause death if proper treatment is not given. A victim with a chest injury may complain of pain in the chest or shoulder area and may have difficulty breathing. The chest may not rise normally. The injury may cause the victim to cough up blood and to have a rapid or weak heartbeat. A victim with an open chest wound has a punctured chest wall. A sucking sound, caused by air leaking into his or her chest cavity, may be heard. This particular type of wound is deadly and will collapse the injured lung unless sealed with an airtight material.

14.13.2. Abdominal Wounds.

An abdominal wound may be so severe that internal organs protrude through it; do not push the organs back into the abdomen as this may cause the victim to develop a severe infection. If an exposed organ must be moved to adequately cover the wound, do so, but do not push it back inside. Dress the area with a clean, moist material (preferably sterile). Next, wrap it loosely with a bandage and treat the patient for shock. Do not give the victim anything to eat or drink.

14.13.3. Head Wounds.

A head wound may consist of one or a combination of the following conditions: a concussion, a cut or bruise of the scalp, or a fracture of the skull with injury to the brain and the blood vessels of the scalp. The damage can range from a minor cut on the scalp to a severe brain injury, which rapidly causes death. Most head injuries are somewhere between the two extremes. Usually, serious skull fractures and brain injuries occur together; however, it is possible to receive a serious brain injury without a skull fracture. Bandage wounds as indicated in Figure 14.9.

14.12.7.3.2. Do not move the victim or attempt to straighten any bent parts of the body, before starting to splint a fracture. Splint the fracture where the victim is lying. Most fractures occur to the arms and legs. Figures 14.7 and 14.8 illustrate specific splinting and immobilizing procedures for limbs. If the victim has an open fracture, the chances of infection increase. Therefore, before splinting an open fracture, apply a dressing and bandage to the wound. Do not try to push the bone back into the wound. Next, put some type of padding around the injured area to ensure the splint does not rub directly against it. Items such as jackets, clothing, or blankets should work well as padding. Once the padding is in place, apply the splint. The splint should be long enough to ensure immobility of the joints directly above and below the fracture site. Items to consider when making a splint include boards, poles, sticks, cardboard, tree limbs, unloaded rifles, and rolled newspapers or

Figure 14.7. Splinting and Immobilizing Leg Fractures.

Splinting the lower leg and knee



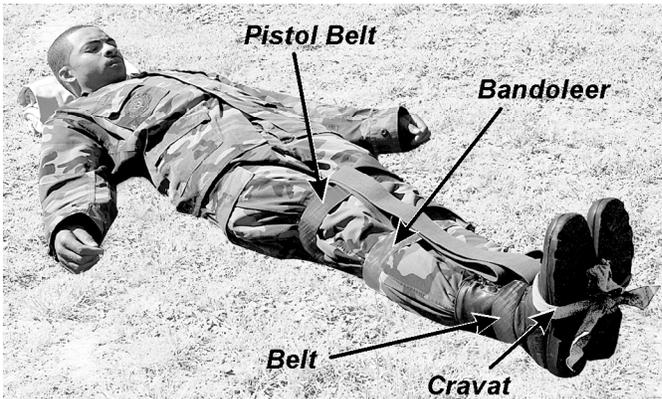
1. Make the splint out of two poles and a rolled blanket.
2. Ensure the splint and padding extend all the way to the pelvis.
3. To secure the splint, tie at several points including the foot.

Splinting the hip and thigh



1. Make the splint out of two poles and a rolled blanket.
2. Ensure the outer side of the padding and splint extends to the armpit.
3. Tie at several points, including the foot, leg, abdomen, and chest.

Immobilizing the leg without the use of a splint



1. Put padding between the victim's legs.
2. Bind the fractured leg to the other leg at several points.
3. Use this technique when you have no splints available or when the patient does not have to wait long or travel far.

NOTE: The items used in the figure give you an idea of the things you can use.

Figure 14.8. Splints, Slings, and Swaths.

Splinting and immobilizing the arm

FIRST: Apply the splint



Fracture in the forearm



Fracture in the upper arm



Fracture involving the elbow

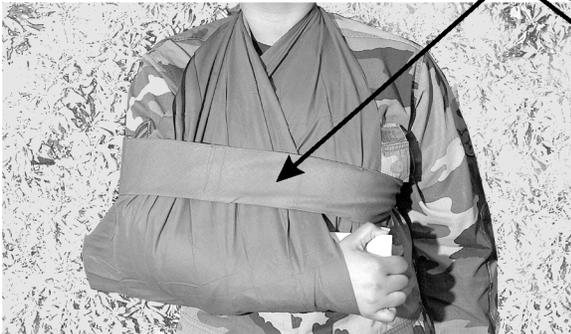
1. In all cases, make sure the splint is long enough to extend above and below the area of the fracture.
2. Without moving the arm any more than necessary, place padding on the arm, apply the splint, and then tie it in place.
3. Use a single straight splint for a fracture near the elbow when the elbow cannot be easily bent.

THEN: Immobilize the arm with a sling and swath

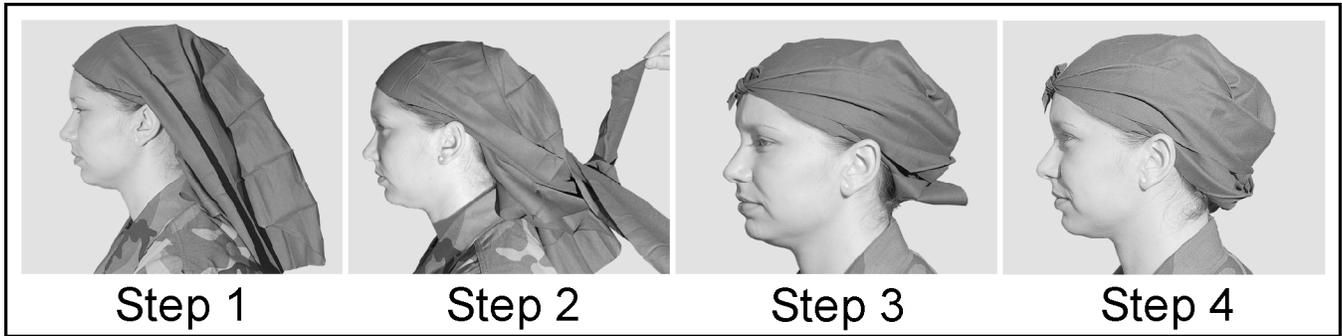


Sling made from a strip of cloth. If you don't have cloth available, a belt will do for this type of sling.

Swath



Use a swath after you apply the sling. Tie the swath around the chest wall to add more protection.

Figure 14.9. Bandaging a Head Wound.**14.14. Transporting the Victim.**

Unless a good reason exists to transport a victim, wait for some means of medical evacuation. If the situation is urgent and immediate medical assistance cannot be obtained or medical evacuation facilities are not available, the victim will have to be transported. For this reason, rescuers must know how to transport the victim without increasing the seriousness of the condition. Two of the most effective one-person carries are the fireman's carry and saddleback carry (Figure 14.10). The fireman's carry is used for either conscious or unconscious victims; the saddleback carry is used only when the victim is conscious. (**NOTE:** DO NOT use these carries for victims with neck or back injuries.) Always explain to the victim what is going to happen before acting (even if the victim appears unconscious); this will help reduce the individual's anxiety.

14.15. Conclusion.

The US Air Force is the most ready and capable air and space force in the world today. The Air Force's ability to meet its mission hinges on readiness. Air Force people operate throughout the world; it is imperative they receive training in FSTR and first aid. Air Force members should use this information in concert with security and standards of conduct information to ensure readiness of themselves and any other personnel they may work with. Readiness is everyone's responsibility.

Figure 14.10. Victim Movement.

Fireman's Carry



Step 1
Turn the victim face down on the ground and support his or her head on his or her arm.



Step 2
Place your hands on the victim's shoulders.



Step 3
Straddle the victim and, placing your hands under his or her armpits, lift the victim to a standing position.



Step 4
Support the victim by putting your arm around the victim's waist, and then step to the front of the victim.



Step 5
Grasp the victim's left hand with your hand. Bend at the waist, pulling the victim's left arm around the back of your neck so that the victim's body comes across your back.



Step 6
Now grasp his or her legs at the knees with your left arm. Lift the victim off the ground as you straighten up. Hold the victim's knees with your left hand.



Step 7
Grasp the victim's left hand leaving your right hand free. This is the position of carry. You can carry the victim for quite a distance in this manner.

Saddle-Back Carry

In this carry, the victim must be conscious because he or she must help by holding on to you.



Step 1
Have the victim get on your back the easiest way possible.

Step 2
Once the victim is in place, clasp your hands under the victim's thighs (if possible) and raise to a position that is most comfortable to you.

Step 3
This is the position of carry. You can go quite some distance with this carry.

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Chapter 15

SECURITY

Section 15A—Overview

15.1. Introduction.

Security applies to all members of the Air Force at all times. In certain positions, NCOs will be required to handle classified information; at other times, NCOs may be required to serve in a foreign country. Such is the diversity of security. This chapter covers information assurance (IA), installation security, and force protection. These topics are essential to the Air Force mission and the security of all its resources. Along with information presented in Chapters 11 and 14, this information helps ensure Air Force forces are prepared to face any adversary.

Section 15B—IA

15.2. IA Awareness:

15.2.1. IA is the key component of information operations (IO) and is used to achieve information superiority. IA awareness is an integrated communications awareness program covering computer security (COMPUSEC), communications security (COMSEC), and emission security (EMSEC) disciplines.

15.2.2. The goal of IA awareness is to integrate information systems security policy and practices into the Air Force culture and minimize the opportunity for systems compromise. All personnel using Air Force information systems must understand the necessity and practice of safeguarding information processed, stored, or transmitted on all these systems. Personnel must understand various concepts of IA countermeasures to protect systems and information from sabotage, tampering, denial of service, espionage, fraud, misappropriation, misuse, or access by unauthorized persons.

15.3. COMPUSEC:

15.3.1. Definition.

COMPUSEC is measures and controls that ensure confidentiality, integrity, or availability of information systems assets including hardware, software, firmware, and information being processed, stored, and communicated. Compliance ensures measures are taken to protect all Air Force information system resources and information effectively and efficiently. Appropriate levels of protection against threats and vulnerabilities for information systems prevent denial of service, corruption, compromise, fraud, waste, and abuse.

15.3.2. Information Systems.

An information system is any telecommunications and/or computer-related equipment or interconnected system or subsystem of equipment that information systems use in the acquisition, storage, manipulation, management, movement, control, display, switching interchange, transmission, or reception of voice and/or data and includes software, firmware, and hardware.

15.3.3. Countermeasures.

Every Air Force information system has its vulnerabilities (system security weaknesses) that make it susceptible to exploitation (that is, to gain access to information or disrupt critical processing). A countermeasure is the sum of a safeguard and its associated controls. It is a form of military science that, by employing devices and/or techniques, has as its objective the impairment of the operational effectiveness of enemy activity.

15.3.4. Threats.

Not all threats to our national security are conventional in nature. Potential adversaries increasingly rely on unconventional tactics to offset our superiority in conventional forces and technology. IO and information warfare (IW) activities pose the greatest threats to communications and information systems. IO and IW

attacks, including introduction of malicious codes, trapdoors, or viruses, could result in disabling operations, unauthorized monitoring, and denial or manipulation of communications and information.

15.3.4.1. Malicious Logic Protection. The Air Force must protect information systems (including network servers) from malicious logic (for example, virus, worm, Trojan horse, etc.) attacks. The Air Force attempts to do so by applying an appropriate mix of preventive measures to include user awareness training, local policies, configuration management, and antivirus software. At a minimum, personnel should apply the following preventive measures:

15.3.4.1.1. Implement antivirus software on all information systems and networks.

15.3.4.1.2. Scan all incoming electronic traffic and files for viruses at the network server level.

15.3.4.1.3. Scan removable and fixed media.

15.3.4.1.4. Report all virus attacks.

15.3.4.1.5. Include virus prevention, detection, eradication, and reporting procedures in user training.

15.3.4.2. Personal Computers (PC) and Workstations. This paragraph applies to all information systems used by only one individual at a time. The PC or workstation may be operated as a stand-alone system or connected in a network environment; however, information systems that allow file sharing over a network must comply with the requirements of multi-use information systems as well. Minimum security requirements include:

15.3.4.2.1. Verifying each user's need for access to information system resources and information.

15.3.4.2.2. Protecting against casual viewing of information by using password-protected screen savers when workstations are unattended.

15.3.4.2.3. Protecting the information system and data against tampering. Provide protection from outside threats by controlling physical access to the information system itself. Provide protection from inside and outside threats by installing keyboard locks, basic input/output system (BIOS) passwords, or password-protected screen savers or by establishing controls for removal and secure storage of information from unattended information systems. Using password-protected screen savers in conjunction with BIOS passwords affords maximum protection for sensitive information.

15.3.4.2.4. Safeguarding, marking, and labeling output products and removable media.

15.3.4.3. Personal Digital Assistants (PDA). A PDA is an automated information system and, therefore, subject to Air Force policy and guidance governing the security and use of a desktop or notebook computer. Use of PDAs within the Air Force has increased significantly. The PDA offers personal productivity enhancements, particularly by making certain features of the desktop environment portable (such as contacts, notes, appointments, and e-mail); however, the use of some products and features introduces security risks to information systems and networks.

15.3.4.3.1. Individuals may use PDAs to:

15.3.4.3.1.1. Process unclassified information from desktop workstations. This includes schedules, contact information, notes, e-mail, and other items.

15.3.4.3.1.2. Take notes, save information, or write e-mails when away from desktop workstations, whether down the hall or out of the country.

15.3.4.3.1.3. Synchronize information with desktop workstations.

15.3.4.3.2. Individuals may not use PDAs to:

15.3.4.3.2.1. Process or maintain classified information. Currently no approved methods for clearing (sanitizing) classified information from PDAs exist. If contaminated, security personnel must protect, confiscate, or possibly destroy the affected PDA.

15.3.4.3.2.2. Connect or subscribe to commercial Internet service providers (ISP) for official e-mail services. The use of commercial ISP for official business is not allowed due to the high operational risk posed by the possible collection of sensitive information.

15.3.4.3.2.3. Synchronize information across a network using a wireless connection. The configuration required to permit this functionality introduces unacceptable risks into a network—opening firewall ports and sending passwords in the clear.

15.4. COMSEC.

COMSEC is an IA discipline that includes measures and controls taken to deny unauthorized persons information derived from telecommunications and to ensure the authenticity of such telecommunications.

15.4.1. Cryptosecurity.

Cryptosecurity is a component of COMSEC resulting from the provision and proper use of technically sound cryptosystems.

15.4.2. Transmission Security.

Transmission security is a component of COMSEC resulting from the application of measures designed to protect transmissions from interception and exploitation by means other than cryptoanalysis. Examples of transmission security measures include using secured communications systems, registered mail, secure telephone and facsimile equipment, manual cryptosystems, call signs, or authentication to transmit classified information.

15.4.3. Physical Security.

Physical security is the part of COMSEC that results from using all physical measures necessary to safeguard COMSEC material from access by unauthorized persons. Physical security measures include the application of control procedures and physical barriers. Physical security also ensures continued integrity, prevents access by unauthorized persons, and controls the spread of COMSEC techniques and technology when not in the best interest of the United States and its allies. Common physical security measures include verifying the need to know and clearance of personnel granted access, following proper storage and handling procedures, accurately accounting for all materials, transporting materials using authorized means, and immediately reporting the loss or possible compromise of materials.

15.5. EMSEC.

EMSEC is protection resulting from all measures taken to deny unauthorized persons information of value that may be derived from the interception and analysis of compromising emanations from crypto-equipment, information systems, and telecommunications systems. The prime objective of EMSEC is to identify risk management principles from the standpoint of information protection and provide the appropriate protection at the least possible cost or at no cost.

15.6. OPSEC:

15.6.1. Definition.

OPSEC is the process of identifying critical friendly information and analyzing friendly actions related to operations, acquisition, and other activities to identify those actions that can be observed by potential adversaries and determine indicators that could be collected and synthesized to derive critical information in time to be useful to an adversary. OPSEC strives to eliminate or reduce to an acceptable level the vulnerabilities of friendly information to adversary exploitation. OPSEC is not a collection of specific rules and instructions; rather, it is a methodology applicable to any operational activity.

15.6.2. Goal.

The goal of OPSEC is to identify information and observable actions relating to mission capabilities, limitations, and intentions in order to prevent exploitation by potential adversaries. Operational effectiveness is enhanced when commanders and other decisionmakers apply OPSEC from the earliest stages of planning. OPSEC methodology provides a step-by-step analysis of operations and behavior from an adversary's point of view, thereby assessing how vulnerabilities may be exploited. Information that adversaries need to achieve their goals constitutes critical information about the United States Air Force operations or programs. By identifying and protecting this critical information, the OPSEC process becomes a positive, proactive means by which adversaries are denied an important advantage.

15.6.3. Characteristics:

15.6.3.1. OPSEC involves a series of analyses to examine the planning, preparation, execution, and post-execution phases of any activity across the entire spectrum of military action and in any operational environment. An OPSEC analysis provides decisionmakers with a means of weighing how much risk they are willing to accept in particular operational circumstances.

15.6.3.2. OPSEC should be closely coordinated with other security disciplines to ensure all aspects of sensitive activities are protected. The primary focus of OPSEC analysis is to deny potential exploitation of open source and observable actions. These sources are generally unclassified and, consequently, more difficult to control.

15.6.3.3. OPSEC enables friendly force information superiority by neutralizing adversary information activities, thereby allowing the US military an unimpeded ability to collect, exploit, and defend information.

15.6.4. Implementing OPSEC.

The Air Force implements OPSEC in all functional areas. Commanders are responsible for OPSEC awareness throughout their organizations and for integrating the OPSEC process throughout all mission areas. OPSEC is incorporated into day-to-day activities to the maximum extent possible to ensure a seamless transition to contingency operations. OPSEC is also a key component of force protection and antiterrorism (AT). The OPSEC process is an integral part of force protection, helping protect service members, civilian employees, family members, facilities, and equipment at all locations and in all situations. AT relies heavily on OPSEC as a means of denying terrorist targeting information. Force protection and AT protect the Air Force's most precious asset—people. Therefore, it is critical that OPSEC be scrupulously applied throughout the Air Force.

15.6.5. Sources of OPSEC Indicators.

The following sources are not all inclusive but are provided as stimuli:

15.6.5.1. Operational Indicators. These include schedules, test preparation, range closure, visit of a very important person (VIP) associated with a particular activity or technology, abrupt changes or cancellations of schedules, specialized equipment, specialized training, increased telephone calls, conferences, longer working hours, rehearsals of operations, unusual or increased trips and conferences by senior officials, and implementation of FPCONs and information operations conditions (INFOCON).

15.6.5.2. Communications Indicators. These include specialized and unique communications equipment, power sources, increases and decreases in communications traffic, call signs, transmitter locations, increases in network traffic/encrypted network traffic, and increases in remote dial-ups from home.

15.6.5.3. Administrative Indicators. Included in this group are military orders; distinctive emblems; logos and other markings on personnel, equipment, and supplies; transportation arrangements; schedules; orders; flight plans; duty rosters; and leave cancellations.

15.6.5.4. Logistics and Maintenance Support Indicators. These include unique-sized and -shaped boxes, tanks, and other containers; pre-positioned equipment; technical representatives; maintenance activity;

unique or special commercial services; deviation of normal procedures; and physical security arrangements.

15.7. Information Security.

Air Force policy is to identify, classify, downgrade, declassify, mark, protect, and destroy its classified information and material consistent with national policy.

15.7.1. Classification.

DoD 5200.1-R, *Information Security Program*, and AFI 31-401, *Information Security Program Management*, provide the policy for classifying information.

15.7.1.1. Original Classification:

15.7.1.1.1. Definition. Original classification is the initial decision that an item of information could cause damage to the national security if subject to unauthorized disclosure and that the interests of the national security are best served by applying the safeguards of the Information Security Program to protect it. This decision may be made only by persons who have been specifically delegated the authority to do so, have received training in the exercise of this authority, and have program responsibility or cognizance over the information. Only the SECDEF, the secretaries of the military departments, and other officials who have been specifically delegated this authority in writing, may originally classify information.

15.7.1.1.2. Security Classification Guide (SCG). An SCG identifies specific items or categories of information for each system, program, plan, or project that requires classification. It identifies the specific items of information to be protected, the applicable classification levels (such as Top Secret, Secret, or Confidential), the reason for classifying, any special handling caveats, the downgrading and declassification instructions, declassification exemptions, the original authority, and a point of contact.

15.7.1.2. Derivative Classification. Derivative classification is the process of determining whether information that is to be included in a document or material has been classified and, if it has, ensuring that it is identified as classified information by marking or similar means. Information is derivatively classified when it is extracted, paraphrased, restated, or generated in a new form. Derivative classification is the application of classification markings to a document or other material as directed by a SCG or other source material. Simply photocopying or otherwise mechanically reproducing classified material is not derivative classification. Within the DoD, all cleared personnel who generate or create material that should be derivatively classified are responsible for ensuring the derivative classification is accomplished in accordance with DoD 5200.1-R.

15.7.1.3. Markings. All classified information shall be identified clearly by electronic labeling, designation, or marking. If physical marking of the medium containing classified information is not possible, then classified information must be identified by other means. The term "marking" is intended to include the other concepts of identification. Classification markings must be conspicuous. Marking is the principle means of informing holders of classified information about specific protection requirements for the information. Marking and designation of classified information are the specific responsibility of original and derivative classifiers. Markings and designations serve the following purposes:

15.7.1.3.1. To alert holders to the presence of classified information.

15.7.1.3.2. To identify, as specifically as possible, the exact information needing protection.

15.7.1.3.3. To indicate the level of classification assigned to the information.

15.7.1.3.4. To provide guidance on downgrading (if any) and declassification.

15.7.1.3.5. To give information on the sources of and reasons for classification.

15.7.1.3.6. To warn holders of special access, control, or safeguarding requirements.

15.7.1.4. Specific Markings on Documents. Every classified document must be marked to show the highest

classification of information it contains. The marking must be conspicuous enough to alert anyone handling the document that it is classified. The overall classification will be marked, stamped, or affixed (with a sticker or tape) on the front cover, if there is one; the title page, if there is one; the first page; and the outside of the back cover, if there is one. Additionally:

15.7.1.4.1. Every classified document must show the agency, office of origin, and date of origin on the first page, title page, or front cover.

15.7.1.4.2. Every originally classified document must have a "Classified by" line placed on the first page, title page, or front cover that identifies the original classification authority responsible for classification of the information it contains. Derivatively classified documents are marked "Derived from" and the document and date the information was derived from, or the term "Multiple Sources" if the information was derived from more than one source.

15.7.1.5. Declassification. Information shall be declassified as soon as it no longer meets the standards for classification. In some exceptional cases, the need to protect information still meeting the standard may be outweighed by the public interest in disclosure of the information. In these cases, the information should be declassified. There are four separate and parallel systems that can bring about the declassification of information:

15.7.1.5.1. A system that requires the original classifier to decide at the time information is classified when it can be declassified.

15.7.1.5.2. A system that causes information of permanent historical value to be automatically declassified on the 25th anniversary of its classification unless specific action is taken to keep it classified.

15.7.1.5.3. A system that causes information to be reviewed for possible declassification upon request.

15.7.1.5.4. A process for systematic review of information for possible declassification.

15.7.1.6. Challenges. If there is substantial reason to believe the document has been classified improperly or unnecessarily, personnel should submit challenges of classification to the security manager or the classifier of the information.

15.7.2. Safeguarding:

15.7.2.1. General Policy. Everyone granted access to classified information is responsible for providing protection to information and material in their possession or control. Classified information must be protected at all times either by storing it in an approved device or facility or having it under the personal observation and control of an authorized individual. Everyone who works with classified information is personally responsible for taking proper precautions to ensure unauthorized persons do not gain access to it.

15.7.2.2. Care During Working Hours. Classified material removed from storage shall be kept under constant surveillance of authorized persons. Classified document cover sheets will be placed on classified documents not in secure storage. Preliminary drafts, carbon sheets, plates, stencils, stenographic notes, worksheets, floppy disks, and other items containing classified information shall either be destroyed immediately after they have served their purpose or protected as required for the level of classified information they contain.

15.7.2.3. End-of-Day Security Checks. Heads of activities that process or store classified information must establish a system of security checks at the close of each working day to ensure the area is secure. SF 701, **Activity Security Checklist**, is used to record the checks. An integral part of the security check system is to secure all vaults, secure rooms, and containers used to store classified material; SF 702, **Security Container Checksheet**, is used to record such actions. In addition, SF 701 and 702 are annotated to reflect after-hours, weekend, and holiday activity.

15.7.2.4. Control Access. A person may not have access to classified information unless determined to have the proper security clearance and need to know. The final responsibility for determining if a person's official

duties require access to any element or item of classified information and if the person has been granted the appropriate security clearance rests with the individual authorized possession, knowledge, or control of the information—not the prospective recipient. The following rules also apply when safeguarding classified information:

15.7.2.4.1. Top Secret information is controlled and accounted for through Top Secret control account (TSCA) systems. Unit commanders and staff agency chiefs who routinely originate, store, receive, or dispatch Top Secret material establish these accounts and designate a Top Secret control officer (TSCO) to maintain them. All transactions for Top Secret material must be conducted through the TSCO.

15.7.2.4.2. Secret information is controlled internally as determined by unit commanders or staff agency chiefs. Receipts are necessary when transmitting the material through a mail distribution system, hand-carrying the material off an installation or to a non-Air Force activity, or hand-carrying the material to a recipient not shown on the material's distribution list and who is with another DoD agency or service or another Air Force activity residing on the same installation.

15.7.2.4.3. Confidential information is controlled through routine administrative procedures. Individuals need not use a receipt for Confidential material unless asked to do so by the sending activity.

15.7.2.5. Security Incidents. Anyone finding classified material out of proper control must take custody of and safeguard the material, if possible, and immediately notify the appropriate security authorities. Any person who becomes aware of the possible compromise of classified information must immediately report it to the head of his or her local activity or to the activity security manager. If classified information appears in the public media, DoD personnel must be careful not to make any statement or comment that would confirm the accuracy or verify the classified status of the information. Personnel must report the matter, but must not discuss it with anyone without an appropriate security clearance and need to know.

15.7.3. Sanctions.

DoD military and civilian personnel are subject to sanctions if they knowingly, willfully, or negligently disclose classified information to unauthorized persons. Sanctions include, but are not limited to, warning, reprimand, suspension without pay, forfeiture of pay, removal, discharge, loss or denial of access to classified information, and removal of classification authority. Action may also be taken under the UCMJ for violations of the code and under applicable criminal law.

15.8. Personnel Security:

15.8.1. The Personnel Security Program involves determining the trustworthiness of individuals before they have access to classified information or are assigned to sensitive duties. Personnel must continue to be trustworthy by complying with personnel security program requirements throughout their careers. Commanders and supervisors must continually observe and evaluate their subordinates with respect to these criteria and immediately report any unfavorable conduct or conditions that come to their attention that might bear on the subordinate's trustworthiness.

15.8.2. If warranted, the commander forwards unfavorable information to the Air Force Central Adjudication Facility for adjudication. The Central Adjudication Facility grants, denies, and revokes security clearance eligibility. If the security clearance is denied or revoked, individuals may appeal the decision.

15.8.3. Personnel security clearances are recorded in the Central Automated Verification System and the Joint Personnel Adjudication System (JPAS). Unit security forces have access to JPAS to determine if an individual in the organization has been granted a security clearance according to AFI 31-501, *Personnel Security Program Management*.

15.9. Industrial Security:

15.9.1. Policy.

Air Force policy is to identify in its classified contracts specific Government information and sensitive resources that must be protected against compromise and or loss while entrusted to industry. AFI 31-601, *Industrial Security Program Management*, assigns functional responsibilities and establishes a system of

review that identifies outdated, inappropriate, and unnecessary contractual security requirements. It also outlines and provides guidance for establishing onbase integrated contractor visitor groups.

15.9.2. Scope.

The security policies, requirements, and procedures identified in AFI 31-601 are applicable to Air Force personnel and onbase DoD contractors performing services under the terms of a properly executed contract and associated security agreement or similar document, as determined appropriate by the installation commander.

Section 15C—Installation Security

15.10. Installation Security Program.

The Air Force Installation Security Program is designed to deter hostile enemy and criminal activity against Air Force protection-level resources and, failing deterrence, to provide an appropriate level of security response. In addition to main operating bases, the installation security program must be executed at deployed locations in support of AEF. At deployed locations, the installation security program is used in conjunction with air base defense procedures to provide the best protection possible for protection level resources. Security forces provide installation security by forming concentric rings or sectors of security at each installation. The more important the protected resource is to the Air Force, the smaller the circle around it and the greater the level of security. Conversely, the less important the resource is, the larger the circle and fewer security forces are employed. Air Force protection level resources include such assets as designated aircraft, intercontinental ballistic missiles, command and control facilities, and all nuclear weapons. Nuclear weapons receive the maximum level of security because of their destructive power, political and military significance, and the grave consequences to national security that would result from the theft, loss, unauthorized destruction, or detonation of one of these weapons.

15.11. Installation Security Deterrence.

Deterrence against hostile acts is achieved by conducting security operations that present hostile persons or groups with unacceptable risks and penalties if they attempt to breach the security system. Operational requirements and the need to moderate manpower and material costs necessitate a balance between levels of security and degrees of acceptable risk. Therefore, installation security is designed to provide deterrence to meet the day-to-day threat and allow security planners the flexibility to escalate security measures when the threat increases.

15.12. Security Protection Levels.

Security forces, facilities, and equipment are not available in sufficient amounts to provide all Air Force protection level resources the same level of security support. The security protection level system is a means for prioritizing resource needs and for allocating security forces resources in varying amounts.

15.12.1. Protection Level 1 (PL1).

PL1 is assigned to those resources for which the loss, theft, destruction, misuse, or compromise would result in great harm to the strategic capability of the United States. Examples of PL1 resources are nuclear weapons in storage, mated to a delivery system, or in transit; designated command, control, and communications (C3) facilities; and aircraft designated to transport the President of the United States. PL1 security must result in the greatest possible deterrence against hostile acts. This level of security will provide maximum means to achieve detection, interception, and defeat of a hostile force before it is able to seize, damage, or destroy resources.

15.12.2. Protection Level 2 (PL2).

PL2 is assigned to resources for which the loss, theft, destruction, misuse, or compromise would cause significant harm to the war-fighting capability of the United States. Examples of PL2 resources are nonnuclear alert forces such as airborne warning and control system (AWACS) aircraft and U-2R aircraft outside the CONUS; expensive, few in number, or one-of-a-kind systems or facilities; and intelligence-gathering systems. PL2 security must result in significant deterrence against hostile acts. This level of

security will ensure a significant probability of detecting, intercepting, and defeating a hostile force before it is able to seize, damage, or destroy resources.

15.12.3. Protection Level 3 (PL3).

PL3 is assigned to resources for which the loss, theft, destruction, misuse, or compromise would damage US war-fighting capability. Examples of PL3 resources are nonalert resources that can be generated to alert status such as F-16 fighters; selected C3 facilities, systems, and equipment; and nonlaunch-critical or nonunique space launch systems. PL3 security must result in a reasonable degree of deterrence against hostile acts. This level of security will ensure the capability to impede a hostile force and limit damage to resources.

15.12.4. Protection Level 4 (PL4).

PL4 is assigned to resources that do not meet the definitions of PL1, PL2, or PL3 resources, but for which the loss, theft, destruction, misuse, or compromise would adversely affect the operational capability of the Air Force. Examples of PL4 resources are facilities storing Category I, II, or III sensitive conventional arms, ammunition, and explosives (AA&E); fuels and liquid oxygen (LOX) storage areas; and Air Force accounting and finance vault areas. PL4 resources are secured by containing them in controlled areas with owner and user personnel implementing entry and circulation control procedures. Security forces conduct preventive patrols in areas and provide armed response.

Section 15D—Force Protection

15.13. Force Protection Program.

Force protection is a security program assigned to protect service members, civilian employees, family members, facilities, and equipment, in all locations and situations, from terrorism. Program objectives are accomplished through the planned and integrated application of combating terrorism, physical security, operations security, personal protective services, and supported by intelligence, counterintelligence, and other security programs. The program seeks to deter or blunt terrorist acts against the United States Air Force by giving guidance on collecting and disseminating timely threat information, providing training to all Air Force members, developing comprehensive plans to deter, counter and recover from terrorist incidents, allocating funds and personnel, and implementing defensive measures.

15.14. Awareness Training.

Individual security awareness and individual force protection training are essential elements of an overall force protection program. Each individual must share in this responsibility by ensuring alertness and the application of personal protection measures.

15.15. Threat Analysis.

In AT, threat analysis is a continual process of compiling and examining all available information concerning potential terrorist activities by terrorist groups that could target a facility. A threat analysis incorporates all factors of a terrorist group's existence, capability, intentions, history, and targeting, as well as the security environment within which friendly forces operate. Threat analysis is an essential step in identifying probability of terrorist attack and results in a threat assessment.

15.15.1. Threat Levels.

In assessing the terrorist threat to US personnel and interest, DoD intelligence agencies use a five-step scale to describe the severity of the threat: critical, high, medium, low, and negligible. Threat levels are the result of combinations of the following factors based on analysis:

15.15.1.1. Critical. Factors of existence, capability, and targeting must be present. History and intentions may or may not be present.

15.15.1.2. High. Factors of existence, capability, history, and intentions must be present.

15.15.1.3. Medium. Factors of existence, capability, and history must be present. Intentions may or may not be present.

15.15.1.4. Low. Existence and capability must be present. History may or may not be present.

15.15.1.5. Negligible. Existence and or capability may or may not be present.

15.15.2. FPCONs.

The terrorist FPCONs are progressive levels of terrorist threats to US military facilities and personnel. As JCS-approved terminology, these terms, definitions, and recommended security measures are intended to facilitate interservice coordination and support of US military AT and force protection activities. Selection of the appropriate response to terrorism threats remains the responsibility of the commander having jurisdiction or control over the threatened facilities or personnel.

15.15.2.1. Normal. Commanders employ random antiterrorism measures (RAM) during this and all FPCONs to enhance force protection.

15.15.2.2. Alpha. Alpha applies when there is a general threat of possible activity against personnel and facilities, the nature and extent of which is unpredictable. The following actions are taken while in Alpha:

15.15.2.2.1. At regular intervals, remind all personnel and dependents to be suspicious and inquisitive about strangers, particularly those carrying suitcases or other containers. Watch for unidentified vehicles on or in the vicinity of US installations. Watch for abandoned parcels or suitcases and any unusual activity.

15.15.2.2.2. Based on the threat and intelligence sources, brief appropriate personnel on the threat.

15.15.2.2.3. Based on the threat and available intelligence, increase checks of areas from which ground or missile attacks on aircraft would likely occur.

15.15.2.2.4. The duty officer or personnel with access to building plans as well as the plans for area evacuations must be available at all times. Key personnel should be able to seal off an area immediately. Key personnel required to implement security plans should be on call and readily available.

15.15.2.2.5. Secure buildings, rooms, and storage areas not in regular use.

15.15.2.2.6. Increase security spot checks of vehicles and persons entering the installation and unclassified areas under US jurisdiction.

15.15.2.2.7. Limit access points for vehicles and personnel commensurate with a reasonable flow of traffic.

15.15.2.2.8. Review all plans, orders, personnel details, and logistics requirements related to the introduction of higher FPCONs.

15.15.2.3. Bravo. Bravo applies when an increased and more predictable threat of terrorist activity exists. When in Bravo, increased security measures include:

15.15.2.3.1. Continue, or introduce, all measures listed in FPCON Alpha and warn personnel of any other form of terrorist attack.

15.15.2.3.2. Keep all personnel involved in implementing AT contingency plans on call.

15.15.2.3.3. Make staff and dependents aware of the general situation to stop rumors and prevent unnecessary alarm.

15.15.2.3.4. Move cars and objects, such as crates and trash containers, at least 25 meters from buildings, particularly buildings of a sensitive nature. Consider centralized parking.

15.15.2.3.5. Secure and regularly inspect all buildings, rooms, and storage areas not in regular use.

15.15.2.3.6. At the beginning and end of each workday, as well as at other regular and frequent intervals, inspect the interior and exterior of buildings in regular use for suspicious packages.

15.15.2.3.7. Check plans for implementation of the next FPCON.

15.15.2.4. Charlie. Charlie applies when an incident has occurred or intelligence is received indicating some form of terrorist action against personnel and facilities is imminent. Basic Charlie measures are to:

15.15.2.4.1. Continue, or introduce, all measures listed in FPCONs Alpha and Bravo.

15.15.2.4.2. Keep all personnel responsible for implementing AT plans at their places of duty.

15.15.2.4.3. Limit access points to the absolute minimum.

15.15.2.4.4. Strictly enforce control of entry. Randomly search vehicles.

15.15.2.4.5. Enforce centralized parking of vehicles away from sensitive buildings.

15.15.2.4.6. Increase patrolling of installation. If the threat and intelligence warrants, pay particular attention to locations where attacks against aircraft could be mounted, such as parking areas and arrival and departure ends of the runway.

15.15.2.4.7. Check plans for implementation of the next FPCON.

15.15.2.5. Delta. Delta applies in the immediate area where a terrorist attack has occurred or when intelligence has been received that terrorist action against a location or person is likely. To implement Delta, personnel:

15.15.2.5.1. Continue, or introduce, all measures listed for FPCONs Alpha, Bravo, and Charlie.

15.15.2.5.2. Augment guards as necessary.

15.15.2.5.3. Identify all vehicles within operational or mission support areas.

15.15.2.5.4. Control access and implement positive identification of all personnel—no exceptions.

15.15.2.5.5. Make frequent checks of the exterior of buildings and of parking areas.

15.15.2.5.6. Minimize all administrative journeys and visits. Based on the threat and intelligence, minimize aircraft departures and arrivals to operational needs.

15.16. DoD RAM Program.

This program involves random, multiple security measures that consistently change the look of an installation's security program. RAMs introduce uncertainty to an installation's overall security program to defeat surveillance attempts and make it difficult for a terrorist to accurately predict actions. Installation commanders develop and implement a RAM program that includes daily implementation of a recommended minimum of three RAMs from higher FPCONs. RAMs should be changed often to avoid predictability; execution should be broad based and involve a variety of career fields and personnel.

15.17. AT Individual Protective Measures.

Terrorists depend on individuals. A dynamic threat environment demands the utmost vigilance and discipline. Military members must refine existing protective measures to prevent or substantially mitigate any threat. The following protective measures provide information on a number of proven security techniques and considerations that limit opportunities to be targeted by terrorists in the CONUS and OS.

15.17.1. General Security Measures:

15.17.1.1. Guard Information About Yourself and What You Do. Limit discussion and accessibility of any information (written or verbal) that may provide terrorist insights for targeting. Always use secure means when passing sensitive information and destroy identifiable information.

15.17.1.2. Recognize and Report Unusual or Suspicious Behavior. Every individual is the first line of defense against terrorists. Be aware of your surroundings. Write down license numbers of suspicious vehicles and note descriptions of occupants. Report anything unusual to your chain of command, local authorities, or the Federal Bureau of Investigations (FBI).

15.17.1.3. Be Prepared for the Unexpected. Plan for the range of threat possibilities. Avoid established or predictable patterns.

15.17.2. To And From Work, In Transit Security Measures:

15.17.2.1. Be Prepared for the Unexpected. Look for tampering of your vehicle. Look under and around your automobile. Keep your doors locked and windows up at all times. Alter routes and avoid choke points. Alternate parking places. Be familiar with safe locations along your route.

15.17.2.2. Guard Information About You; Maintain a Low Profile. Consider wearing civilian clothing when riding on mass transit. Avoid car markings that identify you as a military member.

15.17.2.3. Guard Information that Terrorists Can Exploit. Always remove base stickers when selling or otherwise disposing of a POV.

15.17.3. Official and Unofficial Travel Security Measures:

15.17.3.1. Be Prepared for the Unexpected. Complete Level 1 AT training before travel. Select an inside hotel room away from the street-side window, preferably on the 4th through 10th floors.

15.17.3.2. Guard Information About You; Maintain a Low Profile. Avoid the use of rank or military addresses on tickets, travel documents, and hotel reservations.

15.17.4. Home Security Measures:

15.17.4.1. Be Prepared for the Unexpected. Brief family members on residential security and safety procedures. Ensure family members learn a duress word and it is on file at your office. Advise associates or family members of your destination and anticipated time of arrival. Use peephole viewers before opening the door. Don't open the door to anyone until you know who it is. Ensure sufficient illumination exists around your residence. Be alert to strangers who are on Government property for no apparent reason. Refuse to meet with strangers outside your workplace.

15.17.4.2. Guard Information About You; Maintain a Low Profile. Destroy all envelopes or other items that show your grade or other personal information. Instruct your family and associates to not provide strangers with information about you or your family. Be cautious about giving out information regarding family travel plans or security measures and procedures. Consider removing your name and grade on your home or military quarters. Avoid the use of your name and grade on answering machines.

15.17.5. Telephone Security.

If you receive a threatening phone call or bomb threat, report the call to local authorities immediately.

15.17.6. Mail Bomb.

Check mail and packages for unusual odors (shoe polish or almond smell); excessive wrapping, bulges, bumps, or odd shapes; no return address or an unfamiliar return address; a return address that is different from the postmark; incorrect spelling and/or items sent "registered" or marked "personal"; protruding wires

or strings; unusually light or heavy packages and/or an excessive amount of postage; oily stains and the appearance of foreign-style handwriting. If any of these conditions exist, clear the area immediately and notify your chain of command, local authorities, or the FBI.

15.18. Individual Force Protection (Overseas):

15.18.1. Protective Measures.

Normal common sense should prevail when traveling abroad, just as it would at home. Remember these three basic rules:

15.18.1.1. Be Alert. Watch for anything suspicious. Do not release personal information. If you believe you are being followed, go to a predetermined safe area. Immediately report any suspicious incidents to local or host nation security or law enforcement forces.

15.18.1.2. Keep a Low Profile. Dress, conduct, and mannerism should not attract attention. Make an effort to blend in. Avoid publicity, large crowds, demonstrations, and civil disturbances to reduce the threat.

15.18.1.3. Be Unpredictable. Vary routines, time, and mode of travel. Varying where and when you go, as well as varying appearance, can all keep you from being a target. Make sure others know where you are going and when you plan to return.

15.18.2. Protecting Yourself and Your Family.

Consider the criminal or terrorist potential in otherwise ordinary activities. If traveling to or within a foreign country, or stationed at a location with known terrorist elements, it is very important to adhere to the following sensible guidelines:

15.18.2.1. Know the location of the US Embassy and other safe locations where you can find refuge or assistance. Travel on a tourist passport when possible.

15.18.2.2. Learn and practice a few key phrases in the native language, such as “I need a police officer” or “I need a doctor.”

15.18.2.3. Familiarize your family with the local terrorist threat and regularly review the protective measures and techniques listed in JS Guide 5260, *Service Member’s Personal Protection Guide: A Self-Help Guide to Combat Terrorism While Overseas*, available at <http://www.dtic.mil/doctrine/jel/cjcsd/cjcsi/g5260.pdf>. Ensure everyone in the family knows what to do in an emergency.

15.18.2.4. Restrict the possession of house keys. Change locks if keys are lost or stolen and when moving into a previously occupied residence.

15.18.2.5. Lock all entrances at night, including the garage. Keep the house locked, even if you are at home.

15.18.2.6. Develop friendly relations with your neighbors. Do not draw attention to yourself. Be considerate of neighbors.

15.18.2.7. Avoid frequent exposure on balconies and near windows.

15.18.2.8. Be alert to public works crews and other foreign nationals requesting access to residence; check their identities through a peephole before allowing entry.

15.18.2.9. Do not answer your telephone with your name and grade.

15.18.2.10. Travel in small groups as much as possible.

15.18.2.11. Stay away from known trouble or disreputable places; visit only reputable establishments, but don’t frequent the same off-base locations (in particular, known, US-associated locales).

15.18.2.12. Know emergency numbers and how to use the local telephone system.

15.18.2.13. Know where your children are at all times.

15.18.2.14. Teach children how to contact the police or neighbor in an emergency.

15.18.2.15. Conduct a security background check with local police, neighbors, and friends when hiring domestic employees.

15.18.2.16. Do not discuss travel plans or sensitive topics within earshot of domestic employees who have no need to know.

15.18.2.17. Give presents or gratuities according to local customs.

15.19. Human Intelligence (HUMINT) and Counterintelligence (CI).

HUMINT is a category of intelligence derived from information collected and provided by human sources. Human resources intelligence is also called HUMINT and is the intelligence derived from the intelligence collection discipline that uses human beings as both source and collectors and where the human being is the primary collection instrument. CI is information gathered and activities conducted to protect against espionage, other intelligence activities, sabotage, or assassinations conducted by or on behalf of foreign governments or elements thereof, foreign organizations or foreign persons, or international terrorist activities.

15.19.1. Threat Areas:

15.19.1.1. Espionage. Espionage is the overt, covert, or clandestine intelligence activity designed to obtain information relating to the national defense with intent or reason to believe it will be used to hurt the United States or be used to the advantage of a foreign nation.

15.19.1.2. Subversion. Subversion is any action taken to lower the morale, loyalty, or discipline of military personnel or civilians who work for the military establishment.

15.19.1.3. Sabotage. Any act or acts with intent to injure, interfere with, or obstruct the national defense of a country by willfully injuring or destroying, or attempting to injure or destroy, any national defense or war material, premises, or utilities, to include human and natural resources is sabotage.

15.19.1.4. Terrorism. Terrorism is the calculated use of unlawful violence or threat of unlawful violence to instill fear. It is intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological.

15.19.2. The HUMINT Effort:

15.19.2.1. Social Contact and Time. Foreign agents have two basic premises in their HUMINT effort. The first is the use of social contact to gain access to a targeted Air Force member. Americans can be very friendly people, willing to help when a foreign person appears friendly and in need of assistance. The second premise is the use of time to cultivate the contact. Time is an entity Americans poorly understand when it comes to being an intelligence weakness. Long-term associations tend to dampen suspicions. Therefore, the subtlety of foreign agents to gradually use friendship to further intelligence collection is a powerful factor.

15.19.2.2. Elicitation. The most important point to realize is that foreign agents will gain information using professional elicitation techniques. Elicitation is the art of finding out information through questions that seem harmless. Professionally employed, the techniques can devastate the security of the target country. That is why every Air Force member must know how to recognize and report evidence of HUMINT elicitation—it is paramount to an effective security program.

15.19.3. Incident Reporting.

AFI 71-101, Volume 4, *Counterintelligence*, requires contact incidents be reported to the AFOSI within 30

days of the contact. Contact means any exchange of information directed to an individual, including solicited or unsolicited telephone calls, e-mail, radio contact, and face-to-face meetings. Examples include:

15.19.3.1. Any unofficial contact with a non-US citizen employed by a foreign diplomatic establishment.

15.19.3.2. All attempts or requests by any person, including an Air Force employed civilian or active duty military personnel, to gain unauthorized access to classified or otherwise sensitive information.

15.19.3.3. Any event that suggests a member of the Armed Forces or Air Force employee may be a target of a foreign intelligence service or terrorist group.

15.19.3.4. Any information indicating the planned or actual deliberate compromise or unauthorized release of classified or controlled information.

15.19.3.5. All information regarding the intentions of terrorist organizations.

15.19.3.6. All information regarding the planned or actual act of sabotage or subversion.

15.19.4. AFOSI Responsibility.

The AFOSI initiates and conducts all CI investigations, operations, collections, and other related activities for the Air Force. In the United States, AFOSI coordinates when appropriate with the FBI. Outside the United States, AFOSI coordinates with the Central Intelligence Agency (CIA) and the FBI when appropriate. AFOSI is also the installation-level training agency for CI awareness briefings and is the sole Air Force repository for the collection and retention of reportable information.

15.20. Protection of the President and Others:

15.20.1. As a result of a formal agreement between the DoD and United States Secret Service, individuals affiliated with the Armed Services have a special obligation to report information to the Secret Service pertaining to the protection of the President of the United States. This obligation is specified in AFI 71-101, Volume 2, *Protective Service Matters*.

15.20.2. Air Force members and civilian employees must notify their commanders, supervisors, or the AFOSI of information concerning the safety of anyone under the protection of the United States Secret Service. This includes the President and Vice President, the President- and Vice President-elect, all former Presidents and their wives or widows, or any foreign head of state visiting the United States. The type of information to report includes:

15.20.2.1. Any statement that indicates an intention to physically harm a government official of any nationality. This includes any plan to damage or disrupt normal activities of a foreign diplomatic mission (embassy, chancellery, or consulate) in the United States.

15.20.2.2. Information that reveals a plot to cause a civil disturbance or terrorist act.

15.20.2.3. Identities of individuals who express a real or imagined grievance against the US Government. Military members receiving a less-than-honorable discharge, civilian employees recently dismissed from Federal service, or individuals denied a security clearance may fall into this category.

15.20.2.4. The identity of any individual within the DoD who, because of a strong anti-American sentiment, mental instability, or demonstrated violent or irrational behavior, poses a threat to anyone receiving United States Secret Service protection.

15.20.3. The AFOSI is the point of contact between the Air Force and the United States Secret Service. Any information of interest to the United States Secret Service that comes to the attention of Air Force commanders and supervisors must be reported to the nearest AFOSI unit as soon as possible.

15.21. Conclusion.

Security applies to all members of the Air Force at all times. This chapter covered information assurance, installation security, and force protection. These topics are essential to the Air Force mission and to the security of all its resources. All Air Force members must be versed in security, apply it to all aspects of their work, and be conscious of how it affects their personal lives. Proper security directly contributes to Air Force readiness.

Chapter 16

COMMUNICATING IN TODAY'S AIR FORCE

Section 16A—Overview

16.1. Introduction:

16.1.1. This chapter is devoted to proper communication in today's Air Force. Communication, by definition, is "the art and technique of using words effectively to impart one's ideas." The word "effectively" is the key to this definition. Sure, it's easy to impart ideas effectively when writing or speaking to a friend because both parties identify with each other and communicate easily. But what about communication between a supervisor, a subordinate, and/or a commander? It's not as casual and, therefore, not as easy. Communication requires careful consideration of the message to be communicated, the communication method, and the anticipated reaction.

16.1.2. This chapter begins by examining the fundamentals of better communication, both written and spoken. It then focuses on written communication in general terms and outlines certain methods that can be used to improve writing style. In addition, it provides an overview and samples of the official memorandum, personal letter, and the memorandum for record—types of written correspondence the NCO is likely to deal with in daily activities. Included is advice on how to effectively improve reading skills. In the spoken communication section are essential tips for delivering a more effective speech, the basic types of public speaking, and advice on how to get more from listening to speeches and briefings. Finally, as the Air Force increasingly relies on computer-based messaging and obtaining and disseminating information worldwide, it becomes important to discuss electronic mail (e-mail) and the Internet.

Section 16B—Fundamentals of Better Communication

16.2. General Information.

The following steps will help every NCO become a better communicator, both in written correspondence and in speaking abilities. These steps are not always followed in sequence and may overlap, so they should be tailored to personal style and approach.

16.3. Analyze Purpose and Audience.

Try to answer three questions before undertaking any communication: Is it necessary?, What's the purpose?, and Who is the audience?

16.3.1. First, is the communication necessary? Some formal or staff communications are not necessary. Consider communicating by other means such as a telephone call or e-mail. If the telephone works, use it. If a short note gets the message across, jot it down.

16.3.2. Second, if communication is necessary, then analyze the purpose. All Air Force writing or speaking falls under one or a combination of three general purposes: to direct, to inform (or question), or to persuade. Once the purpose is decided, place the emphasis where it is needed.

16.3.3. Third, every communication has two audiences: the sender and the receiver. Senders speak for the organization or functional area. The sender must understand and accommodate the supervisor's or commander's views, capabilities, or concerns to properly represent him or her. For example, does the commander or supervisor prefer to write or speak? What is his or her style? Next, consider the audience at the receiving end and ask, "How do I want the audience to react? Is the audience receptive, skeptical, or hostile? What is the audience's knowledge of the subject? What tone is appropriate? And, who is the target of the message?"

16.4. Conduct Research.

With the objective clearly in mind, the sender is ready to research the subject. Personal experiences, the experiences of others gained through conversations and interviews, written material, and observations are excellent research sources.

16.4.1. The first step in researching a subject involves determining what is already known. Personal knowledge may suggest a tentative organization, but it will also point out gaps in knowledge where further research is required.

16.4.2. The second step in the research process is to draw on the experiences of others. People who are interested in the topic may provide ideas during a conversation. The best source of information is often an expert who can help clarify the sender's thinking, provide facts and testimony, and suggest sources for further research.

16.4.3. The library can also provide many valuable sources, such as newspapers, magazines, and encyclopedias. While periodicals cover a wide variety of material, they do not usually treat a topic as thoroughly as a book on the subject. Depending on the subject and purpose, the sender may find one type of reference material more useful than another.

16.4.4. Remember to take careful notes; inexperienced communicators start organizing ideas before they have enough material. Effective communicators make an extra effort to write down every idea related to their subject. By doing so, they are able to review all the information they compiled before they start organizing their communication.

16.5. Support Ideas.

Weak support and faulty logic trap more good writers and speakers than any other single cause. Five potential cures for weak support are: examples, statistics, testimony, comparison and contrast, and explanation.

16.5.1. Examples.

Examples are specific instances chosen to represent or indicate factual data. Good examples are appropriate, brief, interesting, and attention getting. They are often presented in groups of two or three for impact.

16.5.2. Statistics.

Statistics can be an excellent means of support if they are kept simple and easy to read and understand. Remember to round off statistics, when possible. Tell the audience the exact source of statistics.

16.5.3. Testimony.

Testimony is a means of supporting opinion with the comments of recognized authorities. These comments can take the form of direct quotes or paraphrases; direct quotations tend to carry more weight.

16.5.4. Comparison and Contrast.

Use comparison to dramatize similarities between two objects or situations. Use contrast to emphasize differences.

16.5.5. Explanation.

Explanation may be used in three ways:

16.5.5.1. Definition. This is a simple explanation in understandable terms.

16.5.5.2. Description. Similar to definition, yet description is usually more personal and subjective.

16.5.5.3. Analysis. Analysis is dividing the subject into small parts and discussing who, what, where, when, and how. The persuasiveness or "believability" of the argument or the acceptance of the information depends on the strength of the support material. Keep it simple, relevant, and accurate.

16.6. Logical Landmines.

"Support" has a cousin called "logic." When support and logic team up, it's a gang tackle. Once the sender realizes that weak logic is a problem, there is hope. It is not possible to talk about all the logic traps writers and speakers can fall into, but here are a few big ones:

16.6.1. Bias.

Bias is when the sender gathers only the data or opinion that supports his or her view. Bias leads to

tunnelvision, and the sender may never see the contrasting viewpoints or arguments. A better approach is to recognize it and prepare a counterpunch.

16.6.2. Asserted Conclusion.

Asserted conclusion is an example of drawing conclusions from insufficient data. People in general jump to conclusions from too little evidence; they may rely on “samples of one” (their own experience); something happens twice the same way, and they assume the ability to forecast. Be careful to qualify. This means introducing the conclusion with a statement like, “The trend appears to be...” or “Based on these few samples, my tentative conclusion is...” Let the reader or listener know the conclusion is weakly supported.

16.6.3. “Faulty Analogy” Fallacy.

Faulty comparison is based on the assumption that what is true of a simple or familiar situation is also true of a complex situation. “Selling a house is as easy as selling a car.” Not necessarily true. This fallacy is also called “faulty comparison.”

16.6.4. “False Dilemma” Fallacy.

This fallacy is based on the claim that no middle ground exists. “We should either fight to win or not get involved.” There is a considerable range of options between these two positions. Traditionally, this fallacy has been called “faulty choice.”

16.6.5. “Nonsequitur” Fallacy.

This fallacy has also been called the “comparing apples-and-oranges” argument. Asserting that someone “will make a great first sergeant because he or she was an outstanding crew chief” is nonsense. This fallacy occurs when a conclusion does not follow from the facts presented.

16.6.6. Loaded Questions.

Asking “loaded” questions or “begging the question” is the practice of slipping in an assertion and passing it off as a fact. Asking, “When are we going to stop sinking money into this expensive program?” implies a lack of effectiveness in the program but doesn’t prove it. Consequently, the implied conclusion is unsupported. Another form of begging the question is to assert something and then challenge someone else to disprove it. Remember, the person who asserts something to be true has the burden of proving it.

16.6.7. Nonexpert Opinion or Assumed Authority.

Don’t be swayed by an unqualified authority. Recognition as an expert in one area does not make a person an expert in another area. Commercials are filled with examples of this fallacy: famous performers, athletes, and public figures try to sell a wide range of products unrelated to their expertise.

16.6.8. Primacy of Print Fallacy.

It is wise to be as skeptical and thoughtfully critical of the printed word as of the spoken word. Printing something does not make it true.

16.6.9. Emotional Appeal.

Obvious examples of this fallacy range from the use of emotionally charged words to name-calling. One of the less obvious examples is the bandwagon appeal: “Every good NCO knows that...”

16.7. Get Organized.

Once the purpose and audience have been analyzed, the research completed, and a logical argument or point of view determined, it is time to organize the material for an effective presentation.

16.7.1. A Basic Framework.

Most communication follows a three-part arrangement: introduction, body, and conclusion. The introduction must capture the audience's attention, establish rapport, and announce the purpose. The body must be an effective sequence of ideas. The conclusion must summarize the main points stated in the body and close the entire communication smoothly.

16.7.2. Determine the Bottom Line.

The purpose is the bottom "one liner" or what the sender wants the audience to do after digesting the communication. Senders must focus on the bottom line before listing ideas.

16.7.3. List the Main and Supporting Ideas:

16.7.3.1. Once the sender has exhausted ideas on the subject and is reasonably certain he or she has a complete list, the next step is to question each item in light of the purpose. The sender should delete unnecessary items or those items not directly related to the purpose or not required for reader or listener understanding and acceptance.

16.7.3.2. The sender should question, sift, revise, and discard until only the material needed to support the purpose and the needs of the readers or listeners is left. When the sender is absolutely certain that only the relevant material is retained, he or she is ready to identify main and supporting ideas.

16.7.3.3. Main ideas and facts represent major divisions or points to develop. When weighed against other facts and ideas, they seem to stand out and appear equally important. They are so vital to the purpose that omitting one or the other would leave an unbalanced communication. For example, if the purpose is to describe the strategic triad, main points would be statements concerning significant characteristics of the three basic weapons systems in the triad: the bomber, the intercontinental ballistic missile, and the submarine-launched ballistic missile. Supporting ideas would describe each characteristic of a weapons system, set it apart from other characteristics, and distinguish one system from another.

16.7.4. Pick a Pattern.

The next step is to select a structure or pattern that enables the sender and the audience to move systematically and logically through the ideas from a beginning to a conclusion. The purpose, the needs of the audience, the nature of the material, or a combination of the three will almost always dictate one (or a combination) of the following patterns:

16.7.4.1. Topical. A topical pattern of presentation often springs directly from the subject itself. For instance, an article on housing could be divided in terms of on-base and off-base housing. A talk on the Minuteman missile might be arranged according to the main points of warhead, guidance, and propulsion systems.

16.7.4.2. Time or Chronological. This pattern discusses events, problems, or processes in the sequence of time in which they take place or should take place (past to present, present to past, or present to future). This pattern is the simplest and most commonly used approach in communication because situations are frequently based on time sequences. Be careful to select facts that support the purpose of the communication. In most cases, this pattern is used in writing histories, tracing the evolution of processes, recording problem conditions and solutions in relationship to time, and dealing with other situations that develop over extended periods.

16.7.4.3. Spatial or Geographical. This pattern is very effective in describing relationships. When using this pattern, the material is often developed east to west or north to south. For example, the sender may describe buildings along a flight line from north to south; the services offered by a library on its first floor, second floor, and third floor; or the view from one point in a clockwise or counterclockwise movement through space to another point.

16.7.4.4. Cause and Effect. Use a causal pattern when one set of conditions is given as a cause for another set. In such cases, the sender could start with either the cause or the effect. When the cause is first, begin with a set of conditions and contend that these conditions will produce or have already produced certain results or

effects. For example, in discussing increased numbers of women in the Air Force, the sender may first describe opportunities for women to assume more demanding leadership roles in the Air Force. One effect of these opportunities may be that women are joining the Air Force in increasing numbers.

16.7.4.5. Problem and Solution. This pattern presents the audience with a problem and then proposes a way to solve it. It is especially useful when there is a need to provide the audience information on which to base a decision. For example, if the goal is to persuade listeners that recycling is the best solution to the pollution problem, the first main point may be that the world is drowning in trash. The second main point may be that recycling is the best long-term solution. A variation of the typical problem-and-solution pattern involves three main parts: the problem, possible solutions, and proposed solutions. The sender concludes by discussing a proposed solution to the problem and showing how the proposal is superior.

16.7.4.6. Pro and Con. The pro-and-con pattern is similar to the problem-and-solution pattern in that the sender plans to lead the audience to some conclusion about the issue. A major difference, however, is that both sides of an issue are usually discussed evenly with a pro-and-con pattern and the order is not important. After the sender presents both sides, the audience is free to draw conclusions about the issue presented.

16.7.4.7. Reason Pattern. This pattern involves stating an opinion or point of view and then developing reasons for it. For example, in discussing a problem with a supervisor, the supervisor may express an opinion or point of view the sender thinks would lead to a solution. The supervisor may ask that the opinion be put in writing along with a discussion of the logic that led to the opinion. The approach may be to write a complete statement of the opinion or point of view and then discuss each reason for the ideas in a series of numbered paragraphs.

Section 16C—Written Communication

16.8. General Information.

No matter what the profession, no matter what the job, communication via the written word is important. The old adage, “no job is ever finished until the paperwork is done,” is as true today as ever. Communicating ideas can be a daunting task if the individual is not properly educated on the process of effective writing. This section contains information to help make every NCO a better writer, and thus a better communicator.

16.9. Develop, Draft, and Edit with English That’s Alive.

This involves three separate but closely related steps. The first step is learning how to develop sentences and paragraphs with English that’s “alive.” The second step is learning how to overcome the “first-draft syndrome.” Finally, writers must develop a thorough and effective system for editing their work. These three steps are accomplished at once.

16.9.1. Develop “Alive” Sentences:

16.9.1.1. Avoid Using Passive Voice. Writing in the passive voice is a military disease. The only way to escape it is to recognize passive voice and strive to keep it out of writing. Sentences in easy-to-read books, magazines, and letters are about 75 percent active and 25 percent passive voice. Military writers usually reverse this ratio!

EXAMPLES:

Instead of:	Your support is appreciated . . . Requisitions should be submitted . . . The ad hoc committee will be appointed . . .
Use:	I appreciate your support . . . Submit your requisition . . . Colonel Smith will appoint the ad hoc . . .

Simply write the majority of sentences to stress actor, action, and then all else.

EXAMPLE:

Instead of: The letter was signed by the boss . . .

Use: The boss signed the letter . . .
(actor) (action) (all else)

16.9.1.2. Get Active and Get to the Point. Writing becomes lifeless when writers overuse the passive voice and reverse the natural subject-verb-object pattern. The active voice makes the writer human. Writers get to the point directly with active verbs and fewer words. To spot passive voice, watch for these forms of the verb “be”: am, is, are, was, were, be, being, been. Also, the main verb will usually end in “ed” or “en.”

16.9.1.3. Avoid “It Is” and “There Is.” No words hurt military writing more than “it is” or “there is.” They stretch sentences, delay meaning, hide responsibility, and encourage passive voice. Unless “it” or “there” refers to something mentioned earlier, avoid using them. Like “it is” constructions, forms of “there is” make sentences start slowly. Do not write these delayers without first trying to avoid them.

EXAMPLES:

Instead of: It is mandatory that all personnel receive their flu shots.

Use: All personnel must receive their flu shots.

Instead of: There will be a meeting of the Airmen Advisory Council at 1000 on 26 July in the main conference room.

Use: The Airmen Advisory Council will meet at 1000 on 26 July in the main conference room.

16.9.1.4. Judge the Jargon. Writers must adapt communication to specific circumstances (a minimum of jargon) and eliminate gobbledegook. Jargon consists of “shorthand” words, phrases, or abbreviations peculiar to a relatively small group of people. “DEROS,” “AWOL,” “power curve,” and “chock time” are examples of jargon. Use jargon only after carefully assessing the audience. Gobbledegook, on the other hand, never serves a useful purpose. It is merely gibberish used to fill space and impress the innocent; it is common in performance reports and recommendations for awards.

16.9.1.5. Set the Right Tone. Cultivate a dignified, polite, and understanding tone. An unintentional tone of irritability, stubbornness, or superiority is certain to reduce effectiveness. Be aware of the tone and use it appropriately.

16.9.1.6. Avoid Trite or Overused Words and Phrases. “In order that . . .,” “it appears . . .,” “I would hope that . . .,” and “state-of-the-art” are words and phrases that move in and out of style. Do not give in to fads.

16.9.1.7. Cut Unnecessary Words. Many writers and speakers add unnecessary words to their phrases because they think padding emphasizes or rounds out a passage. Examples of some padded phrases frequently used in communications (the italicized words are unnecessary) are as follows:

EXAMPLES:

It came *at a time* when . . .

During *the year of* 1968 . . .

. . . at a meeting *held* in Washington.

In about 2 weeks *time* . . .

At this *point in time* . . .

During the *course of the trip* . . .

We will determine the facts *at a later date*.

16.9.1.8. Choosing Big Words Versus Little Words. Some people believe that a large vocabulary of big words marks them as learned; but, most of the time, short words do a better job. The more words communicators have to call on, the more clearly and forcibly they can express ideas. Why use “ultimate” for “final,” “prerogative” for “privilege,” or “transpire” for “occur”?

16.9.1.9. Use Various Shades of Meaning. Use different words to express shades of meaning. The communicator with an adequate vocabulary refers to the “aroma” of a cigar, the “fragrance” of a flower, the “scent” of perfume, or the “odor” of gas, instead of the “smell” of all these things.

16.9.1.10. Vary Sentence Length. Avoid long, complicated sentences by making short sentences of dependent clauses. Short sentences increase the pace; long ones usually retard it. The key is to vary the pattern. Constant use of either form can become monotonous.

16.9.1.11. Avoid Words That Antagonize. Words that carry disparaging insinuations, make negative suggestions, or call up unpleasant thoughts are tactless; their use may defeat the purpose. Also avoid words or phrases that may humiliate or belittle the audience.

16.9.1.12. Suppress “That” and “Which.” Leave out the words “that” and “which” when possible. For some reason, people think “which” is a more elegant pronoun. Wrong! Usually replace “which” with “that” or leave it out altogether to get a better, more fluent, more spoken-sounding sentence. If “that” or “which” must be used to clarify meaning (as in the case of restrictive and nonrestrictive clauses), use “which” to refer to things only. “That” may be used to refer to both people and things.

16.9.1.13. Use a Positive Approach. A positive approach is much more effective than a negative approach.

EXAMPLE:

Negative: You *cannot* go on leave before 1 December.

Positive: You can go on leave after 30 November.

16.9.2. Write Effective Paragraphs:

16.9.2.1. Paragraphs are the primary vehicles for developing ideas. They serve to group related ideas into single units of thought, separate one unit of thought from another unit, and alert readers that the writer is shifting to another phase of the subject.

16.9.2.2. The guiding principle is to develop one main idea in each paragraph. Paragraphs should consist of four to seven sentences. A new paragraph should not be started just because it’s time. A new paragraph is a signal to the reader that a new step in the development of the subject has been reached. An effective paragraph is not designed for physical convenience but is a functional unit with a cluster of ideas built around a single main idea and linked with other clusters preceding and following it. It must perform a definite, planned function by presenting a single major idea or point, describing an event, creating an impression, etc.

16.9.2.3. Every paragraph should have a topic sentence to focus details, facts, figures, or examples. The topic sentence is the subject and main idea of the paragraph; therefore, it is normally first in the paragraph and the most important. The last sentence should either summarize points made about the topic sentence, clinch the main idea in the reader’s mind, or serve as a transition to the next topic sentence. Improve the flow of ideas; think in paragraphs rather than sentences. The key to smooth movement between ideas, of course, is to use transitions.

16.9.2.4. Transitions provide the links between the writer's key points and the minds of readers. Woven skillfully into writing or speaking, these devices make it easier for readers to follow the line of thought. Using pronouns that refer to nouns in preceding sentences, repeating key words and ideas, and using connecting words and phrases are ways to bridge gaps in thought and move readers from one idea to another. Whatever the approach, the writer eventually has to write the first draft.

16.9.3. Overcome First-Draft Syndrome.

Communicators come in two varieties: those who intuitively “wing” the first draft of a speech or report without an outline, and those who work from a written plan. Either way, they both face the “first-draft syndrome.” The situation is sometimes accompanied by sweaty palms and nervousness. To get started with the first draft, writers can try the following:

16.9.3.1. Pick a Format. Use AFMAN 33-326, *Preparing Official Communications*, and AFH 33-337, *The Tongue and Quill*, to help establish the framework for communication.

16.9.3.2. Put the Last Line First. Do not be surprised if it looks similar to the original statement of purpose. To make the bottom line the top line, simply open with the main point. When writing or speaking to someone, start with what concerns this person the most. When writing or speaking on your own, start with what concerns you the most. Answer questions and then explain them. Make requests, and then justify them. Give conclusions, and then support them. Imagine talking to the audience on the telephone and expect to be cut off at any moment. What must be said? This is the main point. Do not leave the audience in suspense. Just as people dislike a speaker who takes forever to get to the point, they also dislike the writer who is not up front. After the first line, the writer is ready to develop the introduction, body, and conclusion.

16.9.3.3. Write the Introduction. The introduction orients the audience to the content of the communication. It sets the stage and provides clues to the message. Although the content and length of the introduction may vary with the purpose, it should always be brief and pointed. In fact, a simple one-sentence statement of the purpose is appropriate for many writing or speaking situations. An introduction like, “I regret that I have a prior commitment and cannot attend your 28 January conference” isn't elegant, but it gets right to the point. The writer can soften the blow by adding, “. . . thanks for the invitation,” but it is not necessary. The writer may also explain the regret or comment on the conference in another paragraph. Use the same techniques in other situations: give commands before reasons, requests before justifications, answers before questions. Get to the point.

16.9.3.4. Write the Body. The body is the message in support of the purpose. It includes main ideas about the subject and the supporting details (under each main idea) necessary to develop and clarify the purpose. A separate paragraph for each main idea is a good idea; never try to develop two or more ideas in a single paragraph. The goal is to identify the main ideas. Occasionally the writer should look at his or her outline but not let it slow him or her down. The writer can revise and polish after developing a rough draft. Don't worry about including too much detail in the first draft. The writer can revise and edit the draft, combine main and supporting ideas, delete excess material, and otherwise improve the movement of logic from idea to idea during editing.

16.9.3.5. Write the Conclusion. The conclusion is the third and final part of a well-arranged communication and is often the most neglected part. An effective conclusion leaves the reader with a sense that the end is justified. Read the introduction and then immediately read the conclusion. This procedure can help determine if the conclusion flows logically from the introduction and if it fulfills the purpose.

16.9.4. Edit and Proof.

When editing, writers must shift to the role of critic. For effective evaluation, they must detach themselves from the material and look at it through “cold eyes.” This process involves two key actions—one physical and one mental. First, put the draft on a shelf, in a desk drawer, or under a paperweight and let it simmer, preferably for several hours. Second, take time to recall everything heard or read about writing. Success in both actions will make it easier to evaluate the draft. Then commit to reading it a minimum of three times. These readings not only will strengthen the cold eye, but also permit concentration on different aspects of the writing.

16.9.4.1. First: Read It for Technical Accuracy and Coverage. Does the material include all information necessary for reader understanding? Are details and figures correct? Is more supporting information required? Has the point been made? Will the readers agree? Are there factual gaps? This is the time to add information, move material to other paragraphs, or reposition paragraphs. Do not hesitate to rewrite and revise as necessary. Question and weigh all the material and then decide if some can be deleted, modified, or consolidated.

16.9.4.2. Second: Read It for Arrangement and Flow of Ideas. Start with the subject line and decide if it accurately reflects the substance of the communication. Remember, the subject line should be specific but broad enough to give the readers a good idea of what they are about to read. Now test the introduction against the conclusion. Does the introduction either suggest or state the precise purpose for writing? Does the conclusion show readers an accomplished purpose? When satisfied with the introduction and conclusion, the writer is ready to apply another test. Read the topic sentences of all paragraphs between the introduction and the conclusion. Are the topic sentences the main ideas about the subject? Do the topics logically move from point to point, paragraph to paragraph? Now concentrate on supporting sentences in each paragraph, beginning with the introduction. If any sentence does not support the main idea within a paragraph, either revise it so it clearly plays a proper role or delete it altogether. Do ideas flow smoothly? Do all transitional words, phrases, and clauses improve the flow and show proper relationships?

16.9.4.3. Third: Read It for Readability and Mechanics. Now test the potential impact on the audience. Read the draft aloud and listen to the sound of words, phrases, and sentences. Then try reading it backwards to spot typographical errors. To check for readability, always test it for simplicity and directness. The quicker the audience can understand it, the better. The most common barriers to simplicity and directness are: awkward, complicated arrangements of words and phrases; too many words and phrases; long, unfamiliar words rather than short, familiar words; passive, rather than active expressions; monotonous sentences; and misplaced modifying words, phrases, and clauses.

16.10. Fight for Feedback:

16.10.1. Writers often believe that once completed, they cannot improve their writing. All writers are limited in their ability to self-criticize. Writers typically become so involved in the purpose and subject matter they forget the audience. Do not permit pride of authorship and fear of criticism to close your mind to suggestions from other people. The objective is to produce the most accurate and understandable communication possible.

16.10.2. Before writing that final draft, ask a coworker to read it and suggest improvements. Even better, find someone who understands writing and can identify problems of content, organization, and clarity. Be sure to explain the purpose and describe the audience to give the reviewer the framework to offer suggestions. If the reviewer suggests the meaning isn't clear and explains why, take another look. The audience may react the same way. The only way to ensure objective feedback is to accept whatever criticism is offered. The reviewer represents the readers. Ask for clarification, if necessary, but don't argue or become defensive. Accept the reviewer's suggestions and decide how best to use them to improve the communication.

16.11. Reviewing Written Communication:

16.11.1. An effective review is consistent, objective, and sensitive to the stated purpose. Thus, when reviewing the communications of others, try to distinguish among necessary changes, desirable changes, and unnecessary changes. Even in this role, the NCO must be committed to the cold-eye approach. Do not try to impose personal style or preferences on others.

16.11.2. Responsibility as a supervisor requires tact and patience, especially in approving or disapproving subordinates' communications. Most people do not deliberately write poorly or fail to give a good briefing. The supervisor is responsible for helping subordinates improve. This obligation may mean helping them revise or rewrite their communication, especially if they have little or no experience as writers. Whatever the role, tact and patience are key elements.

16.11.3. Before "nitpicking" the written work of subordinates, ask these questions: Who will read it?, What level of writing is necessary?, Is it poorly written?, and Is my judgment based on standards in AFMAN 33-326? Bear in mind that people will not write better simply because the supervisor tells them to. Supervisors must show them exactly how to improve their writing and help them to improve.

16.12. Common Writing Formats.

The principles of effective communication apply equally well to written and spoken communications. This section will not repeat those principles but will provide the basic formats of written Air Force communication. These formats are the most common and familiar ways of preparing all official and personal correspondence and memorandums. In addition, this section concludes with a discussion of effective reading: techniques to get the most from official publications.

16.12.1. The Official Memorandum.

The official memorandum is an efficient way to communicate and is instantly recognizable (Figure 16.1). The following basic principles apply:

16.12.1.1. Official memorandums are now prepared on uncaptioned letterhead paper. Headings are typed along with the text.

16.12.1.2. Correct minor typographical errors neatly and legibly in ink on all correspondence—don't redo correspondence to correct a typographical error, word omission, or other minor error that does not change intent. Redo correspondence to correct a minor error only if the correction is sufficiently important to justify the time, purpose, and expense.

16.12.2. The Personal Letter.

Figure 16.2 is an official memorandum written in a personal style. Use a personal letter to correspond on matters requiring warmth and sincerity. The most common reasons for sending a personal letter are to express condolences, inform a concerned party of a serious illness, or send semiofficial congratulatory or welcoming letters. It can also be used to address personal problems best handled informally or to respond to another personal letter. Follow the same guidelines given for the official memorandum. The major difference between the two is the format. Prepare the personal letter on letterhead. It should include a salutation ("Dear XXXX") and a complimentary close (usually "Sincerely"). Also, don't number the paragraphs as in an official memorandum.

16.12.3. Memorandum for Record (MR).

The MR is an informal document with a set format. Use it to record information that refers to a certain piece of correspondence or to note certain actions. The separate-page MR and the explanatory MR are two methods used most often.

16.12.3.1. Separate-Page MR. The separate-page MR is an in-house document to record information that would otherwise not be recorded in writing (for example, a telephone call, results of a meeting, or information passed to other staff members on an informal basis). People who work together every day generally pass most information to their office mates verbally, but there are times when information should be recorded and kept on file. An MR is the right tool for this purpose. A "MEMO FOR" or a "TO:" line can be added to specifically target the addressee. Figure 16.3 illustrates the format for the separate-page MR.

16.12.3.2. Explanatory MR. The explanatory MR is usually on the file copy of most correspondence (Figure 16.4). It gives the reader a quick synopsis of the purpose of the correspondence, tells who got involved, and provides additional information not included in the basic correspondence. By reading both the basic correspondence and the MR, readers should understand enough about the subject to coordinate on or sign the correspondence without having to call or ask for more information. If the basic correspondence really does say it all, an explanatory MR may not be required. However, some organizations still require you to acknowledge you have not merely forgotten the MR by including "MR: Self-explanatory" on the file copy.

Figure 16.1. The Official Memorandum.



DEPARTMENT OF THE AIR FORCE
AIR FORCE OCCUPATIONAL MEASUREMENT SQUADRON

1 July 2003

MEMORANDUM FOR SAF/IGI

FROM: AFOMS/OMP
1550 5th Street East
Randolph AFB TX 78150-4449

SUBJECT: Sample Memorandum Format

1. Type or stamp the date on the right side of the memorandum 10 lines from the top of the page about 1 inch from the right margin.
2. Type the MEMORANDUM FOR caption in all caps 4 lines below the date or 14 lines from the top of the page. If you do not use the DoD seal on your computer-generated letterhead or are using plain bond paper, begin the caption approximately 11 line spaces from the top of the page.
3. Type the FROM caption in all caps two line spaces below the last line of the MEMORANDUM FOR caption. The FROM caption should contain the full mailing address of the function originating the correspondence.
4. Type the SUBJECT caption in all caps two line spaces below the last line of the FROM caption.
5. Begin typing the text flush with the left margin two line spaces below the SUBJECT caption. Number and letter each paragraph.
6. Type or stamp the signature element at least three spaces to the right of page center, five lines below the last line of text. Show the name in capitals, grade and service on the first line, duty title on the second line, and name of the office or organization level on a third line (if not announced in the heading).
7. Type "Attachment(s):" flush with the left margin, 10 lines below the last line of text or 3 lines below the signature element. No abbreviation or number designation is used if there is more than one attachment, list each one by number in the order referred to in the memorandum. Describe each attachment briefly. Cite the office of origin, type of communication, date, and number of copies (in parentheses) if more than one.

Falisha A. Carman
Falisha A. Carman, SSgt, USAF
NCOIC, Information Management Branch

Attachments:

1. HQ USAF/DP Memo, 2 May 03 (2)
2. AFOMS/CC Msg, 232300Z May 03

Figure 16.2. The Personal Letter.

DEPARTMENT OF THE AIR FORCE
AIR FORCE OCCUPATIONAL MEASUREMENT SQUADRON



1 July 2003

SSgt James Logan
 NCOIC, Command Support Section
 Air Force Occupational Measurement Squadron
 1550 5th Street East
 Randolph AFB TX 78150-4449

Mr. Oscar Mojica
 1234 Maple St
 Alexandria VA 12345-1234

Dear Mr. Mojica

Avoid using organizational abbreviations and office symbols in letters to individuals outside the DoD. These acronyms rarely have any meaning to non-DoD people and should be spelled out.

Type or stamp the date 10 lines from the top of the page at the right margin. Type the return address 4 lines below the date or 14 lines from the top of the page at the left margin. Type the "To" address three lines below the return address. Type the salutation two lines below the last line of address. Begin typing the body of the letter two line spaces below the salutation. Do not number paragraphs. Indent all major paragraphs five spaces or ½ inch; indent subparagraphs an additional five spaces.

Type the complimentary close "Sincerely" two lines below the text, at least three spaces to the right of the page center. Do not use an authority line. Type the signature element five lines below and flush with the complimentary close.

Type "Attachment(s):" flush with the left margin 10 lines below the last line of text. Place courtesy copy distribution "cc:" at the left margin, two lines below attachments. If there are no attachments, type "cc:" 10 lines below the last line of text.

Sincerely

James W. Logan

James W. Logan, SSgt, USAF

Attachments:

1. HQ USAF/SC Memo, 2 May 03 (2)
2. AFOMS/CC Msg, 232300Z May 03

cc:
 HQ AETC/DP wo Atch

Figure 16.3. Separate-page MR.

MEMO FOR RECORD	7 July 2003
SUBJECT: Preparing a Separate-Page MR	
<ol style="list-style-type: none"> 1. Use a separate-page MR to fulfill the functions discussed in paragraph 16.12.1.3.1. 2. Type or write it on a separate sheet in this format. Use 1-inch margins and number the paragraphs. A full signature block is not necessary, but the MR should be signed. 	
<i>Kevin N. Johnson</i> Kevin N. Johnson AFOMS/CSS	

Figure 16.4. Explanatory MR.

MEMO FOR RECORD	7 July 2003
<p>Omit the subject line when typing the explanatory MR on the record copy. Space permitting, type the MR and date two lines below the signature block. When there is not sufficient space, type “MR ATTACHED” or “MR ON REVERSE” and put the MR on a separate sheet or on the back of the record copy (if it can be read clearly). Number the paragraphs when there is more than one. No signature block is required; merely sign your name after the last word of the MR. <i>Kim Moore</i></p>	

16.13. Reading Effectively.

Several approaches to reading include skimming, scanning, studying, and critical reading. The use of each depends on the kind of material and the purpose for reading. Previewing is an effective way to decide what approach to take.

16.13.1. Previewing:

16.13.1.1. Start with the topic and title of the reading. Then look at the name of the author or agency responsible for the publication and check the copyright date to determine currency. Next, scan the preface and table of contents. If there is an index, look to see what topics are covered. Before reading any publication, look at chapter titles and any typographical aids, such as subtitles, section titles, or underlined words. Pay special attention to any summary paragraphs.

16.13.1.2. For instance, in previewing this chapter, note the title, “Communicating in Today’s Air Force.” Also notice that the chapter has four major sections: fundamentals of better communication; written communication; spoken communication; and electronic communication. Under each of these sections is information on the various skills, rules, responsibilities, etc., necessary for effective writing, reading, speaking, listening, and communicating via electronic media. By previewing, it is easy to decide what skills to use and what approach to take when reading.

16.13.2. Skimming:

Although previewing requires the reader to skim the page to find certain information, skimming itself is a systematic, rapid reading approach. Skimming occurs when the reader's eyes travel over a page quickly, stopping occasionally to gain an idea. The following are several different ways to skim:

16.13.2.1. Sentence Skimming. Read the first and last few words of each sentence, skipping less important material. With this technique, the material may or may not be understood, depending on the complexity of the sentence.

16.13.2.2. Paragraph Skimming. Read the opening and closing sentences of each paragraph. Then look for key words and phrases elsewhere in the paragraph.

16.13.2.3. Page Skimming. Read down the middle of the page, paying little attention to the words near the margin. Even though the material is only being read down the middle of the page, something from every line is read, thus allowing for a portion of the message to be received.

16.13.2.4. Diagonal Skimming. Move down the page diagonally from the beginning of a line to the middle of the next line and on to the last part of the following line. At times, the reader may find a significant word and read an entire sentence.

16.13.2.5. Key Word and Phrase Skimming. Look for key words and phrases set off by italics, underlining, quotation marks, capital letters, or other typographical signs. Use this technique with caution because more time may be spent attending to details instead of key ideas.

16.13.3. Scanning:

16.13.3.1. Sometimes it is necessary to look over a piece of reading material to find the answer to a specific question. Scanning is useful when searching for a name in a telephone directory, looking up a word in a dictionary, or finding a particular statistic, date, or fact in an almanac. Scanning is also useful to find an example or another piece of subject-related material for a speech.

16.13.3.2. When scanning, the reader must have a clear image of the idea or word he or she is looking for and shut out all other distractions. With scanning, there is practically no limit to the amount of print the reader can cover in a very short time. The reader may not understand or fully perceive the words scanned; however, the purpose is not to understand but to find a word, number, or idea. Most people can locate their name in a few seconds from a printed page of 500 words because they know exactly what they are looking for. They carry the image in their mind of how their name looks. Individuals can locate their signature from a list of a thousand signatures in about 10 seconds. Others may not be able to read it; but, to the person, the signature is distinctive, familiar, and recognizable. Use the scanning technique to find Air Force publications in an index or to read maps, collate information, or locate key ideas.

16.13.4. Studying.

To really understand material, the reader must go beyond previewing, skimming, and scanning. Studying to understand is usually most effective when the reader uses the following steps:

16.13.4.1. Preview and Skim. Preview and skim the material to get a good idea of what is covered. Headings, first sentences, and summaries will alert the reader to important information. During this step, formulate as many questions as possible about the content. Each heading should suggest a question. Jot down these questions or make a mental note of them so they are available for the next step.

16.13.4.2. Read. Use section-by-section reading to find answers to the questions formulated earlier. This will help the reader focus. Summarize each section. This practice gives the reader an idea of how well he or she understands the material. When finished reading, answer the questions and outline the material.

16.13.4.3. Review. Review the point-by-point outline. Determine how the points in the outline relate to one another. Even if using only mental notes, the process is the same. Relating ideas to one another helps the reader understand what was read.

16.13.4.4. Evaluate Understanding. Evaluate how well the material is understood by attempting to answer the preview questions without referring to notes. Also consider developing possible test questions. Studying requires total involvement. The more exposure to the material, the better.

16.13.5. Critical Reading.

Much of the daily reading in the Air Force is critical reading; that is, it requires the reader to read with analysis and judgment. The process of critical reading involves the following four steps:

16.13.5.1. Separate Fact from Opinion. Critical reading includes the process of determining if the written material is fact or opinion. Determine if the following statement is factual or opinionated: “According to the latest US Census Bureau Report, the population of the United States should reach approximately 260 million by the year 2010.” While the US Census Bureau actually reported this figure, the statement is not truly factual. Only in the year 2010 will the statement be true or false. Right now, it is an opinion, not a fact.

16.13.5.2. Examine the Source. Know the sources of the material and the value of these sources. As mentioned, there are two tests of sources: Are they competent—do they know what they are talking about? Can they be trusted—are they free from bias?

16.13.5.3. Analyze the Material. Evaluate the logic and accuracy of the author’s assumptions. What conclusions does the writer draw? Are they pertinent or do they go beyond the data presented? Does the writer imply certain things and expect the reader to accept them without adequate proof? Does the writer use propaganda to lead the reader to accept a particular point of view?

16.13.5.4. Determine How the Material Applies. When reading Air Force publications, such as CDCs or technical manuals, ask, “How does it apply to me?” and “What can I learn from reading this material?” The answers should help the reader choose the best reference for any situation.

16.13.6. Reviewing.

Even if the other approaches to reading are followed, the material may need to be reviewed later for refreshment. Here are some suggestions to keep in mind during a review:

16.13.6.1. Get Ready To Review. Find an area free of noise and other distractions. Collect all the material before beginning. Review alone first. Later, discuss the material with others to better focus ideas. **NOTE:** Group study is not permissible for WAPS preparation.

16.13.6.2. Look Over Notes. Review notes or reread selections underlined earlier. A word of caution: only underline or highlight the important things.

16.13.6.3. Space Out the Review. Last-minute cramming is seldom as effective as starting a review well ahead of time. Some students skim material from earlier lessons before each assignment, which continuously reinforces the information.

16.13.6.4. Formulate Specific Questions. When reviewing for a college examination or just reinforcing information to use later, formulate questions to focus the review.

16.13.6.5. Keep the Review Short. Don’t waste time rereading whole chapters. Rereading will yield only about 5 percent more than gained from the first reading. The secret to effective reviewing is to have a plan and stick to it.

16.13.7. Causes of Poor Reading.

Many factors can cause a person to be a poor reader. Causes of poor reading and suggestions to reduce or eliminate them include:

16.13.7.1. Poor Vision. As basic as this problem is, poor vision is often overlooked as a cause of poor reading. Everyone should have their eyes examined regularly and wear glasses or contact lenses if needed.

16.13.7.2. Vocalization. Vocalization is the name given to physical movement of the lips when reading. In extreme cases, people move their lips as they pronounce each word. Less movement may still cause a tired feeling in the throat after long reading periods. To reduce or eliminate vocalization, concentrate on increasing the reading rate and not moving the lips.

16.13.7.3. Lack of Practice. Simply stated, people who do not read much are seldom good readers. Also, narrow reading interests tend to confine a person's ability to areas he or she knows best. Reading a wide variety of materials will improve speed and level of comprehension.

16.13.7.4. Reading Habits. Is there good light? Is the area quiet? Assume a comfortable position when reading, but not so comfortable so as to fall asleep. Good readers also adjust their reading approach to fit the material, and focus their thoughts on the subject. They choose a time to read when they are reasonably well rested, and they take occasional breaks. In short, they ensure conditions are favorable each time they read and strive to make the reading environment conducive to concentration, thus getting the largest possible return on their investment of time.

16.14. Building Vocabulary.

A limited vocabulary is one of the greatest hindrances to effective reading. Several techniques for improving vocabulary follow:

16.14.1. Use Contextual Clues:

16.14.1.1. People can often guess word meaning by its use in a sentence. Consider the following sentence: "Iowa has some salient features." Can you guess the meaning of salient? Do you think it means important? understandable? necessary? prominent? Read the next sentence: "The seemingly endless fields of corn and soybean blanketing the rolling hills and plains are the most salient feature one notices when driving across Iowa." Now you are probably more confident in defining salient as "prominent, noticeable, or standing out from the rest."

16.14.1.2. Contextual clues can help the reader understand the meaning of words. This technique is most effective if an individual's vocabulary contains words with meanings similar to the word in question. However, if vocabulary is extremely limited or the reading material is so technical that the terminology used is one of a kind, the person may need to use a different approach.

16.14.2. Learn Affixes.

Certain affixes or attachments to words appear many times in our language. Knowing some common ones can help determine the meaning of many different words. Prefixes are affixes at the beginning of words. Knowing that "ante" means "before" helps determine that antedate means to date before the actual date. Similarly, knowing the meanings of "anti," "hyper," "hydro," "micro," "pan," "poly," and others can help define words beginning with these prefixes. Suffixes are affixes at the end of words. Knowing that "less" means "without" helps determine that "homeless" means "without a home." Many books list common affixes; in fact, most vocabulary-building courses concentrate on them. Learning affixes will certainly expand vocabulary because they can be attached to countless root words.

16.14.3. Discover Root Words.

Root words are closely related to prefixes and suffixes. A Latin or Greek word may be the root word for a group of words used today. Consider a word important in the Air Force today. The Latin word "aer" is the root of aerial, aerodynamics, aerofoil, aeronautics, and aerostat, just to name a few. Obviously, the meaning of "aer" is "air." Therefore, the words "airborne," "airlift," and even "Air Force" have a Latin root. Learning several hundred of the most common root words can add thousands of words to a person's vocabulary. Most vocabulary improvement courses concentrate on teaching the meaning of common root words along with affixes.

16.14.4. Use the Dictionary.

Most people have limited skill in using a dictionary. Learning to use a dictionary will help to improve vocabulary. The benefits of using a dictionary are numerous. Presuming the person has a reasonable idea of how a word begins, he or she can use a dictionary to locate its correct spelling. Certainly it would be easier if words had only one meaning, but this is not often the case. The dictionary not only can help define a word but can also provide other meanings. Following the definitions of many words, dictionaries often list synonyms (words with similar meanings), as well as antonyms (words with opposite meanings). Knowing the origin of terms and words may help attach meaning to them. For instance, knowing the word “sandwich” evolved from the Earl of Sandwich who could not stop gambling long enough to eat a regular meal can help an individual remember the meaning of that term or word. Finally, the pronunciation key, usually located at the bottom of each page in the dictionary, helps to correctly pronounce selected words.

Section 16D—Spoken Communication**16.15. Introduction.**

This section focuses on spoken communication—both speaking and listening. It covers basic tips for delivering a more effective speech and it also covers the basic kinds of public speaking. It gives some techniques to use to get the most out of speeches and briefings.

16.16. Nonverbal and Verbal Communication.

For many people, the hardest part of a talk is actually presenting it. How can body movement, voice, and sincerity enhance a presentation? These topics and more are covered in the following paragraphs:

16.16.1. Nonverbal Communication:

16.16.1.1. Communication experts claim that people communicate over one-half of all meaning nonverbally. Although some nonverbal meaning is communicated through vocal cues, much meaning is through the physical behaviors of eye contact, body movement, and gestures. Controlling these physical behaviors will improve speaking skills.

16.16.1.1.1. Eye Contact. Effective eye contact can be described as direct and impartial. Speakers should look directly at the listeners, impartially making eye contact with all members of the audience, not just a chosen few. They must make it evident to each person in a small group and each section of an audience in a large auditorium that they are interested in them as individuals and eager to communicate their ideas. In this way, they establish mental as well as sensory contact with their listeners.

16.16.1.1.2. Body Movement. Effective body movement is free and purposeful. While it is not essential, speakers should feel comfortable to move around in front of the audience and not let the lectern restrict them. Good speakers use movement to punctuate, direct attention, and otherwise aid communication.

16.16.1.1.3. Gestures. Gestures are the purposeful use of the hands, arms, shoulders, and head to reinforce what is said. Effective gestures are both natural and spontaneous. Fidgeting with a paperclip, rearranging or shuffling papers, and constantly releasing and retracting the point of a pen are not gestures. They are not purposeful. Furthermore, they distract the audience.

16.16.1.2. When looking at notes, speakers should drop their eyes, not their head. Notes should be placed high enough to be seen easily. Good speakers don't talk to the visual aids or stand between them and the audience. **NOTE:** Remember to check visual aids for spelling and punctuation.

16.16.2. Verbal Communication.

An effective voice drives home ideas or information. The speaker has control over such things as rate, volume, pitch, and pause. Use the following techniques to create interest and help increase communication:

16.16.2.1. Rate. Speeches do not have a correct rate of speed. If the speaker talks too fast, the speech will be unintelligible. On the other hand, the meaning will suffer if the speaker talks too slowly. Varying the rate of

speech keeps the audience's attention and adds emphasis to the presentation. A faster rate suggests excitement or sudden action, and a slower rate hints at calm or fatigue.

16.16.2.2. Volume. Volume is another verbal technique that can give emphasis to a speech. If possible, survey the presentation room to know how loud you must talk. With the room filled, the speaker will need to talk louder because the crowd will absorb the sound. If the members of the audience must strain to hear, they will eventually tune out from exhaustion. Use a change in volume to emphasize a point. This can either be louder or softer; however, a softer level or lower volume is often the more effective way to achieve emphasis.

16.16.2.3. Pitch. Pitch is the use of notes (higher or lower) in voice range. Speakers use pitch changes in vowels, words, or entire sentences. Use a downward (high to low) inflection in a sentence for an air of certainty and an upward (low to high) inflection for an air of uncertainty. Variety in speech pitch helps to avoid monotone and holds the listener's attention.

16.16.2.4. Pause. The pause gives the speaker time to catch his or her breath and the audience time to absorb ideas. Pauses in speeches serve the same function as punctuation in writing. Short pauses usually divide points within a sentence; longer pauses note the ends of sentences. The speaker can also use longer pauses for breaks from one main point to another or from the body to the conclusion of the speech.

16.16.2.5. Articulation and Pronunciation. Articulation is the art of speaking intelligibly and making the proper sounds with the lips, jaw, teeth, and tongue. People can articulate a word and still mispronounce it. If unsure of pronunciation, consult a dictionary. Make words distinct, understandable, and appropriate to the audience. Be very careful of language. Off-color jokes and profanity may not offend everyone; but, if using them offends just one person in your audience, the speaker's image (and possibly the message) could be destroyed.

16.16.2.6. Length. Length of presentation is crucial. Be brief and concise. Do not waste time; be prepared and know what to say.

16.16.2.7. Practice Aloud. If possible, practice the speech or briefing in front of a critical listener and "dry run" it at the office or in the presentation room. Is there a smooth flow? Make the speech appear natural.

16.17. Methods for Military Speaking.

Speakers can use one of four presentation methods: memorizing, manuscript reading, impromptu, or extemporaneous.

16.17.1. Memorizing.

Speaking from memory is a poor method of delivering talks because it does not allow the speaker to adjust to the particular situation. Furthermore, the danger of forgetting is ever present.

16.17.2. Manuscript Reading.

Reading a talk from a manuscript allows the speaker to plan the exact words and phrases to use. However, the disadvantages of reading, rather than speaking naturally, usually outweigh the advantages.

16.17.3. Impromptu.

Impromptu speaking is what people do when asked to respond during a meeting or take the floor at a conference. They do this when they have to speak publicly without warning or on a few moments' notice. To do it well requires a great amount of self-confidence, mastery of the subject, and the ability to "think on your feet." A superb impromptu speaker has achieved the highest level of verbal communication.

16.17.4. Extemporaneous.

Extemporaneous speaking, on the other hand, refers to those times when a person is given ample opportunity to prepare. This does not mean the person writes a detailed script and then memorizes every word of it, but it does mean a good extemporaneous speaker will carefully plan and practice the presentation. A thorough outline provides the necessary foundation. The specific words and phrases used at the time of delivery,

however, are basically spontaneous and sound very natural. (*NOTE:* Webster does not distinguish between extemporaneous and impromptu speaking.) Individuals who can present briefings extemporaneously or in the impromptu fashion are the envy of everyone. They appear knowledgeable of their topics and comfortable in their roles as speakers. They are both of these because they researched, practiced, and rehearsed their presentations (extemporaneous speaking) or have been experts on their subject for some time and know how to present their views with clarity on a moment's notice (impromptu speaking).

16.18. Types of Speaking.

Types of speaking used in the Air Force include briefing, teaching lecture, and formal speech.

16.18.1. Briefing.

The best military briefings are concise and factual. Their major purpose is to inform listeners about a mission, operation, or concept. Some direct or enable listeners to perform a procedure or carry out instructions. Others advocate, persuade, or support a certain solution and lead the audience to accept it. Every good briefing has the qualities of accuracy, brevity, and clarity. Accuracy and clarity characterize all good speaking, but brevity distinguishes the briefing from other types of speaking. A briefer must be brief and to the point, and at the same time, should anticipate some of the questions that may arise. If a briefer cannot answer a question, he or she should not attempt an off-the-top-of-the-head answer. Instead, he or she should admit to not knowing the answer and offer to provide it later.

16.18.2. Teaching Lecture.

The teaching lecture is the method of instruction most often used in the Air Force. As the name implies, the primary purpose of a teaching lecture is to teach students about a given subject. Teaching lectures are either formal or informal. Formal lectures are generally one-way with no verbal participation by the students. Informal lectures are usually presented to smaller audiences and allow for verbal interaction between the instructor and students.

16.18.3. Formal Speech.

A formal speech generally has one of three basic purposes: to inform, persuade, or entertain. The informative speech is a narration concerning a specific topic but does not involve a sustained effort to teach. Orientation talks and presentations at commander's call are examples of informative speeches. The persuasive speech is designed to move an audience to believe in or take action on the topic presented. Recruiting speeches to high school graduating classes and court-martial summations are speeches primarily developed to persuade. The entertaining speech gives enjoyment to the audience. The speaker often relies on humor and vivid language to entertain listeners. A speech to entertain would be appropriate at a Dining-Out.

16.19. Listening Effectively.

Listening is the most neglected communication skill. Everyone has had instruction in reading, writing, and speaking, but few have ever had any formal instruction in listening. This lack of instruction is especially interesting since research shows that most people spend 7 out of every 10 minutes awake in some form of communication activity. Of these 7 minutes (or 70 percent of our time awake), 10 percent is spent writing, 15 percent reading, 30 percent talking, and 45 percent listening.

16.19.1. The Process of Listening.

Listening is a complex process involving four separate but interrelated components: receiving, attending, assigning meaning, and remembering.

16.19.1.1. Receiving. This component is the physical process of receiving verbal and nonverbal stimuli that form the message. If a person does not hear all the words or see the visual symbols or gestures that accompany the verbal message, his or her listening ability declines.

16.19.1.2. Attending. Effective listening requires paying close attention to the communicator and ignoring distractions. Distractions include thoughts unrelated to the subject being presented, extraneous reading

material, operating audiovisual equipment, and neighbors in the audience.

16.19.1.3. Assigning Meaning. Paying attention to a speaker does not ensure effective listening. People can receive a message while paying close attention to a foreign language speaker and still not listen effectively. Understanding the speaker's message is necessary for effective listening.

16.19.1.4. Remembering. This last and most involved component of the listening process refers to storing information for the purpose of recalling it later.

16.19.2. Obstacles To Listening.

The following factors affect our ability to listen effectively:

16.19.2.1. Conceptual. For a long time, listening was considered a passive and natural activity; therefore, little attempt was made to teach people how to listen. However, this perception has changed and people now realize that effective listening takes work. Receivers must be totally involved to effectively share meaning with the sender.

16.19.2.2. Organizational. Managers often act as if their own listening skills are not critical to the success of their organization. They expect subordinates to listen to them but do not often see the importance of listening to subordinates' ideas. The Air Force emphasizes effective listening up and down the chain of command.

16.19.2.3. Procedural. Individuals often listen to the right people, but not at the right time. For example, a young airman may listen carefully when reprimanded by a SNCO, but the reprimand may not have been needed if the airman had listened to earlier instructions.

16.19.2.4. Language. People often encounter difficulties in communicating due to different levels of language proficiency. For instance, an Air Force manager with one perspective may encounter difficulties conversing with a subordinate who differs in educational background, expectations, and experience. Words mean different things to different people. Another language obstacle is the emotional quality of words. Be aware that the emotional meaning of words can sidetrack people.

16.19.2.5. Attitudinal. Attitudes provide a major obstacle to effective listening.

16.19.2.5.1. People have a natural tendency to evaluate and approve or disapprove what other people say. The solution to this obstacle is to listen with understanding and consideration. Also, many people adopt the attitude that they are somehow superior and listeners are inferior. The more aggressive a person, the greater the tendency for that person to dominate rather than listen.

16.19.2.5.2. Another obstacle occurs when people believe that a listener's intelligence is closely related to listening behavior. Instead, there is little correlation between intelligence and listening. It is also natural to assume that as we get older we become better listeners—this is not necessarily true. Individuals tend to become less effective listeners as they get older unless they make a real attempt to improve. Some people also believe that because they are good readers they are good listeners. Certainly, both reading and listening involve processing information, but there is a much smaller correlation between reading and listening behavior than many people think.

16.19.2.5.3. Finally, being able to hear well does not automatically give a person an advantage in listening effectively. As suggested earlier, a person may receive the stimulus and even pay attention to it; however, effective listening also involves assigning meaning and remembering. The one fact that distinguishes hearing from listening is that hearing involves the receiving of stimuli while listening involves the attachment of the right meaning.

16.19.3. Suggestions to Improve Listening.

Research and practical experience provide the following suggestions to improve listening:

16.19.3.1. Get Ready To Listen. Listening requires physical and mental preparation. Put away newspapers, books, and other materials that can divert your attention. Tune out distractions, such as noise or physical

discomforts. Be ready to catch the speaker's opening remarks. The rest of the message often builds on the opening statement. If a lecture requires listeners to have a basic knowledge of the subject, become familiar with the subject before listening to the lecture.

16.19.3.2. Accept Responsibility for Understanding. Do not assume the attitude, "Here I am; teach me—if you can." Such listeners believe knowledge can be poured into them as water is poured into a jug. Effective listening and learning require work. If you do not understand something the speaker is saying and the setting allows for questions, ask. More often than not, the question will be on other listeners' minds, too.

16.19.3.3. Listen for Ideas, Not Just Facts. Some people boast, "I listen only for the facts." By concentrating exclusively on individual supporting facts, they may actually miss the main ideas. Facts "A," "B," and "C" may be interesting in their own right, but a speaker's reason for offering these facts is usually to develop an important generalization from them.

16.19.3.4. Don't Tune Out Dry Subjects. Be an opportunist. Ask, "What's in it for me?" The natural inclination to pay attention to interesting information and avoid dull material can prevent listeners from learning what they need to know.

16.19.3.5. Don't Be Argumentative. Listen to understand rather than refute. Pay close attention to understand what the speaker is saying. This effort to understand the speaker's message gives the listener time to think of constructive comments and participate effectively in the discussion.

16.19.3.6. Keep an Open Mind. As suggested earlier, do not overreact to emotion-triggering words or situations. Instead, view the speaker's message in its entirety. Regard each piece of the "puzzle" as an integral part of the big picture. Concentrate on fitting these pieces together to complete the picture instead of judging how each piece stands alone.

16.19.3.7. Understand the Speaker's Perspective. What does the listener know about the speaker? What does the speaker know about the audience? This type of knowledge will help the listener better understand the speaker's message.

16.19.3.8. Don't Judge the Speaker's Delivery. Unless a listener's purpose is to critique the speaker's delivery, he or she should not let the delivery influence his or her response to the message. As mentioned earlier, speakers use delivery to influence listeners; but listeners should be careful to respond to content first and delivery second.

16.19.3.9. Capitalize on the Speed Differential. Thought operates four times faster than the normal rate of speech. An average person speaks at a rate of 135 words a minute; most listeners process up to 500 words a minute. Use this differential to summarize, anticipate, and formulate questions based on the speaker's message.

16.19.3.10. Adjust to Listening Handicaps. A thick foreign accent, poor grammar, a room with poor acoustics, and background noise may all present handicaps to effective listening. However, being aware of the handicaps can help remedy the problem.

16.19.3.11. Organize for Learning. Speakers can enhance listening by constructing their ideas and making the organization clear to the audience. If the structure is unclear, listeners must arrange information as it is being presented so they can understand and remember it easier. To retain the information presented, listeners should ask these questions: What point is the speaker trying to make? What main ideas should I remember? How does this information relate to what I already know?

16.19.3.12. Decide on Listening Role and Purpose. What type of listening is involved? Is listening primarily for information, to improve a relationship, to make a critical decision, or to relax? Whatever the case may be, the purpose determines the listener's role. The question, "Why am I listening?," is critical. When answered, the listener is ready to listen effectively.

Section 16E—Electronic Communication**16.20. Electronic Mail (e-mail):****16.20.1. Technology.**

E-mail represents a unique communication medium between Air Force organizations and outside activities. Technological advancements have brought the opportunity for more timely, efficient, and effective communications using e-mail, which is the transmission of information electronically over computer-based messaging systems. Because messages are normally sent over unsecured telephone lines, all Air Force members must be aware of the inherent limitations and associated risks present during normal operations. Using e-mail serves as consent to monitoring regardless of the purpose for using it, including incidental and personal uses, whether authorized or unauthorized.

16.20.2. Types of E-mail.

E-mail is official communication. Air Force members may use e-mail to transmit both formal and informal correspondence; however, each person bears sole responsibility for material he or she accesses and sends. As with other forms of communication, rules must be followed. Because e-mail travels over the Internet, there are also some specific security issues. There are two types of official Air Force e-mail communications: organizational and individual.

16.20.2.1. Organizational E-mail. Organizational e-mail originates from an organization's mailbox (office account) and is transmitted to another organization's mailbox. Organizational e-mail includes official communications such as letters, messages, memorandums, reports, etc., and will follow specific formats found in AFMAN 33-326 and AFH 33-337. As with other official communications, Air Force members must coordinate organizational e-mail through the appropriate offices before its release, and it must be released (authorized) by a designated releasing official. Formal policies exist for official information creation, coordination, approval, release, and records management. Address organizational e-mail to an organization's mailbox. Ensure complete signature elements clearly indicate who sent the communication, and use the term "SIGNED," and the authority line, if appropriate. Within the chain of command, e-mail is considered authoritative when a signature is indicated. Indicate the signature by the word "SIGNED." For example:

```
//SIGNED//  
JENER M. TIONGSON, SSgt, USAF  
Unit Education and Training Manager
```

16.20.2.2. Individual E-mail. These messages include communications between individual DoD personnel within administrative channels, both internal and external to the organization. Formats do not necessarily follow any specific structure; however, if the information is official, the same policies apply as for organizational e-mail. Such messages do not generally commit or direct an organization. Individual e-mail should identify the sender but may use a less formal signature element. Members may omit the closure if the computer automatically generates sender identification.

16.20.3. Use of E-mail:

16.20.3.1. Organizational E-mail. Use organizational e-mail to replace or supplement formal Air Force formats for communications such as official memorandums, messages, orders, or letters.

16.20.3.2. Individual E-mail. Use individual e-mail to replace or supplement telephone calls, notes, or informal communication between individuals. It includes most individual e-mail and organizational e-mail that does not require formal documentation.

16.20.3.3. Transmitting Official Taskings. Members may use e-mail systems to transmit official taskings. They should decide whether to send an official tasking from or to an individual or organizational e-mail address. Each individual is responsible for making sure taskings are received by the intended receiver. Sometimes it's a good idea to request explicit acknowledgment of taskings. Some e-mail systems have features that allow users to request acknowledgments or receipts that show a message reached the mailbox or inbox of each addressee or that an addressee opened the message. The receiver is responsible for validating the tasking.

16.20.4. Security Issues.

Air Force members must not enter or transmit classified information via e-mail systems unless it is transmitted over an approved secure network from a secure workstation to a secure workstation. Members may transmit unclassified information but may not transmit information requiring special handling (exclusive for, personal for, limited distribution, etc.) on e-mail systems not accredited or certified for that purpose. When transmitting unclassified Privacy Act or For Official Use Only (FOUO) information via e-mail, members must ensure it is properly protected and disclosed only to authorized individuals.

16.20.4.1. Privacy Act. See AFI 33-332 for guidance on collecting, safeguarding, maintaining, using, accessing, amending, and disseminating personal information the Air Force keeps in systems of records. An example of a system subject to AFI 33-332 is a database that retrieves or cross-indexes by personal identifiers (for example, social security number).

16.20.4.2. FOUO. See DoD 5400.7-R/AF Sup for guidance on protection of FOUO material.

16.20.5. Staffing.

Members must appropriately staff both organizational and individual e-mails before release. Existing chain-of-command policies for coordinating, releasing, and replying to administrative communications apply to e-mail. When possible, prepare correspondence for release, e-mail it to the appropriate staff members for coordination, and then forward it to the release authority electronically or in hard copy. The release authority can dispatch the electronic correspondence via e-mail or return the hard copy to the action officer for release as e-mail.

16.20.6. Records Management.

Organizations must always maintain record copies of organizational correspondence sent via e-mail. The record copy (whether electronic or paper) of the e-mail is retained according to the requirements of AFMAN 37-139, *Records Disposition Schedule*, (will become AFMAN 33-322, Volume 4) and/or AFMAN 37-123, *Management of Records*.

16.20.7. Individual's Responsibilities.

When using e-mail, Air Force members must:

16.20.7.1. Ensure classified information is not entered, stored, or transmitted through e-mail systems not approved for these purposes.

16.20.7.2. Maintain organizational messages for periods specified in AFMAN 37-139 and AFMAN 37-123.

16.20.7.3. Ensure personal use of e-mail complies with the following stipulations:

16.20.7.3.1. It does not interfere with the performance of official duties.

16.20.7.3.2. It is of reasonable duration and frequency.

16.20.7.3.3. It serves a legitimate Air Force interest, such as notifying family members of travel changes while on TDY, communicating from place of duty when required during duty hours, or for enhancing morale, if stationed away from home for an extended period.

16.20.7.3.4. It does not create additional expenses to the Air Force.

16.20.7.4. Ensure organizational e-mail correspondence is released in accordance with the requirements of AFI 33-119, *Electronic Mail (E-Mail) Management and Use*.

16.20.7.5. Avoid sharing individual mailboxes or passwords, or revealing office account passwords to anyone outside of the office or organization.

16.20.7.6. Prevent messages from accumulating in mailboxes. Review, delete, and/or file messages as soon as possible.

16.20.7.7. Assign the appropriate precedence based on the speed of service required to forward e-mail. Individual e-mail will normally be transmitted at the lowest available precedence (routine).

16.20.7.8. Follow existing chain-of-command policy when coordinating, releasing, and replying to e-mail.

16.20.7.9. Immediately provide changes in registration information to the e-mail system administrator.

16.21. The Internet.

Internet use has dramatically increased in popularity as a means of obtaining and disseminating information worldwide. This section defines responsibilities and procedures for using and maintaining Internet access and outlines responsibilities for accessing information. Failure to observe the prohibitions and mandatory provisions of Air Force Internet policy is a violation of Article 92 of the UCMJ.

16.21.1. Access to the Internet.

The Internet provides opportunities for quick and efficient dissemination of information to the public, distributing information throughout the Air Force, and accessing information from a variety of sources. Information may be sent between offices or individuals, or it may be displayed on the web. The Air Force goal is to provide maximum availability at acceptable risk levels for Air Force members needing access for the execution of official business.

16.21.2. Appropriate Use.

Accessing the Internet through a Government computer or network uses a Government resource. Government-provided hardware and software are for conducting official and authorized Government business. This does not prohibit commanders from authorizing personnel to use Government resources to further their professional and military knowledge if they determine it is in the best interest of the Government. However, memorandums, local operating instructions, or explicit policy must document authorization. Using the Internet for other than authorized purposes may result in adverse administrative or disciplinary action. Below is a list of prohibited activities involving the use of Government-provided computer hardware or software:

16.21.2.1. Using for unofficial and/or unauthorized Government business.

16.21.2.2. Receiving personal or commercial financial gain. This includes, but is not limited to, chain letters, commercial solicitation, and sales of personal property.

16.21.2.3. Storing, processing, displaying, sending, or otherwise transmitting offensive or obscene language or material. Offensive material includes, but is not limited to, "hate literature," such as racist literature, materials, or symbols (for example, swastikas, neo-Nazi materials, etc.), and sexually harassing materials. Obscene material includes, but is not limited to, pornography and other sexually explicit materials.

16.21.2.4. Storing or processing classified information on any system not approved for classified processing.

16.21.2.5. Storing or processing copyright material (including cartoons) unless approval is obtained from the author or publisher.

16.21.2.6. Participating in "chat lines" or open-forum discussions unless for official purposes—and only after approval by appropriate public affairs channels.

16.21.2.7. Using another person's account or identity without appropriate authorization or permission.

16.21.2.8. Viewing, changing, damaging, deleting, or blocking access to another user's files or communications without appropriate authorization or permission.

16.21.2.9. Attempting to circumvent or defeat security or auditing systems without prior authorization or permission (such as for legitimate system testing or security research).

16.21.2.10. Obtaining, installing, copying, storing, or using software in violation of the appropriate vendor's license agreement.

16.21.2.11. Permitting any unauthorized individual access to a Government-owned or Government-operated system.

16.21.2.12. Modifying or altering the network operating system or system configuration without first obtaining permission from the system administrator.

16.21.3. Downloading Files from the Internet.

To protect against computer viruses, all Air Force members must virus-check all downloaded files. This applies to sound and video files, as well as files attached to e-mail messages. If possible, download files to a floppy disk and virus-check them before placing them on the computer's hard drive. If files are compressed, perform a second check of the decompressed files. To prevent the possibility of rapidly spreading a virus, do not download files to a network or shared drive. The Air Force allows the use of public domain or shareware software only after it is certified by a software testing facility.

16.21.4. OPSEC and the Internet.

The Internet access available to personnel at home and at work is an additional security factor. OPSEC training and education applies to computer use just as it does in conversations between personnel, transmitting correspondence, and telephone conversations. Policies against communicating with unauthorized personnel also apply to Internet communications. News groups (Usenet News, Chats, etc.) give personnel the opportunity to converse electronically to a worldwide audience. Military members and Government employees should refrain from discussing work-related issues in such open forums. Such discussions could result in unauthorized disclosure of military information to foreign individuals, governments, or intelligence agencies, or the disclosure of potential acquisition sensitive information. For example, news media monitoring the Internet may construe an individual's "chat" as an official statement or news release.

16.22. Conclusion.

This chapter covered many different aspects of effective writing and speaking, but it is not intended to make anyone an expert. Enough emphasis cannot be placed on the importance of learning to properly and effectively communicate, whether in an official or unofficial capacity. The use of electronic communication was also covered in this chapter, providing information on e-mail and the Internet. These practical guidelines for the various forms of communication will be of value only if applied.

RICHARD E. BROWN III, Lt General, USAF
DCS/Personnel

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Attachment 1

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AFI 36-2104, *Nuclear Weapons Personnel Reliability Program*
AFI 36-2108, *Enlisted Classification*
AFI 36-2109, *Chief Master Sergeant of the Air Force and Command Chief Master Sergeant Programs*
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AFI 36-2401, *Correcting Officer and Enlisted Evaluation Reports*
AFI 36-2406, *Officer and Enlisted Evaluation Systems*
AFI 36-2502, *Airman Promotion Program*
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AFI 36-2605, *Air Force Military Personnel Testing System*
AFI 36-2606, *Reenlistment In The United States Air Force*
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AFI 36-2626, *Airman Retraining Program*
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AFI 36-3009, *Family Support Center Program*
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 AFI 36-3105, *Red Cross Activities Within The Air Force*
 AFI 36-3202, *Separation Documents*
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 AFI 36-3208, *Administrative Separation of Airmen*
 AFI 36-3210, *Procedural Guide For Enlisted Administrative Discharge Boards*
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 AFPD 40-5, *Fitness and Weight Management*
 AFI 40-102, *Tobacco Use in the Air Force*
 AFI 40-301, *Family Advocacy*
 AFI 40-501, *The Air Force Fitness Program*
 AFI 40-502, *The Weight and Body Fat Management Program*
 AFI 44-109, *Mental Health and Military Law*
 AFI 44-120, *Drug Abuse Testing Program*
 AFI 44-121, *Alcohol and Drug Abuse Prevention and Treatment (ADAPT) Program*
 AFPAM 44-160, *The Air Force Suicide Prevention Program*
 AFPD 51-4, *Compliance with the Law of Armed Conflict*
 AFI 51-202, *Nonjudicial Punishment*
 AFMAN 51-204, *United States Air Force Judiciary*
 AFI 51-401, *Training and Reporting to Ensure Compliance with the Law of Armed Conflict*
 AFI 51-402, *Weapons Review*
 AFI 51-901, *Gifts from Foreign Governments*
 AFI 51-903, *Dissident and Protest Activities*
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‘Til Wheels are Up
TRICARE Handbook
USAF Fact Sheet
Unsung Heroes
Voting Assistance Guide
“We are All Recruiters”
Weighted Airman Promotion System (WAPS) Catalog
Winged Shield, Winged Sword

NOTE: This study guide contains materials from original sources. Please contact AFOMS/PD at pfesg@randolph.af.mil to obtain information on the location of the original sources.

Abbreviations and Acronyms

A1C—airman first class
AA&E—arms, ammunition and explosives
AAF—Army Air Force
AAFES—Army and Air Force Exchange Service
AB—airman basic; air base
ACC—Air Combat Command
ACE—Allied Command Europe
ACTS—Air Corps Tactical School
AD—active duty
ADAPT—alcohol and drug abuse prevention and treatment
ADAPTPM—ADAPT program manager
ADC—Area Defense Counsel; Air Defense Command
ADSC—Active Duty Service Commitment
AECP—Airman Education and Commissioning Program
AEF—air and space expeditionary force; American Expeditionary Force
AETC—Air Education and Training Command
AEW—aerospace expeditionary wing
AFAS—Air Force Aid Society
AFBCMR—Air Force Board for Correction of Military Records
AFCFM—Air Force career field manager
AFDRB—Air Force Discharge Review Board
AFELA—Air Force Educational Leave of Absence
AFEM—Armed Forces Expeditionary Medal
AFFOR—Air Force forces
AFGCM—Air Force Good Conduct Medal
AFHRA—Air Force Historical Research Agency
AFHRI—Air Force Enlisted Heritage Research Institute
AFIA—Air Force Inspection Agency
AFIT—Air Force Institute of Technology
AFIADL—Air Force Institute of Advanced Distributed Learning
AFJQS—Air Force job qualification standard
AFLSA—Air Force Longevity Service Award
AFMC—Air Force Materiel Command
AFMIA—Air Force Manpower and Innovation Agency
AFOEA—Air Force Organizational Excellence Award
AFOMS—Air Force Occupational Measurement Squadron
AFOR—Air Force Overseas Ribbon

AFOSI—Air Force Office of Special Investigations
AFOUA—Air Force Outstanding Unit Award
AFPC—Air Force Personnel Center
AFR—Air Force Reserve
AFRC—Air Force Reserve Command
AFRH—Armed Forces Retirement Home
AFROTC—Air Force Reserve Officer Training Corps
AFS—Air Force specialty
AFSC—Air Force specialty code
AFSM—Armed Forces Service Medal
AFSNCOA—Air Force Senior NCO Academy
AFSOC—Air Force Special Operations Command
AFSPC—Air Force Space Command
AFTR—Air Force Training Ribbon
AGR—active guard or reserve
ALS—airman leadership school
AMC—Air Mobility Command
AMJAMS—Automated Military Justice Analysis and Management System
Amn—airman
ANG—Air National Guard
AOR—area of responsibility
APC—agency program coordinator
AQE—airman qualification examination
ARC—American Red Cross; Air Reserve Component
ASCP—Airman Scholarship and Commissioning Program
AT—antiterrorism
ATC—Air Training Command
ATM—automated teller machine
AWACS—airborne warning and control system
AWOL—absent without official leave
AWOS—air war over Serbia
BAH—basic allowance for housing
BAS—basic allowance for subsistence
BDU—battle dress uniform
BHS—behavioral health survey
BIOS—basic input/output system
BMT—basic military training
BOP—base of preference
BTZ—below the zone
C3—command, control, and communications
CAA—career assistance advisor
CAFSC—control Air Force specialty code
CAIB—community action information board
CAREERS—Career Airman Reenlistment Reservation System
CASF—composite air strike force
CB—chemical-biological
CC—cost center
CCAF—Community College of the Air Force
CCCA—common core compliance area
CCM—command chief master sergeant; cost center manager
CCRC—common core readiness criteria
CCT—combat controller
CDC—career development course
CEM—chief enlisted manager
CENTAF—Central Command
CEPME—College for Enlisted Professional Military Education
CFC—Combined Forces Command Korea
CFETP—career field education and training plan
CHAMPUS—Civilian Health and Medical Program of the Uniformed Services

CI—compliance inspection; counterintelligence
CIA—Central Intelligence Agency
CINC—commander in chief
CJCS—Chairman, Joint Chiefs of Staff
CJR—career job reservation
CLEP—College-Level Examination Program
CMC—Commandant of the Marine Corps
CMSAF—Chief Master Sergeant of the Air Force
CMSgt—chief master sergeant
CNO—Chief of Naval Operations
COLA—cost-of-living adjustment
COMPUSEC—computer security
COMSEC—communications security
CONUS—continental United States
CPR—cardiopulmonary resuscitation
CRA—clothing replacement allowance
CRO—change of rating official
CSA—Chief of Staff, US Army
CSAF—Chief of Staff, US Air Force
CSS—commander support staff
CTO—commercial travel office
DANTES—Defense Activity for Nontraditional Education Support
DCS—deputy chief of staff
DFAS—Defense Finance and Accounting Service
DIEMS—date initially entered military service
DLA—Defense Logistics Agency
DOB—date of birth
DoD—Department of Defense
DOR—date of rank
DOS—date of separation
DOT—Department of Transportation
DR—demand reduction
DRU—direct reporting unit
DSST—DANTES subject standardized test
DTRA—Defense Threat Reduction Agency
DUI—driving under the influence
DVR—data verification record
DWI—driving while intoxicated
E&T—education and training
EAD—extended active duty
ECI—employment cost index
EES—Enlisted Evaluation System
EFMP—Exceptional Family Member Program
EFT—electronic funds transfer
ELT—extended long OS tour
E-mail—electronic mail
ELA—educational leave of absence
EML—environmental and morale leave
EMSEC—emissions security
EOT—equal opportunity and treatment
EOTI—equal opportunity and treatment incident
EPA—Environmental Protection Agency
EPR—enlisted performance report
EQUAL—Enlisted Quarterly Assignments Listing
ETS—expiration of term of service
EXORD—execution order
F&FP—Force and Financial Plan
FAC—functional account code
FAP—Family Advocacy Program

FBI—Federal Bureau of Investigations
FEAF—Far East Air Forces
FICA—Federal Insurance Contributions Act
FIP—fitness improvement program
FITW—Federal income tax withholding
FMB—Financial Management Board
FOA—field operating agency
FOIA—Freedom of Information Act
FOUO—for official use only
FPCON—force protection condition
FSA—family separation allowance
FSA-R—FSA reassignment
FSA-T—FSA temporary
FSC—family support center
FSH—family separation, basic allowance for housing
FSO—financial services office
FSSA—family subsistence supplemental allowance
FSTR—full spectrum threat response
FTA—first-term airmen
FVAP—Federal Voting Assistance Program
FWA—fraud, waste, and abuse
FWG—financial working group
FY—fiscal year
FYDP—Future Years Defense Program
GCE—ground crew ensemble
GCM—general court-martial
GHQ—general headquarters
HAWC—Health and Wellness Center
HAZMAT—hazardous material
HDL—high-density lipoprotein
HQ AFPC—Headquarters Air Force Personnel Center
HRE—human relations education
HSI—health services inspection
HUMINT—human intelligence
HYT—high year of tenure
IA—information assurance
ICBM—intercontinental ballistic missile
IDS—Integrated Delivery System
IG—Inspector General
IMA—individual mobilization augmentee
IMDC—individual military defense counsel
INFOCON—information operations condition
IO—information operations
IPT—integrated product team
IRA—individual retirement account
IRR—individual ready reserve
ISD—instructional system development
ISP—Internet service provider
ISR—intelligence, surveillance, reconnaissance
IW—information warfare
JCS—Joint Chiefs of Staff
JFACC—joint forces air component commander
JFTR—Joint Federal Travel Regulation
JMUA—Joint Meritorious Unit Medal
JPAS—Joint Personnel Adjudication System
JQS—job qualification standard
JSA—job safety analysis
JTF—joint task force
JV—Joint Vision

LD/HD—low density/high demand
LES—leave and earnings statement
LOA—letter of admonishment
LOAC—law of armed conflict
LOC—letter of counseling
LOD—line of duty
LOE—letter of evaluation
LOR—letter of reprimand
LOW—law of war
LOX—liquid oxygen
Lt Col—lieutenant colonel
MAAG—Military Assistance Advisory Group
MAC—Military Airlift Command
MAJCOM—major command
MALT—monetary allowance in lieu of transportation
MATS—Military Air Transport Service
MCM—Manual for Courts-Martial
MDS—Manpower Data System
MEO—military equal opportunity; most effective organization
MFIP—monitored fitness improvement program
MGIB—Montgomery GI Bill
MilPDS—Military Personnel Data System
MKTS—military knowledge and testing
MO—manpower and organization
MOPP—mission-oriented protective posture
MPF—military personnel flight
MR—memorandum for record
MRE—military rule of evidence
MSF—Motorcycle Safety Foundation
MSgt—master sergeant
MSO—military service obligation
MTF—military treatment facility; medical treatment facility
MTP—master training plan
MTW—major theater war
NAF—numbered Air Force
NATO—North Atlantic Treaty Organization
NBC—nuclear, biological, and chemical
NBCC—nuclear, biological, chemical, and conventional
NCO—noncommissioned officer
NCOA—noncommissioned officer academy
NCORP—NCO Retraining Program
NDAA—National Defense Authorization Act
NDSM—National Defense Service Medal
NJP—nonjudicial punishment
NORAD—North American Aerospace Defense Command
NPSP—New Parent Support Program
NSI—nuclear surety inspection
OBAD—operating budget authority document
OJT—on-the-job training
OPLAN—operations plan
OPORD—operations order
OPR—office of primary responsibility; officer performance report
OPSEC—operations security
ORI—operational readiness inspection
ORM—operational risk management
OS—overseas
OSD—Office of the Secretary of Defense
OSHA—occupational safety and health administration
OSI—Office of Special Investigations

OTS—Officer Training School
PA—Privacy Act
PACAF—Pacific Air Forces
PACOM—Pacific Command
PAS—personnel accounting symbol
PC—personal computer
PCA—permanent change of assignment
PCM—primary care manager
PCS—permanent change of station
PDA—personal digital assistant
PDS—permanent duty station; personnel data system
PECD—promotion eligibility cutoff date
PERSTEMPO—personnel tempo
PES—promotion eligibility status
PFC—private first class
PFE—promotion fitness examination
PFMP—Personal Financial Management Program
PFW—performance feedback worksheet
PIF—personnel information file
PIN—personal identification number
PJ—pararescue
P.L.—public law
PL1—Protection Level 1
PL2—Protection Level 2
PL3—Protection Level 3
PL4—Protection Level 4
PME—professional military education
POV—privately owned vehicle
POW—prisoner of war
PPE—personal protective equipment
PRP—Personnel Reliability Program
PSN—promotion sequence number
PT—physical training
PTDY—permissive TDY
QRP—Qualified Recycling Program; Quality Retraining Program
QT—qualification training
RA—resource advisor
RAC—risk assessment code
RAM—random antiterrorism measure
RAP—Recruiter Assistance Program
RCM—Rules for Court Martial; responsibility center manager
RDP—recommendation for decoration printout
RHIP—rank has its privileges
RIC—record of individual counseling
RIP—Report of Individual Personnel
RMS—resource management system
RNLTD—report not later than date
ROE—rules of engagement
ROTC—Reserve Officer Training Corps
SA—substance abuse
SAC—Strategic Air Command
SACS—Southern Association of Colleges and Schools
SAF—Secretary of the Air Force
SAM—surface-to-air missile
SAV—staff assistance visit
SBP—survivor benefit plan
SCG—security classification guide
SCM—summary court-martial

SDI—special duty identifier
SEA—senior enlisted advisor
SECAF—Secretary of the Air Force
SECDEF—Secretary of Defense
SEI—special experience identifier
SelRes—selected Reserve
SFIP—self-directed fitness improvement program
SG—surgeon general
SGLI—servicemembers group life insurance
SII—special interest item
SITW—State income tax withholding
SJA—staff judge advocate
SKT—specialty knowledge test
SLA—special leave accrual
SMSgt—senior master sergeant
SNCO—senior noncommissioned officer
SOAR—Scholarships for Outstanding Airmen to ROTC
SOF—special operations force
SPCM—special court-martial
SrA—senior airman
SRB—selective reenlistment bonus
SRC—survival recovery center
SRID—senior rater identification
SROE—standing rules of engagement
SRP—Selective Reenlistment Program
SSgt—staff sergeant
STEP—Stripes for Exceptional Performers
STS—specialty training standard
TA—tuition assistance
TAC—Tactical Air Command
TAFMS—total active federal military service
TDP—TRICARE Dental Program
TDY—temporary duty
TEMSD—Total Enlisted Military Service Date
TFW—tactical fighter wing
THC—tetrahydrocannabinol
TIG—time in grade
TIM—toxic industrial material
TIS—time in service
TJAG—The Judge Advocate General
TMF—traffic management flight
TMO—traffic management office
TO—technical order
TOS—time on station
TRW—tactical reconnaissance wing
TSCA—Top Secret control account
TSCO—Top Secret control officer
TSgt—technical sergeant
TSP—Thrift Savings Plan
TT—treatment team
TTM—treatment team meeting
U&TW—utilization and training workshop
UCMJ—Uniform Code of Military Justice
UETM—unit education and training manager
UFPM—unit fitness program manager
UGT—upgrade training
UIF—unfavorable information file
UMD—unit manning document
UN—United Nations

UNSCR—United Nations Security Council Resolution
UOCAVA—Uniformed and Overseas Citizens Absentee Voting Act
UOTHC—under other than honorable conditions
UPMR—unit personnel management roster
URE—unit review exercise
USAAF—US Army Air Forces
USAF—United States Air Force
USAFA—United States Air Force Academy
USAFE—US Air Forces in Europe
USAFR—US Air Force Reserves
USAFSE—USAF supervisory examination
U.S.C.—United States Code
USEUCOM—US European Command
USSR—Union of Soviet Socialist Republic
UTM—unit training manager
UXO—unexploded ordnance
VA—Veterans Affairs
VAO—voting assistance officer
VCJCS—Vice Chairman, Joint Chief of Staff
VEAP—Veterans Education Assistance Program
VIP—very important person
VO2—volume of oxygen
WAC—Women's Army Corps
WAPS—Weighted Airman Promotion System
WASP—Women Airforce Service Pilots
WBFMP—Weight and Body Fat Management Program
WEAR—we are all recruiters
WMD—weapons of mass destruction
WOC—wing operations center
WR—war reserve
WWI—World War I
WWII—World War II

**Terms*

***Abuse**—The intentional, wrongful, or improper use of government resources. Abuse typically involves misuse of rank, position, or authority.

Aerospace Power—The synergistic application of air, space, and information systems to project global strategic military power.

***Air Force Members**—All active duty officers and enlisted personnel serving in the United States Air Force.

***Air Force Personnel**—All civilian employees, including government employees, in the Department of the Air Force (including nonappropriated fund activities), and all active duty officers and enlisted members of the Air Force.

***Alignment**—Dress and cover.

Allocation—The act of making funds available within a prescribed amount.

Attrition—The reduction of the effectiveness of a force by loss of personnel and materiel.

***Base**—The element on which a movement is planned, regulated, or aligned.

***Base File**—The file on which a movement is planned, regulated, or aligned.

Capital Case—An offense for which death is an authorized punishment under the Uniform Code of Military Justice.

Chain of Command—The succession of commanding officers from a superior to a subordinate through which command is exercised.

Coalition—An ad hoc arrangement between two or more nations for common action.

Coalition Force—A force composed of military elements of nations that have formed a temporary alliance for some specific purpose.

***Coherent**—Sticking together; a logical relationship of parts. Paramilitary and military measures, short of overt armed conflict, involving regular forces are employed to achieve national objectives.

Command and Control—The exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of the mission. Also called C2.

Compromise—The known or suspected exposure of clandestine personnel, installations, or other assets or of classified information or material to an unauthorized person.

Conflict—A fight; a battle; struggle.

Contingency—An emergency involving military forces caused by natural disasters, terrorists, subversives, or by required military operations. Due to the uncertainty of the situation, contingencies require plans, rapid response, and special procedures to ensure the safety and readiness of personnel, facilities, and equipment.

***Convening Authority**—Commanders, usually above the squadron level, who have the authority to order a court-martial be conducted. The convening authorities consult with the staff judge advocate, determine if trial by court-martial is appropriate, and refer the case to a court-martial which they have created and for which they appoint the judge, court members, as well as the trial and defense counsels.

***Correctional Custody**—The physical restraint of a person during duty or nonduty hours, or both, imposed as a punishment under Article 15, Uniform Code of Military Justice, which may include extra duties, fatigue duties, or hard labor.

Counterair—A US Air Force term for air operations conducted to attain and maintain a desired degree of air superiority by the destruction or neutralization of enemy forces. Both air offensive and air defensive actions are involved. The former range throughout enemy territory and are generally conducted at the initiative of the friendly forces. The latter are conducted near or over friendly territory and are generally reactive to the initiative of the enemy air forces.

Counterintelligence—Information gathered and activities conducted to protect against espionage, other intelligence activities, sabotage, or assassinations conducted by or on behalf of foreign governments or elements thereof, foreign organizations, or foreign persons, or international terrorist activities.

***Cover**—Individuals align themselves directly behind the person to their immediate front.

Dereliction of Duty—The willful neglect of your job or assigned duties.

Deterrence—The prevention from action by fear of the consequences. Deterrence is a state of mind brought about by the existence of a credible threat of unacceptable counteraction.

***Distance**—The prescribed space from front to rear between units. The distance between individuals in formation is 40 inches as measured from their chests to the backs of the persons in front of them.

Doctrine—Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application.

***Dress**—Alignment of elements side by side or in line maintaining proper interval.

Echelon—A subdivision of a headquarters.

***Element**—The basic formation; the smallest drill unit, comprised of at least 3 individuals, but usually 8 to 12 persons, one of whom is designated as the element leader.

***Endorser**—The evaluator in the rating chain designated to close out the EPR. The minimum grade requirements vary depending upon the ratee's grade.

Espionage—The act of obtaining, delivering, transmitting, communicating, or receiving information about the national defense with an intent, or reason to believe, that the information may be used to the injury of the United States or to the advantage of any foreign nation.

***Esprit de Corps**—Devotion and enthusiasm among members of a group for one another.

***Evaluator**—A general reference to any individual who signs an evaluation report in a rating capacity. Each evaluator must be serving in a grade or position equal to or higher than the previous evaluators and the ratee. **NOTE:** A commander who is junior in grade to the rater will still review the enlisted performance report (see AFI 36-2403).

Exploitation—Taking full advantage of success in battle and following up initial gains, or taking full advantage of any information that has come to hand for tactical, operational, or strategic purposes.

***File**—A single column of individuals placed one behind the other.

***Fiscal Year**—A 12-month period for which an organization plans to use its funds. The fiscal year starts on 1 October and ends on 30 September.

***Forfeiture of Pay**—A type of punishment where people lose their entitlements to pay for a specified period of time.

Fraud—The intentional misleading or deceitful conduct that deprives the government of its resources or rights.

***Functional Area**—Duties or activities related to and dependent upon one another.

***Grievance**—A personal complaint, by a civilian employee, related to the job or working environment and subject to the control of management. This term also includes any complaint or protest based on either actual or supposed circumstances.

***Guide**—The airman designated to regulate the direction and rate of march.

***Half-Staff**—The position of the flag when it is one-half the distance between the top and bottom of the staff.

Hardware—The generic term dealing with physical items as distinguished from its capability or function, such as equipment, tools, implements, instruments, devices, sets, fittings, trimmings, assemblies, subassemblies, components, and parts.

Information Superiority—The capability to collect, process, analyze, and disseminate information while denying an adversary's ability to do the same.

Information Warfare—Any action taken to deny, exploit, corrupt, or destroy an adversary's information and information functions while protecting friendly forces against similar actions and exploiting our own military information functions. Also called IW.

Infrastructure—A term generally applicable to all fixed and permanent installations, fabrications, or facilities for the support and control of military forces.

Intelligence—The product resulting from the collection, processing, integration, analysis, evaluation, and interpretation of available information concerning foreign countries or areas.

Interdiction—An action to divert, disrupt, delay, or destroy the enemy's surface military potential before it can be used effectively against friendly forces.

***Internet**—An informal collection of government, military, commercial, and educational computer networks using the transmission control protocol/internet protocol (TCP/IP) to transmit information. The global collection of interconnected local, mid-level, and wide area networks that use IP as the network layer protocol.

Interrogation—Systematic effort to procure information by direct questioning of a person under the control of the questioner.

***Interval**—Space between individuals standing side by side. Normal interval is one arm's length. Close interval is 4 inches.

Joint Force—A general term applied to a force composed of significant elements, assigned or attached, of two or more military departments, operating under a single joint force commander. See also joint force commander.

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

Joint Force Commander—A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force. Also called JFC. See also joint force.

Joint Operations—A general term to describe military actions conducted by joint forces, or by service forces in relationships (such as support, coordinating authority), which, of themselves, do not create joint forces.

Joint Task Force—A joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subunified commander, or an existing joint force commander. Also called JTF.

Logistics—The science of planning and carrying out the movement and maintenance of forces. In its most comprehensive sense, those aspects of military operations that deal with design and development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of materiel; movement, evacuation, and hospitalization of personnel; acquisition or construction, maintenance, operation, and disposition of facilities; and acquisition or furnishing of services.

Military Operations Other Than War—Operations that encompass the use of military capabilities across the range of military operations short of war. These military actions can be applied to complement any combination of the other instruments of national power and occur before, during, and after war. Also called MOOTW.

Military Strategy—The art and science of employing the armed forces of a nation to secure the objectives of national policy by the application of force or the threat of force.

***Mitigation (of offense)**—To lessen or attempt to lessen the magnitude of an offense.

Multinational Operations—A collective term to describe military actions conducted by forces of two or more nations, typically organized within the structure of a coalition or alliance. See also alliance, coalition, and coalition force.

National Strategy—The art and science of developing and using the political, economic, and psychological powers of a nation, together with its armed forces, during peace and war, to secure national objectives.

***Nonappropriated Activity**—An activity associated with the government, but whose operation is not directly funded by the government; that is, the NCO open mess, officers open mess, and child care center.

Nonappropriated Funds—Funds generated by Department of Defense military and civilian personnel and their dependents and used to augment funds appropriated by the Congress to provide a comprehensive, morale-building welfare, religious, educational, and recreational program, designed to improve the well-being of military and civilian personnel and their dependents.

***Operational Chain of Command**—The chain of command established for a particular operation or series of continuing operations.

Operational Control—Transferable command authority that may be exercised by commanders at any echelon at or below the level of combatant command. Operational control is inherent in combatant command (command authority). Operational control may be delegated and is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. Operational control includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command. Operational control should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and service and/or functional component commanders. Operational control normally provides full authority to organize commands and forces and to employ those forces as the commander in operational control considers necessary to accomplish assigned missions. Operational control does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. Also called OPCON.

***Period of Supervision**—The number of calendar days during the reporting period that the ratee was supervised by the rater.

***Permissive Reassignment**—A permanent change of station at no expense to the government where an individual is given consideration because of personal reasons. Individuals bear all costs and travel in leave status.

***Personnel Reliability**—A commander's determination of an individual's trustworthiness to perform duties related to nuclear weapons.

***Physiological**—Having to do with the physical or biological state of being.

***Precedence**—Priority, order, or rank; relative order of mission or operational importance.

Qualification Training—Actual "hands-on" task performance training designed to qualify an individual in a specific duty position. This portion of the dual channel OJT program occurs both during and after the upgrade training process. It is designed to provide the performance skills required to do the job.

***Rank**—A single line of airmen standing side by side.

***Rater**—The person designated to provide performance feedback and prepare an enlisted performance report (EPR) when required. The rater is usually the ratee's immediate supervisor.

***Rations in Kind**—The actual food or meal.

Reconnaissance—A mission undertaken to obtain, by visual observation or other detection methods, information about the activities and resources of an enemy or potential enemy; or to secure data concerning the meteorological, hydrographic, or geographic characteristics of a particular area.

Repatriation—The procedure whereby American citizens and their families are officially processed back into the United States subsequent to an evacuation.

***Sensitive Information**—Data requiring special protection from disclosure that could cause embarrassment, compromise, or threat to the security of the sponsoring power. May be applied to an agency, installation, person, position, document, materiel, or activity.

Software—A set of computer programs, procedures, and associated documentation concerned with the operation of data processing system, such as compilers, library routines, manuals, and circuit diagrams.

Special Operations—Operations conducted by specially organized, trained, and equipped military and paramilitary forces to achieve military, political, economic, or psychological objectives by unconventional military means in hostile, denied, or politically sensitive areas. These operations are conducted during peacetime competition, conflict, and war, independently or in coordination with operations of conventional, nonspecial operations forces. Political-military considerations frequently shape special operations, requiring clandestine, covert, or low-visibility techniques, and oversight at the national level. Special operations differ from conventional operations in degree of physical and political risk, operational techniques, mode of employment, independence from friendly support, and dependence on detailed operational intelligence and indigenous assets. Also called SO.

***Staff Judge Advocate**—The senior legal advisor on the commander's staff.

Strategy—The art and science of developing and using political, economic, psychological, and military forces as necessary during peace and war, to afford the maximum support to policies, in order to increase the probabilities and favorable consequences of victory and to lessen the chances of defeat.

***Subversive**—Anyone lending aid, comfort, and moral support to individuals, groups, or organizations that advocate the overthrow of incumbent governments by force and violence is subversive and is engaged in subversive activity. All willful acts that are intended to be detrimental to the best interests of the government and that do not fall into the categories of treason, sedition, sabotage, or espionage will be placed in the category of subversive activity.

Tactical Control—Command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed and, usually, local direction and control of movements or maneuvers necessary to accomplish missions or tasks assigned. Tactical control is inherent in operational control. Tactical control may be delegated to, and exercised at any level at or below, the level of combatant command. Also called TACON.

Tactics—The employment of units in combat; the ordered arrangement and maneuver of units in relation to each other and or to the enemy in order to use their full potentials.

Terrorist—An individual who uses violence, terror, and intimidation to achieve a result.

Theater—The geographical area outside the continental United States for which a commander of a combatant command has been assigned responsibility.

***Under Arms**—Bearing arms.

Unmanned Aerial Vehicle—A powered, aerial vehicle that does not carry a human operator, uses aerodynamic forces to provide vehicle lift, can fly autonomously or be piloted remotely, can be expendable or recoverable, and can carry a lethal or nonlethal payload. Ballistic or semi-ballistic vehicles, cruise missiles, or artillery projectiles are not considered unmanned aerial vehicles.

***War**—Open and often prolonged conflict between nations (or organized groups within nations) to achieve national objectives.

***World Wide Web (WWW)**—Uses the Internet as its transport media and is a collection of protocols and standards that allow the user to find information available on the internet by using hypertext and/or hypermedia documents.

*These definitions are for the purpose of this pamphlet only. All other terms can be found in JP 1-02, *DoD Dictionary of Military and Associated Terms*, or AFDD 1-2, *Air Force Glossary of Standardized Terms*.