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OF THE AIR FORCE**

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This instruction implements Department of Defense Directive (DODD) 3000.07_Air Force Policy Directive (AFPD) 10-42, *Irregular Warfare*; and portions of AFPD 10-43, *Stability Operations*; and is consistent with Department of Defense Instruction (DODI) 5000.68_Air Force Instruction (AFI) 16-122, *Security Force Assistance*; AFPD 16-1, *International Affairs*; and AFPD 36-26, *Total Force Development*. The purpose of this instruction is to provide Air Force guidance and direction for the planning, execution, and assessment of USAF air advising activities and operations with partner nations. It applies to all Regular Air Force (RegAF), Air Force Reserve Command (AFRC), and Air National Guard (ANG) units and personnel, and government civilians involved in the planning, execution, and assessment of USAF air advising activities and operations with partner nations. This instruction also applies to Air Force contractors to the extent required by the applicable contract. Refer recommended changes and questions about this publication to AF/A3O-M, 112 Luke Street, Building 5683, Suite 140, Joint Base Anacostia-Bolling, DC, 20032, using the AF Form 847, *Recommendation for Change of Publication*; route AF Form 847s from the field through the appropriate functional chain of command. This publication may be supplemented at any level, but all direct supplements must be routed to AF/A3O-M for coordination prior to certification and approval. The authorities to waive wing/unit level requirements in this publication are identified with a Tier (“T-0, T-1, T-2, T-3”) number following the compliance statement. See AFI 33-360, *Publications and Forms Management*, for a description of the authorities associated with the Tier numbers. Submit requests for waivers through the chain of command to the appropriate Tier waiver approval authority, or alternately, to the publication office of primary responsibility (OPR) for non-tiered

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Chapter 1

GENERAL INFORMATION

1.1. Purpose. The purpose of this instruction is to provide Air Force guidance and direction for the planning, execution, and assessment of USAF air advising activities and operations with partner nations. The objective is to harmonize and synchronize the wide range of USAF air advising activities and operations in order to better achieve US national strategic objectives.

1.2. General.

1.2.1. Air advising is an Air Force capability that may be utilized throughout the full range of military operations in support of combatant commander (CCDR), commander Air Force forces (COMAFFOR), or theater special operations command (TSOC) objectives. Air advising can create tactical-, operational-, and strategic-level effects.

1.2.1.1. Air Advising Activities. For the purpose of this instruction, air advising activities are defined as security cooperation efforts conducted in support of CCDR and/or COMAFFOR/TSOC objectives across the range of military operations.

1.2.1.2. Air advising activities and operations include, but are not limited to, bilateral and multilateral meetings between senior leaders; subject-matter expert exchanges; exercises and competitions; mobile training team (MTT) and extended training service specialists (ETSS) deployments; global health engagements; agile combat support engagements; ANG State Partnership Program (SPP) engagements with partner nations; and operations in support of request for forces (RFF) taskings. **Note:** The term “*air advising activities*” will be used to represent both air advising activities and operations for the remainder of this instruction.

1.2.1.3. Air advising activities are conducted under the auspices of various security cooperation initiatives and programs, including building partner capacity (BPC), security force assistance (SFA), foreign internal defense (FID), security sector reform (SSR), and support to security assistance.

1.2.1.3.1. Examples of Title 10, United States Code (USC) security cooperation programs include:

1.2.1.3.1.1. Overseas Humanitarian Assistance/Foreign Disaster Relief/Humanitarian Demining Assistance. (10 USC § 401; 10 USC § 2561; 10 USC § 407).

1.2.1.3.1.2. Combating Terrorism Fellowship Program (10 USC § 2249c).

1.2.1.3.1.3. Western Hemisphere Institute for Security Cooperation (10 USC § 2166).

1.2.1.3.1.4. Combatant Commander Initiative Fund.

1.2.1.3.1.5. Special Operations Joint Combined Exchange Training (10 USC § 2011).

1.2.1.3.1.6. Latin American Cooperation (LATAM-COOP) (10 USC § 1050) and African Cooperation (AFR-COOP) (10 USC § 1050a).

1.2.1.3.2. Examples of Title 22, USC, security assistance programs include:

1.2.1.3.2.1. Foreign Military Financing (FMF).

1.2.1.3.2.2. Foreign Military Sales (FMS).

1.2.1.3.2.3. International Military Education and Training (IMET).

1.2.1.3.2.4. Peacekeeping Operations (PKO).

1.2.1.3.2.5. Excess defense articles.

1.2.1.3.3. Examples of overseas contingency operations funded programs that support BPC include:

1.2.1.3.3.1. Afghanistan Security Forces Fund.

1.2.1.3.3.2. Iraq Security Forces Fund.

1.2.1.3.3.3. Pakistan Counterinsurgency Fund.

1.2.1.3.3.4. Afghanistan Infrastructure Fund.

1.2.1.4. The Chief of Mission (COM) is an important stakeholder in air advisor activities, as his/her concurrence is required prior to all air advising activities with a partner nation. COM objectives for the partner nation are addressed in CCDR and COMAFFOR/TSOC country plans at the operational level. Air advisor plans at the tactical level support these DOD/USAF country plans.

1.2.2. Total Force Airmen assigned to conduct air advising activities may reside in designated air advisor forces/units or the expeditionary conventional forces (CF).

1.2.2.1. Expeditionary GPF air advisors may include individuals tasked to meet Global Force Management Allocation Plan (GFMAP) requirements, individuals tasked to meet emerging requirements, or individuals deployed through ad-hoc sourcing solutions.

1.2.2.2. AEF air advisors are deployed within a unit or as individuals to meet CCDR requirements through the Global Force Management (GFM) allocation process. This includes rotational force allocation supporting annual requirements and unit emergent force requirements for crisis response based on RFF or requests for capabilities (RFC).

1.2.2.3. Air advisors also deploy as individuals for rotational or emergent RFF/RFC requirements and annual or out-of-cycle request for Joint Task Force (JTF) Headquarters (HQ) Individual Augmentee manpower through the Joint Manpower Document process.

1.2.2.3.1. Advisors may also deploy individually as a non-standard or ad-hoc sourcing solution to conduct advising activities in support of CCDR, subunified combatant command, or JTF requirements. These type air advisor deployment lengths vary from normal AEF rotations to as much as 365-days. Non-standard or ad-hoc sourced air advisors are aggregated in the deployed location in a variety of possible organizations including, teams, detachments, and/or expeditionary units.

1.2.3. Title 22 programs such as IMET, FMF, and associated FMS, are part of the Department of State (DOS) foreign operations budget. Air advisors may execute Title 22 funded missions as part of an MTT or as an individual deployment.

1.2.4. MTT. For the purpose of this instruction, MTTs are defined as military service personnel or contractor personnel performing under a non-personal services contract on temporary duty for the purpose of training foreign personnel in the operation, maintenance, or support of weapon systems and support equipment or for specific training requirements and specific capabilities that are beyond in-country US resources. The MTT deploys under one of the security assistance authorities in Title 22 or one of the Title 10 authorized programs that follow security cooperation procedures. The MTT may be authorized for Continental United States (CONUS) or overseas deployment when it is more practical to bring the training capability to country personnel. An MTT should be considered when training must be accomplished quickly in response to a threat or adverse condition affecting the security of the country; training is of relatively short duration, must reach a large number of trainees, and entails extensive use of interpreters or language-qualified team members; or training can be conducted only on equipment or in facilities located in the foreign country. **Note:** The Air Force Security Assistance Training (AFSAT) Squadron MTTs may not require training in accordance with AFI 10-4201, Volume 1 (V1), *Air Advisor Education and Training*, dependent on size of team, mission environment, total length or purpose of the deployment. Currently AFSAT managed MTTs are not tasked to meet GFMAP or other non-standard requirements.

1.3. Key Definitions and Terms. Attachment 1 contains a glossary of references and supporting information, to include abbreviations, acronyms, and terms used in this publication.

1.3.1. When using this instruction, the following terms apply:

1.3.1.1. *Must, will, or shall* indicate a mandatory requirement.

1.3.1.2. *Should* is used to indicate a preferred or recommended option or method of accomplishment.

1.3.1.3. *May* indicates an acceptable or satisfactory method or option.

1.3.1.4. *Note* indicates operating procedures, techniques, etc., which are considered necessary to emphasize.

1.4. Scope of this Instruction.

1.4.1. The focus of this instruction is those USAF air advising activities conducted in support of geographical combatant commander (GCC) Operation Plans (OPLAN), Theater Campaign Plans (TCPs), and Bi- or Multi-lateral Exercises, and GCC Country Plans.

1.4.1.1. These air advising activities are primarily documented in the Commander Air Force Forces (COMAFFOR) Campaign Support Plan (CSP); the Theater Special Operations Command (TSOC) CSP; and the specific COMAFFOR Country Plans and United States Special Operations Command (USSOCOM) Country Support Plans.

1.4.1.2. When directives and tasks assigned in this instruction conflict with specific guidance from the GCC to AFFOR staffs, GCC guidance will take precedence.

1.4.2. This instruction expands upon guidance contained in security cooperation-related AFIs to encompass the larger air advising community and establish a common framework to better synchronize a wide range of USAF air advising activities. References to related AFIs are made throughout this instruction for completeness and consistency.

1.4.3. Detailed air advising procedures and checklists in Air Force Tactics, Techniques, and Procedures (AFTTP) 3-4.5, *Air Advising*, should be used in conjunction with this AFI.

1.4.4. Air advisors should consult AFI 10-421, *Operations Planning for the Steady-State*, for specific planning, execution, and assessment guidance related to country, event, and training/capacity plans.

1.5. Applicability.

1.5.1. This instruction applies to all USAF GPF, special operations forces (SOF), USAF government civilians, and contractors who plan, execute, and assess air advising activities whether on a full-time, part-time, or as-needed basis.

1.5.2. This instruction is relevant to all USAF personnel who plan, oversee, and assess air advising activities from the operational level, such as members on an Air Force Forces (AFFOR) staff and USAF personnel assigned to a security cooperation organization (SCO).

1.5.3. This instruction should inform all operational-level agencies and personnel who plan, oversee, and assess air advising activities and who employ USAF Air Advisors as part of their security cooperation efforts.

Chapter 2

ROLES AND RESPONSIBILITIES

2.1. Overview. The following roles and responsibilities pertain to air advising activities as applicable. Roles and responsibilities that apply to air advising training are described in AFI 10-4201 V1.

2.2. Deputy Chief of Staff, Operations (AF/A3).

2.2.1. Serves as the USAF lead for GPF air advising policy, strategy, and procedures. Coordinates with USSOCOM concerning policies and procedures affecting SOF air advising to ensure Service policies do not conflict with USSOCOM policies/requirements in order to provide proper support to CDRUSSOCOM and TSOCs.

2.2.2. Coordinates and synchronizes GPF and SOF operating concepts and procedures to provide a common framework for all GPF, SOF, USAF government civilians, and contractor air advising activities.

2.2.3. Ensures GPF air advising operational concepts and procedures are incorporated into USAF and joint documents to facilitate consistency with existing security cooperation policies and procedures.

2.2.4. Identifies, in conjunction with lead major commands (MAJCOMs), component MAJCOMs (CMAJCOMs), and component numbered/named air forces (C-NAFs), the resources required to organize, train, and equip a regionally-aligned air advising capability to support GCC requirements; assists Core Function Leads (CFLs) and the Deputy Under Secretary of the Air Force for International Affairs (SAF/IA) in advocating for these resources within the Air Force Corporate Structure.

2.2.5. Assists in developing and implementing sourcing solutions for air advising activities within the GFM process in support of Combatant Command (CCMD) requirements.

2.2.6. Defines and implements effective GPF air advising organizational structures, in conjunction with MAJCOMs and the HAF staff.

2.2.7. Ensures, in conjunction with MAJCOMs and the HAF staff, the required equipment and related training for air advising activities is provided to air advising teams/individuals.

2.2.8. Provides the Deputy Chief of Staff, Manpower, Personnel and Services (AF/A1), a list of air advisor training, including language training, education, and experience criteria to track military and USAF civilian personnel in accordance with Chairman, Joint Chiefs of Staff Instruction (CJCSI) 3210.06, *Irregular Warfare*; works with AF/A1 and career field managers to incorporate this criteria into a designated tracking tool.

2.2.9. Standardizes Air Force Component (C-MAJCOM/C-NAF) Mission Essential Tasks (METs).

2.2.10. Ensures the Air Force unit or units exercising administrative control (ADCON) for each air advising team and event are aware of their ADCON responsibilities.

2.2.11. Works with key stakeholders (such as OSD, JS, Defense Security Cooperation Agency, DOS, Department of Homeland Security) to develop whole-of-government approach for shaping the global aviation domain and global aviation enterprise development.

2.2.12. Provides oversight by regularly assessing air advising operations through various means, such as after action reviews, lessons learned, operations research analysis, and staff assistance visits.

2.3. Deputy Chief of Staff, Manpower Personnel and Services (AF/A1).

2.3.1. Implements and maintains a capability to track air advisor education, training, and experience of USAF military and civilian personnel to facilitate functional and operational force management and comply with CJCSI 3210.06, Irregular Warfare; works with AFRC and ANG to ensure each tracks air advisor training and experience across the total force.

2.3.2. Incorporates criteria, from the AF/A3 and career field managers, for tracking air advisor education, training, and experience of military and USAF civilian personnel.

2.3.3. Ensures personnel selected to fill air advisor manpower positions at the Air Advisor Academy (AAA), USAF EC Expeditionary Operations School (EOS), Mobility Support Advisory Squadrons (MSAS), Air Force Special Operations Air Warfare Center (AFSOAWC), Inter-American Air Forces Academy (IAAFA), US Air Forces Central Air Warfare Center (AAWC), and other designated air advisor forces/units have the requisite background, qualifications, and experience levels as indicated in the manpower system of record, Manpower Programming and Execution System.

2.4. Deputy Chief of Staff, Intelligence, Surveillance, and Reconnaissance (AF/A2).

2.4.1. Incorporates, in conjunction with AF/A3 and AFFOR staffs, the use of ISR personnel, assets and resources in air advising activities.

2.4.2. Ensures AFFOR Staff/A2 directorates have the analytical capabilities and ISR expertise to perform intelligence preparation of the operational environment (IPOE) and other required intelligence ISR assessments, and analyses, and staff actions to support AFFOR staffs and units conducting air advising activity planning.

2.4.3. Works with key stakeholders within the Intelligence Community to develop whole-of-government approach for shaping ISR aspects of the global aviation domain and global aviation enterprise development.

2.5. Deputy Chief of Staff, Logistics, Engineering and Force Protection (AF/A4).

2.5.1. Incorporates, in conjunction with AF/A3 and AFFOR staffs, the use of civil engineers, logistics, maintenance, and security forces in air advising activities.

2.6. Deputy Chief of Staff, Strategic Plans and Requirements (AF/A5/8).

2.6.1. Serves as the USAF OPR for security cooperation planning and execution policy and guidance.

2.7. Curtis E. LeMay Center for Doctrine Development and Education.

2.7.1. Uses the Joint Lessons Learned Information System (JLLIS) to identify lessons learned from air advising activities during the doctrine development process.

2.7.2. When requested, provides training to enable air advisor units to conduct operational after action reviews.

2.8. The Judge Advocate General of the Air Force (TJAG).

2.8.1. Identifies judge advocates and paralegal personnel required to perform air advising activities.

2.8.2. Provides advice and guidance on the availability and use of proper legal authorities and funding for those air advising activities for which TJAG has responsibility to provide legal review.

2.9. Surgeon General of the Air Force (AF/SG).

2.9.1. Incorporates, in conjunction with AF/A3 and AFFOR staffs, the use of international health specialists (IHS) and other medical personnel in air advising activities.

2.10. The Deputy Assistant Secretary of the Air Force, Budget (SAF/FMB).

2.10.1. Provides advice and guidance on the availability and proper use of funds for GPF air advising activities.

2.11. The General Counsel of the Department of the Air Force (SAF/GC).

2.11.1. Provides advice and guidance on the availability and use of proper legal authorities and funding for those air advising activities for which SAF/GC has responsibility to provide legal review.

2.12. Deputy Under Secretary of the Air Force for International Affairs (SAF/IA).

2.12.1. Ensures, in coordination with AF/A3, that air advising is appropriately addressed in security cooperation strategy and policy documents.

2.12.2. Assists CFLs and AF/A3 in identifying resources required to perform air advising activities and advocates for these resources within the AF Corporate Structure, the organization within the Air Staff that oversees the building of the AF Program Objective Memorandum.

2.12.3. Ensures security assistance activities within a partner nation support the COMAFFOR CSP, TSOC CSPs, COMAFFOR Country Plans, and other plans as necessary.

2.12.4. Establishes and distributes Air Force guidance on foreign disclosure policies and, in coordination with SAF/GC, legal authorities as they pertain to air advising activities.

2.12.5. Assists AF/A3 in working with key stakeholders to develop a whole-of-government approach for shaping the aviation domain and aviation enterprise development.

2.13. Air Combat Command (ACC), Air Education and Training Command (AETC), AF Global Strike Command (AFGSC), AF Materiel Command (AFMC), Air Mobility Command (AMC), AF Reserve Command (AFRC), Air Force Special Operations Command (AFSOC), AF Space Command (AFSPC), Air National Guard (ANG).

2.13.1. Provides personnel and force structure for CCMD requirements identified in air advisor related RFFs, FMS cases, and other taskings.

2.13.1.1. Maintains scalable air advising capabilities.

2.13.1.2. Ensures all personnel conducting air advising activities are appropriately organized, trained, and equipped.

2.13.1.3. Ensures applicable designated air advisor forces/units include air advising tasks in their Designed Operational Capability (DOC) statements, METs, and report readiness status IAW AFI 10-252, *Defense Readiness Reporting System*.

2.13.1.4. Identifies new or additional air advising capabilities needed to meet CCMD requirements and works with CFLs, SAF/IA, and AF/A3 to advocate for these needs within the AF Corporate Structure.

2.13.2. Assists SCO personnel and AF Component (C-MAJCOMs/C-NAFs) in providing reachback support not available at SCO/AF Component (C-MAJCOM/C-NAF) level for air advising teams conducting activities within the theater.

2.13.3. Owing MAJCOMs must conduct a thorough analysis of the mission requirements that govern their designated air advisor unit taskings. The mission analysis will evaluate both air advisor mission complexity and the operating environment. This MAJCOM mission analysis complements, but is not a substitute for, unit-level mission analysis, planning, and preparation.

2.13.4. When assigned air advisors are not attached to a GCC for the performance of air advising activities, maintains command and control of personnel assigned from their MAJCOM as air advisors; establishes appropriate command relationships. (Note: Functional air advisor forces conducting activities in support of a GCC/COMAFFOR/TSOC country plan are normally placed “in support” of the geographic COMAFFOR/TSOC.

2.13.5. Maintain access to a list of qualified air advisors and submit associated information when requested.

2.14. ACC.

2.14.1. Coordinates and integrates Combat Air Force-related air advising capability requirements to meet GCC requirements.

2.15. AETC.

2.15.1. Serves as the USAF lead for the education and training of all GPF personnel performing air advising activities.

2.15.2. Ensures aviation-related FMS and BPC training case details are consistent with GCC TCPs, GCC country plans, COMAFFOR/TSOC Country Plans, and are coordinated with the appropriate AFFOR/TSOC staffs prior to fielding procured equipment.

2.16. AFMC.

2.16.1. Ensures aviation-related acquisition and weapon system sustainment cases are consistent with GCC TCPs, GCC country plans, COMAFFOR and TSOC CSPs, and COMAFFOR and TSOC Country Plans, and are coordinated with the appropriate AFFOR/TSOC staffs prior to fielding procured equipment.

2.16.2. Ensures FMS and BPC case details include airworthiness assessments equivalent to those for USAF programs, unless stated otherwise by the customer country.

2.16.3. When requested, assesses airworthiness of foreign-owned aircraft prior to allowing air advising personnel to fly on partner nation aircraft, IAW DODD 5030.61, *DOD Airworthiness Policy*, and 26 Oct 2014 Under Sec Def Memo, *Flight in Foreign-Owned Aircraft Implementation Guidance*.

2.17. AFRC.

2.17.1. Integrates and synchronizes AFRC total force contribution into the GPF and SOF air advising effort, in coordination with AF/A3.

2.17.2. Ensures AFRC air advising activities are coordinated with appropriate AFFOR/TSOC staffs prior to and during execution to support taskings in accordance with GCC TCPs, GCC country plans, COMAFFOR and TSOC CSPs, and COMAFFOR and TSOC Country Plans.

2.17.3. Implements and maintains a capability to track air advisor education, training, and experience of AFRC personnel to facilitate functional and operational force management.

2.17.4. Ensures AFRC personnel or units conducting air advisor activities submit after action reports (AARs) to the appropriate AFFOR/TSOC staffs and SCOs.

2.18. AFSPC.

2.18.1. Integrates and synchronizes, in coordination with AF/A3, space and cyberspace capabilities into air advising activities.

2.19. AMC.

2.19.1. Integrates agile combat support advising efforts to strengthen the global Air Mobility System (AMS) and building partner capacity through direct hands on training.

2.19.2. In conjunction with AF/A3O and AETC/A3Q, the USAF Expeditionary Center maintains and updates as necessary AFTTP 3-4.5, and serves as the execution agent for the Air Advisor Qualification Course.

2.20. ANG.

2.20.1. Integrates ANG SPP and other air advising activities with GPF and SOF capabilities, in coordination with AF/A3 and MAJCOMs; ensures SPP personnel are organized, trained, and equipped to conduct air advising activities.

2.20.2. Ensures ANG SPP and other air advising activities are coordinated with appropriate AFFOR/TSOC staffs prior to and during execution to support COMAFFOR and/or TSOC taskings in accordance with COMAFFOR and TSOC CSPs, COMAFFOR and TSOC Country Plans, GCC TCPs and GCC country plans.

2.20.3. Implements and maintains a capability to track air advisor education, training, and experience of ANG personnel to facilitate functional and operational force management.

2.20.4. Ensures ANG personnel or units conducting air advising activities submit AARs to the appropriate AFFOR/TSOC staffs and SCOs.

2.21. AFSOC.

2.21.1. Serves as the lead for USAF special operations air advising activities.

2.21.2. Serves as the USAF lead for the education and training of all AFSOF personnel performing air advising activities.

2.21.3. Ensures AFSOC air advisors comply with USAF air advising policies and procedures and de-conflict these policies and procedures with AFSOC as well as USSOCOM-specified guidance as required.

2.21.4. Plans and executes through TSOCs all AFSOF air advising activities, as coordinated between the AF component commander and TSOC responsible for the particular GCC area of responsibility. Ensures all air advising activities are in support of GCC TCPs and individual country plans.

2.21.5. Provides operational reachback for AFSOF air advisor teams if the required support cannot be obtained within the theater.

2.21.6. Identifies resources required to support AFSOC air advising engagements with partner nations and advocates for these resources in USSOCOM and the AF Corporate Structure.

2.21.7. Coordinates with AF/A3 to develop and implement operating concepts and procedures that coordinate and synergize the actions of AFSOC and GPF air advisors in the planning and execution of air advising activities.

2.21.8. Works with TSOC and USSOCOM staffs to determine the appropriate authorities for conducting specific AFSOC air advising activities and obtains funding for these activities.

2.21.9. Ensures personnel selected to fill designated air advisor manpower positions have the requisite background, qualifications, and experience levels.

2.22. 1 AF (AFNORTH), 12 AF (AFSOUTH), Air Forces Africa (AFAFRICA), Pacific Air Forces (PACAF), US Air Forces Central Command (USAFCENT), US Air Forces in Europe (USAFE) Staffs.

2.22.1. Participates in GCC TCP and country plan development; identifies, plans, and executes air advising activities that meet the intent of GCC theater plans in priority countries.

2.22.2. Integrates air advising activities into COMAFFOR/TSOC country plans in GCC priority countries to enable the development or enhancement of a partner nation's aviation enterprise in support of US strategic objectives; ensures country plans are in line with GCC time horizons, and provides the long-term view necessary for systematic development.

2.22.2.1. Ensures all air advising plans and initiatives are fully coordinated with SCO personnel.

2.22.3. Develops synchronized and detailed plans that support the GCC TCP; incorporates resulting GPF air advising activities into COMAFFOR CSPs and country support plans; document theater demand signal for these activities.

2.22.4. As a step in plans development process, initiates and leads GPF operational and tactical baseline assessments of the aviation enterprise within GCC priority partner nations when required and documents results as appropriate; coordinates with TSOC, AF special operations forces (AFSOF), and other Service components as required.

2.22.5. Works with GCC staff to determine the appropriate authorities and funding mechanisms for conducting specific GPF air advising activities.

2.22.6. Works with GCC staff to obtain required resources to conduct GPF air advising activities if not available through other channels; works with AF/A3, SAF/IA, MAJCOMs, and appropriate functional communities to assist in developing and implementing sourcing solutions for GPF air advising activities.

2.22.7. Performs IPOE for AFFOR staff conducting baseline aviation enterprise assessments in support of country plan development; performs IPOE for the organizations accomplishing detailed event planning in advance of event execution; ensures any SOF-related issues are coordinated with the TSOC.

2.22.8. Provides commander's intent and planning guidance to inform event planning; reviews and approves event plans for GPF air advising activities within the theater prior to execution.

2.22.9. Provides details to deploying GPF air advising teams on specific equipment and training requirements needed for their theater in coordination with the unit tasked to support the mission.

2.22.10. In conjunction with the GCC, develops and implements inputs to the theater strategic communications plan that address GPF air advising activities when needed.

2.22.11. Identifies new or additional air advising capabilities needed to meet GCC requirements and works with CFLs, SAF/IA, and AF/A3 to advocate for these needs within the AF Corporate Structure.

2.22.12. Performs command and control of assigned and attached CF air advisors performing air advising activities; establishes appropriate command relationships for air advising activities to ensure that "every Airman knows there is an Air Force commander in the chain of command."

2.22.12.1. Normally exercises ADCON for force protection for USAF functional forces conducting air advisor activities in the area of responsibility.

2.22.13. Ensures an appropriate airworthiness assessment is conducted prior to allowing AF passengers (to include Service members, civilians, and contractors) or aircrew on foreign-owned aircraft. For DOD commercial air transportation services, refer to DODI 4500.53, *DOD Commercial Air Transportation Quality and Safety Review Program*. For guidance regarding all other foreign-owned aircraft, contact the USAF airworthiness Technical Authority, AFLCMC/EN-EZ.

2.22.14. Ensures GPF air advising activities are coordinated with GCC force protection, medical evacuation/aeronautical evacuation, and personnel recovery units and the status of the air advising team is monitored and reported during execution.

2.22.15. Coordinates with TSOCs and other Service components to synchronize air advising activities; ensures they are mutually supportive and complementary, creates a persistent engagement strategy within the partner nation as required, and provides a synergistic effect focused on GCC plans and objectives.

2.22.16. Provides assessment guidance for the assessment of tactical-level events conducted by air advisors; assessment guidance may be provided as an annex to the COMAFFOR CSP and/or COMAFFOR country plan.

2.22.17. Ensures personnel performing MTT or ETSS activities with partner nations adhere to USAF air advising policies and procedures.

2.22.18. Ensures all GPF air advising activities within the theater are entered into Global Theater Security Cooperation Management Information System (G-TSCMIS).

2.22.19. Obtains partner nation approval for the activities planned.

2.23. Core Function Leads.

2.23.1. Coordinate with AF/A3, SAF/IA, MAJCOMs, and other stakeholders to identify air advisor manning and resource shortfalls and mitigation strategies for incorporation into Core Function Support Plans.

2.23.2. Advocate for required air advisor manning and resources within the AF Corporate Structure.

Chapter 3

AIR ADVISING ENVIRONMENT

3.1. Mission Description

3.1.1. The overall goal of air advising is to support US strategic objectives, GCC theater strategies, and TCPs by assisting partner nations in the development and sustainment of their aviation enterprises. Air advising activities can occur inside partner nations or in the US and consist of USAF personnel interacting with partner nation personnel. These interactions span a wide range of events and include activities such as addressing technical skills on the flight line; understanding and integrating space and cyberspace capabilities; learning and exercising operational skills in the command center; conducting flying operations with partner nation forces in foreign or US aircraft; and teaching managerial skills at a headquarters or other staff levels.

3.2. Types of Engagements. Air advising activities can support various types of engagements and are designed to accomplish specific objectives. The following types are illustrative of the wide range of engagements, each designed to address some aspect of the aviation enterprise of the partner nations and tailored to the specific needs. To maximize the impact to the development of a partner nation's aviation enterprise, air advising activities should be part of a persistent presence with focused engagements by trained USAF personnel over a number of years.

3.2.1. Building Partnerships/International Relationships. This type of engagement is focused on building relationships and rapport with partner nation personnel. These engagements can include initial "door-opening" activities and periodic military-to-military discrete engagements at either a senior-level or subject matter expert level to address specific areas within the aviation enterprise. This type of engagement can facilitate US access to partner nation facilities required during both peacetime and contingency operations. Finally, maintaining these relationships over time can further US strategic interests as partner nation personnel become senior leaders of their military or government.

3.2.2. Building Partner Capabilities/Capacities. This type of engagement is focused on increasing the capabilities and/or capacities of the partner nation's aviation enterprise. This type of engagement can include a wide range of activities, from developing the basic infrastructure and support systems of an aviation enterprise to training partner nation personnel to perform military aviation missions such as airlift and personnel recovery. However, activities should be tailored to the needs and the capabilities of the partner nation, based on economic, infrastructure, and human capital, to ensure the partner nation can operate and sustain their capabilities.

3.2.3. Joint Training and Interoperability. This type of engagement is focused on joint and coalition training that can lead to increased interoperability among joint and coalition forces. Examples of this type of engagement are bilateral and multilateral exercises and competitions, joint combined exchange training missions conducted by SOF, and the involvement of forward-stationed forces, teams, and individual liaison officers that train and operate with international allies and partners on a daily basis.

3.3. Team Composition.

3.3.1. Provider Organizations. Air advising teams can be formed from designated air advisor forces/units or formed on an as-needed basis from organizations with the required expertise. Air advising units may be established in theater (such as the air expeditionary wings previously established in Iraq and Afghanistan) or in the CONUS (such as the 571 and 818 MSAS). Additionally, they may have established unit type codes that can be used as-is or tailored to the specific mission requirements. Air advising teams deployed within the AEF may be composed of personnel from one or more organizations, and consist of AFSOF, AF GPF, other services, and coalition personnel, trained for the air advising activity.

3.3.1.1. For information on air advising team and unit organizational structures reference AFTTP 3-4.5, *Air Advising*.

3.3.2. Personnel/Size. GPF and SOF air advising teams are generally cross functional, task/mission oriented, and comprised of personnel proficient in a wide variety of AF Specialty Codes. Capability to achieve specific mission requirements and the potential operating environment (i.e., permissive to hostile/uncertain) are key factors in personnel selection. The team lead or mission commander will ensure the required team composition meets minimum mission and operational requirements (**T-1**). Total team size is mission dependent but also must remain within partner nation expectations, agreements, and specific approvals (**T-0**). Teams may have capability to operate in a self-contained independent package, to include force protection, or as a dependent package that requires key support from the SCO, AF Component (C-MAJCOM/C-NAF) (TSOC for SOF teams) while in the theater, or significant reachback support from outside the theater. AFSOF teams are task organized as Operational Aviation Detachments (OADs) and tailored/sized to the specific mission.

3.3.3. Training. Teams may be augmented by members who are not specifically trained as air advisors. In these cases sourced and sourcing units will ensure that augmentees meet requirements commensurate with mission objectives and environment (**T-1**). These training requirements will include those elements and tasks required for augmentees to integrate and operate with team members and supported/partnered elements. In order to improve both response times to Ccdr requirements and the overall quality of an air advisor team, command staffs and career field managers should work together to provide trained and available personnel. For mission planning and execution, team leads, mission commanders, and/or requirement owners may levy additional training.

3.3.3.1. For designated and expeditionary air advisor forces/units, all air advisors will be trained in accordance with AFI 10-4201V1 (**T-1**).

3.3.3.2. For CF Air Advisors, AFFOR staffs and SCOs will ensure the air advising team include a minimum of 2 trained air advisors or 10 percent of the air advising team, whichever is greater (**T-1**). When required, round up to nearest whole air advisor; for example, a team size of 25 requires 2.5 qualified advisors so the team lead should have 3 qualified or a waiver to execute with less.

3.3.3.3. Theater entry and/or country clearance requirements may dictate other training for air advising teams.

3.4. Synchronization of Air Advising Activities.

3.4.1. Air advising activities should be planned as a series of continuing engagements with partner nations designed to meet long-term objectives. Since air advising activities are part of the larger security cooperation program in the partner nation, they are planned, executed, and assessed in full coordination with SCO personnel and the US Embassy Country Team.

3.4.2. Thorough planning and synchronization of all air advising activities in a partner nation is critical, to include AFSOC CAA, MSAS air advisors, CRG air advisors, and SPP personnel. To meet US objectives and the requirements of the partner nation, air advising activities may need to be conducted by disparate organizations, and possibly by multiple GCC components. The AFFOR/TSOC staff works with the SCO personnel to assist in coordinating and synchronizing all air advising activities with the TSOC, other GCC components, and, as appropriate, with other AFFOR and MAJCOM staffs. The objective is to ensure all activities are mutually supporting and complementary, create a persistent engagement relationship with the partner nation, and provide synergistic effects focused on the long-term strategies and objectives of the GCC.

Chapter 4

AUTHORITIES FOR AIR ADVISING ACTIVITIES

4.1. Overview

4.1.1. All DOD interactions with international partners are governed by specific legal authorities, which in turn authorize, fund, and establish constraints on air advising activities. Authorities used for air advising activities are subsets of authorities for security cooperation. Authorities may have expiration dates; therefore Airmen must be mindful of whether Congress permits a temporary authority to expire or chooses to extend its application for a longer period.

4.1.2. In addition to the Congressional authorization for an activity, Congress must also appropriate funds before the AF can execute the activity.

4.1.2.1. Identifying applicable authorities and appropriations, and determining the most appropriate ones to use, can be complex and requires careful and thorough review and planning in order to properly facilitate GFP air advising activities with partner nations. AFFOR staffs coordinate with GCC staff and Air Force legal staff to determine the appropriate authorities for conducting specific air advising activities, and work with SCOs and GCC staff to coordinate and obtain funding for these activities.

4.1.3. In all situations and environments, USAF personnel must ensure they comply with applicable US, foreign, and international law as they work to advance US strategic objectives (T-0). Air Force personnel should seek legal advice from the appropriate Air Force legal office on available authorities and funding for proposed air advising activities.

4.2. Basic Information

4.2.1. Authorities available to conduct air advising activities are found in Title 10 or Title 22 of the US Code and in annual authorization acts.

4.2.1.1. Title 10 – DOD. In general, DOD appropriations must be used to support the operation and maintenance of United States forces only. However, in limited circumstances, Congress may provide specific authority for DOD to utilize a limited portion of its appropriated funds to support building partner capacity functions. To determine whether a DOD appropriation is authorized for a proposed air advising activity, the specific legal authority authorizing the proposed activity must be identified (T-0). Examples of specific authorizations are:

4.2.1.1.1. Multilateral/Bilateral/Regional Cooperation (10 USC § 1051).

4.2.1.1.2. Latin American Cooperation (10 USC § 1050).

4.2.1.1.3. Section 2282 of Title 10, United States Code, "Authority to build the capacity of foreign security force" authorizes the Secretary of Defense, with the concurrence of the Secretary of State, to build partner nation national-level capacity enabling foreign countries to conduct counterterrorism (CT) operations or to support on-going allied or coalition military or stability operations that benefit the national security interests of the United States. (The FY15 National Defense Authorization Act [NDAA] repealed the previous section 1206 authority [also known as "Global

Train and Equip Authority"] provided by the FY06 NDAA, as amended, and replaced it with section 2282, a new permanent authority.)

4.2.1.1.4. Special Operations Forces Joint Combined Exchange Training (10 USC § 2011).

4.2.1.1.5. Training of General Purpose Forces of the US Armed Forces with Military of Other Security Forces of Friendly Foreign Countries (Section 1203, NDAA FY14, P.L. 113-66) (This temporary authority will expire on September 30, 2017 unless Congress renews or extends this NDAA provision).

4.2.1.2. Title 22 – DOS. Title 22 outlines the roles and responsibilities of the DOS with respect to foreign relations. When a program is referred to as a Title 22 program, it means that by law, DOS maintains overall responsibility for the program, even when administration of portions of the program is delegated to the DOD. US military members performing security assistance duties authorized by Title 22 may exercise force in self-defense but do not participate in offensive combat operations (**T-0**).

4.2.2. National Guard State Partnership Program. Section 1205, NDAA FY14 authorizes the National Guard, with SecDef approval, DOS concurrence, and Congressional notification, to establish a program of exchanges with foreign military forces, security forces, or other government organizations whose primary functions include disaster response or emergency response. This temporary authority will expire on September 30, 2016, unless Congress renews or extends this NDAA provision. **NOTE:** Funds shall not be available for SPP for the participation of a member of the Guard in activities in a foreign country unless the member is on active duty orders under Title 10 at the time of such participation.

4.2.3. Detailed information on available authorities can be obtained at the OSD Partnership Strategy Toolkit website at <https://apps.osd.mil/sites/pstools/Pages/default.aspx>; contact SCToolsAdministrators@osd.mil for access to this site. However, Air Force personnel should seek legal advice from the appropriate Air Force legal office on available authorities and funding for proposed air advising activities.

4.2.4. Contractor roles in the process. Agencies must ensure that inherently governmental functions are reserved exclusively for performance by Federal employees (military or civilian). Although contractors provide important support to the agency, they may not be motivated solely by the public interest, and may be beyond the reach of management controls applicable to Federal employees. Agencies must further ensure that a sufficient number of Federal employees are dedicated to the performance and/or management of critical functions so that Federal employees can provide for the accomplishment of, and maintain control over, their mission and operations. Proper identification of inherently governmental and critical functions is the first step for meeting these requirements.

Chapter 5

PERSONNEL SELECTION AND MANAGEMENT

5.1. Personnel Selection.

5.1.1. Attaining security cooperation objectives by/with/through a partner nation is critically dependent upon selecting individuals with the requisite skills to ensure success. Since Airmen conducting air advising activities represent the USAF to partner nation personnel and are the “face” of the US to the partner nation, their qualifications should be screened as much as practicable during the selection process.

5.1.2. For designated forces/units (i.e., MSAS, IAAFA, AFSAOWC, AAWC, AAA, among others) the Functional Area Manager (FAM), in conjunction with the gaining organization, should ensure personnel being considered for designated air advisor assignments are screened as part of the selection process. In addition to standard evaluation areas, such as Officer Performance Reports/Enlisted Performance Reports, functional area expertise, etc., the following areas are considerations for selection:

- 5.1.2.1. Volunteer for the Air Advisor career field
- 5.1.2.2. Appropriate regional and cultural experience/understanding.
- 5.1.2.3. Appropriate language proficiency.
- 5.1.2.4. Supervisor/commander recommendation(s).
- 5.1.2.5. Previous air advising experience or international relations experience.
- 5.1.2.6. Previous air advisor education and training.
- 5.1.2.7. Previous curriculum development, teaching or training experience.

5.1.3. For expeditionary units, personnel being considered for individual air advising activities versus designated air advisor positions should also be screened using the above criteria as a guide prior to selection. **Note:** MAJCOMs will apply selection criteria to individuals assigned to air advising duties (for both designated and expeditionary forces/units).

5.2. Personnel Tracking.

5.2.1. Tracking air advising experience and air advisor education and training will enable the USAF to quickly identify trained/experienced personnel for future air advising assignments.

- 5.2.1.1. Unit commanders or designated representatives shall assist in tracking the education and training of military personnel by awarding Special Experience Identifiers (SEI) to qualified air advisors (**T-1**). Eligibility for a Basic or Advanced Air Advising SEI is based on the completion of a formal air advisor training course, as defined in AFI 10-4201V1, Chapter 3, and a successful air advising mission. Additional information on SEIs can be found in AFI 36-2101, *Classifying Military Personnel (Officer and Enlisted)*, the Air Force Officer Classification Directory/Air Force Enlisted Classification Directory, and the Personnel Services Directory Guide.

5.2.1.2. Designated forces/units will track air advising missions to capture individual experience and currency as required (T-3).

5.3. Personnel Certification.

5.3.1. Personnel certification should be accomplished in accordance with MAJCOM guidance.

5.4. Readiness.

5.4.1. The readiness status of organizations with designated air advisor manpower positions must be reported in the Status of Resources and Training System (SORTS) (T-1). All units that are required to report in SORTS will report on Mission Essential Task Lists (METLs) in Defense Readiness Reporting System (DRRS) (T-1). DRRS measurement criteria (METs/METLs) are the basis for capabilities-based readiness reporting. Readiness reporting of these organizations will be accomplished in accordance with AFI 10-252. The Air Force component A3 is responsible for the readiness of air advisor units. AFSOF units will report readiness to USSOCOM IAW CJCSI 3210.06.

5.4.1.1. The Air Force component A3 is responsible for the readiness of air advisor units.

5.4.2. Organizations with designated air advisor manpower positions will include air advising tasks in their core METLs (T-1).

Chapter 6

PLANNING

6.1. General. Thorough and comprehensive planning is critical to ensuring the achievement of US national security strategy objectives in the most effective way possible. In addition, nested and strategy-driven plans justify resources and enable operational assessment. Airmen involved in the planning, execution, and assessment of air advising activities need to be familiar with CCMD campaign plans and COMAFFOR/TSOC campaign support plans, as these plans link country plans and air advisor activities with national level strategy and objectives. Country plans developed by the AFFOR staff or TSOC inform event and training/capacity plans developed by air advisors.

6.2. Planning Guidance.

6.2.1. In order to be successful, Airmen involved in air advising activities must be proficient in operational planning. Formal training, professional military education, and experience are the primary means to acquire proficiency in planning air advising activities. In addition, there are a number of key planning references that Airmen planning, executing, and assessing air advisor activities should consult.

6.2.1.1. Air Force doctrine Annex 3-0, *Operations and Planning*. This annex provides a high-level overview of strategy, operational art, operational design, effects-based approach to operations, and assessment.

6.2.1.2. Air Force doctrine Annex 3-22, *Foreign Internal Defense*. This annex provides more information on air advising and air advising direct and indirect support planning.

6.2.1.3. Air Force Tactics Techniques and Procedures (AFTTP) 3-4.5, *Air Advising*. This document amplifies AFTTP 3-2.76, *Advising, Multi-Service Tactics, Techniques and Procedures for Advising Foreign Force*, and provides advisors with tactical guidance on assisting partner nation air forces to build, sustain, and implement air power capacities and build their aviation enterprise in support of national policies.

6.2.1.4. AFI 10-421, *Operations Planning for the Steady-State*. This AFI implements AFPD 10-4, *Operations Planning: Air & Space Expeditionary Force*, and provides guidance on strategy development, planning, execution, and assessment in support of steady-state military operations, to include security cooperation. It includes guidance related to the COMAFFOR CSP, COMAFFOR country plan, event plan, and training/capacity plan.

6.2.1.5. Joint Publication 5-0, *Joint Operation Planning*. This publication reflects current guidance for planning military operations and, as a keystone publication, forms the core of joint doctrine for joint operation planning throughout the range of military operations.

6.2.1.6. CJCSM 3130.01A, *Campaign Planning Policies, Procedures and Responsibilities*. This manual sets forth policy, procedures, and responsibilities for the preparation of strategies and campaign plans.

6.2.2. Baseline assessments are a critical step in the development of country, event, and training/capacity plans. Specifically, the baseline assessment of military objectives enables the development of an operational approach that clearly outlines a game plan to move from a baseline state to an end state.

6.2.3. As in all operational plans, the establishment of military objectives is a critical step in the planning process. Specific, measurable, achievable, relevant, and time-bound (SMART) objectives enable mission execution and support the COMAFFOR/TSOC operational assessment process. SMART objectives, when defined further with effects and tasks, provide a doctrinally-sound framework for executing and assessing air advisor activities. Effects are supported by measures of effectiveness (MOEs) and tasks are supported by measures of performance (MOPs). These measures must be articulated at each planning level (tactical, operational, theater-strategic) and referenced in air advisor after-action reports to enable the refinement of follow-on planning and engagements.

6.2.3.1. AFFOR and TSOC staffs generate MOE, MOP, and metrics/indicators to determine if air advising activities support the achievement of defined objectives. Evaluation products use the MOEs to answer the question, "Are we doing the right things?" and MOPs to answer, "Are we doing things right?" An expanded discussion of MOEs and MOPs is provided in JP 5-0, and Joint Doctrine Note 1-14, *Operation Assessment*.

6.3. Theater-Wide and Regional Plans (Theater-Strategic Level).

6.3.1. AFFOR and TSOC staffs, in conjunction with the CCMD staff, individual SCOs, and country teams, accomplish both theater-wide and regional planning. Theater-wide and regional planning follow the directions contained in the GCC TCP and are aligned with requirements of the AFFOR or TSOC CSP.

6.3.1.1. GCC Theater Campaign Plan (TCP). The TCP is the GCC's plan to accomplish strategic or operational objectives within a geographic AOR. This plan operationalizes the CDR's theater strategy and translates strategic concepts into unified actions. The TCP integrates steady-state activities, which include ongoing operations, security cooperation, and other shaping or preventive activities. Campaign plans focus on steady-state activities over the next two to five years, to include current and ongoing operations. Contingency plans for responding to crisis scenarios are treated as branch plans to the campaign plan.

6.3.1.2. TSOC/COMAFFOR Campaign Support Plan (CSP). The TSOC/COMAFFOR CSP is an operations plan at the theater-strategic level, summarizing steady-state, component-specific operations in support of the CDR TCP. The TSOC/COMAFFOR CSP operationalizes the TSOC/COMAFFOR strategy. The scope and planning horizon of the CSP normally align with the TCP.

6.3.2. AFFOR and TSOC staffs should be proactive in advocating for the development and sustainment of aviation enterprise capabilities and capacities within the theater that supports the implementation of the CCMD campaign plans.

6.3.3. Regional planning is accomplished in much the same way as theater-wide planning, but is focused on specific regions of a theater and is thus smaller in scope. Regional planning can be used to address objectives that are specific to a given region, such as, promoting

regional stability and assistance, US-regional cooperation, and interoperability among the partner nations in the region. Regional planning allows for a more focused effort in areas of strategic importance to the US and may complement theater-wide planning.

6.4. Security Cooperation Plans (Operational Level).

6.4.1. Operational level planning is accomplished in coordination with the CCMD staff, SCOs, SAF/IA, and individual country teams. Country planning follows the direction contained in the GCC TCP, aligns with requirements of the AFFOR or TSOC CSP and the US Embassy Integrated Country Strategy (ICS).

6.4.1.1. DOS Integrated Country Strategy (ICS). ICS's are three-year DOS-developed country plans that serve as single, multi-year, overarching strategies that encapsulate US government policy priorities, objectives, and the means by which diplomatic engagement, foreign assistance, and other tools will be used to achieve national objectives. The ICS codify DOS goals and objectives across the spectrum of foreign policy areas (e.g., security, development, health, agriculture, trade, education, etc.) through a coordinated and collaborative planning effort at the country-level and are flexible enough to accommodate emerging threats. The ICS serves as the core organizing document for security sector assistance (SSA) efforts in each country and will inform individual agencies' SSA planning and budget requests.

6.4.1.2. GCC Country Plan. The country plan is the GCC's primary tool to synchronize DOD security cooperation operations in support of the DOS ICS. The initial focus of country planning should be on the GCC priority countries in the theater. Other than the TSOC/COMAFFOR country plan, the GCC country plan is the plan most applicable to the air advisor.

6.4.1.3. TSOC/COMAFFOR Country Plan. The TSOC/COMAFFOR country plan is a security cooperation plan at the operational level that aligns with the GCC's country plan and nests under the TSOC/COMAFFOR CSP. These plans focus on achieving country-level objectives related to partner relationships, partner capabilities and capacities, access, and interoperability. The TSOC/COMAFFOR country plan is the plan most applicable to the air advisor, as air advisor-developed tactical plans support and link to the TSOC/COMAFFOR country plan. The TSOC/COMAFFOR country plan:

6.4.1.3.1. Identifies desired security roles the USAF would like the partner to play.

6.4.1.3.2. Focuses on achieving US interests and aligns with the intersection of US and partner objectives.

6.4.1.3.3. Sequences activities, operations, events, and investments in time and space to achieve desired effects. The most common security cooperation operations include military-to-military engagement, training, equipping, and exercises.

6.4.1.3.4. Articulates resource requirements, including a demand signal for security cooperation programs and organizations.

6.4.1.3.5. Provides justification for security cooperation funding regardless of source (Title 10, Title 22, etc.).

6.4.1.3.6. Provides justification to request forces through the GFM system.

6.4.1.3.7. Should include phase 0 shaping actions associated with TSOC/COMAFFOR-developed contingency support plans.

6.5. Security Cooperation Plans (Tactical Level).

6.5.1. Event Plan. The event plan is a security cooperation plan at the tactical level, outlining objectives, concept of operations, and concept of support for an individual security cooperation action or engagement, hereafter referred to as an event. A detailed event plan builds the linkage between the tactical action (event) and the COMAFFOR/TSOC operational-level plan (country plan). This vertical linkage is vital because it provides top-down purpose to the event and enables bottom-up operational assessment of the country plan and steady-state campaign plan. The event plan:

6.5.1.1. Is a detailed security cooperation plan for a specific or discrete steady-state engagement.

6.5.1.1.1. Must take into account and comply with foreign disclosure guidance governing interactions with each individual international partner.

6.5.1.2. Is an internal USAF plan focused on how USAF personnel will prepare, deploy, employ, redeploy, and assess the steady-state event. For security cooperation events, the event plan is not shared with the partner nation.

6.5.1.3. May be supplemented with a subordinate plan(s) that focuses entirely on a partner nation (e.g., training plan, building capacity/capability plan, etc.).

6.5.1.4. Articulates preparation, training, rehearsal, funding, equipment, force protection, logistics, command relationships, and other requirements necessary for event execution and assessment.

6.5.1.5. Is developed by any organization or individual formally tasked for the execution and assessment of a steady-state event.

6.5.1.6. May not be required for all steady-state events due to the event's importance, significance, scope, cost, etc.

6.5.1.7. Must take into account and comply with public laws and authorities that govern interactions with international partners. This is especially relevant to building the capacity and capability of partner nations and security assistance events.

6.5.1.8. May be executed and funded using a variety of authorities and programs, including Title 10, Title 22, and others.

6.5.1.9. Addresses the expected duration of event planning, preparation, execution, assessment, and after action reporting.

6.5.1.10. Is developed using an effects-based approach, ensuring events support TSOC/COMAFFOR-established strategy, objectives, effects, and tasks. Event-level objectives are the centerpiece of the event plan, enabling all subordinate planning and assessment.

6.5.1.10.1. Normally, event-level objectives support tasks in the TSOC/COMAFFOR country plan, and are developed by the planning organization in coordination with the TSOC/AFFOR staff.

6.5.1.10.2. Event-level objectives should be SMART.

6.5.1.10.3. Event-level objectives baselines should be established prior to the development of an operational approach.

6.5.1.10.4. Event effects describe the conditions necessary to achieve event objectives. MOEs support the assessment of effects.

6.5.1.10.5. Event tasks describe friendly actions to create effects. MOPs support the assessment of tasks.

6.5.1.10.6. Event plans are often organized by phases. For illustration, a single event plan may include phases for planning, preparation, site survey, baseline assessment, deployment, employment, redeployment, assessment, and after action reporting.

6.5.1.10.7. The ability to assess during plan execution should be incorporated into the plan at initial creation.

6.5.2. Training/Capacity Plan. A training/capacity plan is a security cooperation plan at the tactical level, outlining objectives, concept of operations, and concept of support for building partner capacity or capability. In contrast to the event plan that focuses on the specifics of how Airmen will execute and assess an individual engagement event, the training/capacity plan is entirely focused on the partner nation. It can be viewed as a very comprehensive and highly detailed project management plan for building a partner's capacity or capability. A detailed training/capacity plan implements, from a building partner capacity/capability perspective, the applicable portions of the TSOC/COMAFFOR country plan. The training/capacity plan:

6.5.2.1. Is developed, executed, and assessed in collaboration with the partner nation.

6.5.2.2. Is developed for the sole purpose of building a specific capacity or capability within a partner nation. Multiple training/capacity plans may be necessary for a partner nation. A single training/capacity plan may support multiple events.

6.5.2.3. Is developed by the planning organization in coordination with the TSOC/AFFOR staff.

6.5.2.4. May require the integration of doctrine, organization, training, materiel, leader development and education, personnel, facilities, and policy in order to build a capacity or capability.

6.5.2.5. Is developed using an effects-based approach.

6.5.2.5.1. Although the training/capacity plan may be included as part of an event plan, the training/capacity plan primarily supports TSOC/COMAFFOR country plan objectives, effects, and tasks.

6.5.2.5.2. Objectives are the centerpiece of the training/capacity plan, enabling all subordinate planning and assessment.

6.5.2.5.3. Objectives should be SMART and developed in collaboration with the TSOC/AFFOR staff.

6.5.2.5.4. Objectives baselines should be established prior to the development of an operational approach.

- 6.5.2.5.5. Effects describe the partner conditions necessary to achieve objectives. MOEs support the assessment of effects.
 - 6.5.2.5.6. Tasks describe partner actions to create effects. MOPs support the assessment of tasks.
 - 6.5.2.5.7. Training/capacity plans are often organized by phases. For illustration, a single training/capacity plan may include phases for defining requirements, procurement, fielding, initial operating capability, full operating capability, and sustainment.
 - 6.5.2.5.8. The ability to assess during plan execution should be incorporated into the plan at initial creation.
- 6.5.3. Organizations tasked to lead and plan the air advising activity should:
- 6.5.3.1. Understand the purpose, scope, and detailed objectives of the air advising activity and how it links to US strategic planning objectives.
 - 6.5.3.2. Understand how the partner nation's air force is organized, employed, supported, and integrated into the larger context of the partner nation's national security strategy and US planning constructs.
 - 6.5.3.3. Understand the partner nation's civil aviation capabilities and organizational structure, and obtain an awareness of how current and future civil aviation development could influence its aviation enterprise.
 - 6.5.3.4. Understand any previous and ongoing air advising activities in the partner nation and their relationship to the activity being planned.
 - 6.5.3.5. Ensure all planned air advising activities support CCMD TCPs and country plans.
 - 6.5.3.6. Incorporate the ability to assess the activity during plan execution during plan development.
 - 6.5.3.7. Develop the plan using an effects-based approach.
 - 6.5.3.8. Define the required air advising resources—manpower, equipment, etc.
 - 6.5.3.9. Understand and take into account the ability of the partner nation to sustain the capabilities that the organization is tasked to develop.
 - 6.5.3.10. Coordinate formal and informal activity details with the AFFOR/TSOC staff and with the US country team in the partner nation, e.g., Opening Ceremonies, Closing Ceremonies, and Ice Breakers.
 - 6.5.3.11. Obtain strategic communications inputs (Public Affairs guidance) from the AFFOR/TSOC staff and/or US country team.
 - 6.5.3.12. Understand Country Entry requirements per the Foreign Clearance Guide, and lead times associated with Aircraft and Personnel Automated Clearance System, Visas, etc.
 - 6.5.3.13. Plan for the personnel recovery requirements for each phase of the activities.
 - 6.5.3.14. Obtain foreign disclosure guidance and review from AFFOR/TSOC staff.

Chapter 7

EXECUTION

7.1. General. Air advising activities may require employment of all facets of security cooperation including security assistance, SFA, FID, and security sector reform. Execution of air advising activities focus on the execution of the event and/or training/capacity plan.

7.1.1. Interagency Coordination. Air advising activities are part of the unified actions of the GCC and require interagency coordination. This coordination is led by the CCDR, but must be understood by all Airmen prior to the execution of the mission.

7.2. Employment Factors. Key factors that may affect mission execution include:

7.2.1. Legal authority/funding. Air advisors will consult with legal counsel to ensure they understand the legal authorities for employment and the funding restrictions that limit the conduct of the mission **(T-1)**.

7.2.2. Foreign Disclosure Limitations. Only designated foreign disclosure officers may approve the disclosure of classified and controlled unclassified military information to foreign personnel. Air advisors will follow foreign disclosure rules and regulations **(T-0)**. USAF personnel must ensure compliance with AFI 16-201, *Air Force Foreign Disclosure and Technology Transfer Program (T-0)*. AFSOF should comply with appropriate USSOCOM directives.

7.2.2.1. Disclosure Involving Equipment Procurement through FMS, Pseudo-FMS or Other Transfers. Air advisors must adhere to the limits of information transfer concerning specific equipment procured or transferred to Foreign Security Forces (FSF) **(T-0)**.

7.2.3. Information Operations (IO) Impact. IO is a key consideration at all levels of execution. Strategic communications plans require coordination with the Public Affairs office at the appropriate level of command (i.e., SCO, CCDR, C-MAJCOM, TSOC, or C-NAF). Each air advisor should review all facets of information-related operations that may influence or affect the perceptions of the partner nation population, an adversary, or the international community.

7.2.4. Intelligence Support. Air advising activities will be informed by intelligence assessments of partner nation and potential adversary capabilities, capacities, and shortfalls.

7.2.5. Contract Support for Air Advising Activities. If the activity involves contract support, such as maintenance of any equipment or supplies, ensure a Contracting Officer Representative (COR) is appointed and trained prior to activity initiation. Ensure the COR has basic knowledge pertaining to contract maintenance responsibilities and is able to reach back to the contracting officer for assistance.

7.2.6. Anti-Terrorism/Force Protection. Consistent with Air Force doctrine that Airmen work for Airmen, the geographic COMAFFOR normally exercises administrative control of GPF air advisor teams for force protection (TSOC exercises operational control of SOF air advisor teams). This is true regardless of whether the air advisors are assigned, attached, aligned, or unaffiliated with the GCC. The chief of mission and SCOs also play an important

role in force protection, but the primary responsibility sits with the geographic COMAFFOR or TSOC. A force protection annex to the event plan is an effective method to coordinate force protection with the regional AFFOR.

7.2.6.1. Commanders, mission commanders, and/or team leaders are responsible for implementing anti-terrorism/force protection, OPSEC, COMSEC, and other security measures, such as countering a potential insider attack threat, for the air advising activity or operation.

7.2.7. Risk Management. Prior to execution commanders, mission commanders, and or team leaders will conduct a risk management assessment and implement required mitigating measures (**T-1**).

7.2.8. Personnel Recovery (PR). Squadron or equivalent commanders will ensure PR preparedness of assigned forces and that emergency action plans/evasion plans of action are implemented as required IAW JP 3-50, *Personnel Recovery*, and COCOM guidance.

7.3. Equipping the Air Advisor, Team, or Unit.

7.3.1. The AFFOR staff or TSOC responsible for the theater in which the air advising activity will take place, in coordination with the unit tasked to support the mission, is responsible for defining the equipment requirements for the team and providing an equipment list to team members. In these instances, AFSOF coordinates with TSOCs. Minimum required equipment includes unique equipment specific to the air advising activity, individual protective equipment, and, if required due to mission/training objectives, weapons and ammunition.

7.3.2. Required equipment is provided to team members by their home organization, the SCO, or the AFFOR/TSOC staff depending on travel and or country clearance restrictions. Specialized equipment that requires procurement will require a determination of the most appropriate funding source based on the executive authority directing the mission (**T-0**).

7.4. Command Relationships for Air Advising Teams.

7.4.1. Air advising teams support the GCC and COM in the partner nation to which they are deployed; the command relationships specified for the deployment supports this relationship. The advisor team's specific chain of command and command relationships will be identified and briefed to all US units, organizations, and agencies integrated into specific security cooperation efforts utilizing air advisors or air advisor teams. Under typical circumstances, military members part of an embassy team (i.e. SCO, MAG, etc), although coordinated with closely, are not part of advisor team's chain of command. Functional air advisor forces (i.e., MSAS) conducting activities in support of a GCC/COMAFFOR country plan are not normally allocated to the CCDR but should be placed "in support" of the geographic COMAFFOR. In this case, ADCON (except for force protection) is provided by the Air Force organization retaining OPCON.

7.4.2. COMAFFOR/TSOC commander ensures appropriate command and control relationships are established for applicable air advising teams, activities, and events in their respective Area of Responsibility (AOR). Command and control relationships should be clearly identified in the event plan.

7.4.3. Operational Control (OPCON) of GPF air advising teams is determined on a case-by-case basis. The relationships established must be in line with policies and procedures established in the Global Force Management Implementation Guidance and in the Unified Command Plan. These documents permit either transfer of OPCON to the supported GCC or retention of OPCON by the supporting command, depending on the situation. TSOCs exercise OPCON of SOF.

7.4.3.1. If OPCON is transferred to the GCC, the GCC normally delegates OPCON to the COMAFFOR/TSOC.

7.4.3.2. If OPCON is not transferred to the GCC, the supported GCC and the geographic COMAFFOR establish, coordinate, document, and provide the supporting GPF teams with specific policies and procedures related to command and control. This guidance will help ensure a joint understanding of the tasks and the preferred processes to accomplish the tasks.

7.4.3.3. The applicable Deployment Order (DEPOD) specifies the command relationships for air advising forces tasked via the GFMAP.

7.4.4. The specific elements of ADCON of air advising teams is also determined on a case-by-case basis. When applicable, the DEPOD specifies the ADCON of teams deployed through the GFMAP.

7.5. Core Task Execution. Core task execution may range from indirect support operations through direct support operations up to and including combat operations.

7.5.1. All air advisors must operate under the assigned authority granted for application of each core task (**T-0**). If during the execution of the mission it becomes apparent that the interaction may exceed that level, the air advisor must gain new operational guidance before exceeding the authority of the current operational task (**T-0**).

7.5.2. Assessing the Partner Nation. An air advisor lives in an environment of continuous assessment. Initially, air advisors will assess a partner nation's aviation capabilities and limitations based on the specific tasks in response to the GCC requirements and the country.

7.5.3. Training the Partner Nation. Air advisors train partner nation military aviation forces to operate and sustain indigenous airpower resources and capabilities. Training can provide a doctrinal or procedural foundation for military operations and activities. Training enables foreign aviation forces to accomplish a variety of airpower functional tasks, roles, and missions. Instructional programs impart employable capabilities ranging from technical skills, sustainment functions, and tactical flying skills. Training can be used to close specific gaps in foreign skills and to raise the partner nation level of competency.

7.5.4. Advising the Partner Nation. The step from training to advising crosses a political threshold requiring at a minimum, SecDef approval and potentially Presidential approval. As explained in Air Force doctrine Annex 3-22, advice can include advising central command elements of the host military on the capabilities, limitations, and correct use of airpower in a given conflict. Examples include providing mission-related advice on intelligence, maintenance, logistics, communications, and administration as well as tactical operations.

7.5.5. Assisting the Partner Nation. Assist operations are unique and may be authorized when a partner nation cannot conduct required missions or contingency operations alone.

Assist operations can also include all types of mission and operational support functions working in parallel to support the overall objective.

7.5.6. Equipping the Partner Nation. From training through assisting, air advisors need to understand the legal restrictions involved in equipping their partner nation. It is imperative that air advisors understand they are not authorized to transfer any equipment and/or information to FSF not explicitly authorized in their mission orders (**T-0**).

7.5.6.1. The transfer of information, files, copies or other documents must be approved IAW paragraph 7.2.2. of this AFI and associated regulations. Air advisor teams should not assume that unclassified or unmarked information is transferrable.

7.6. Miscellaneous Execution Support.

7.6.1. Reachback Support.

7.6.1.1. SCO personnel, in coordination with the GCC, assisted by AF Component (C-MAJCOM/C-NAF)s, should function as the central point of contact for reachback support for GPF air advising teams within their country. They work with MAJCOMs and other agencies and organizations as necessary to provide the support required by the air advising team that is not available at the theater level.

7.6.1.2. Detailed procedures for obtaining reachback support should be established by the SCO and AF Component (C-MAJCOM/C-NAF), coordinated with all participating reachback organizations, and provided to members of the air advising team prior to initiation of the activity.

7.6.1.3. TSOCs are expected to function as the central point of contact for reachback support to SOF air advising teams deployed within their theater.

7.6.1.4. MAJCOMs provide assistance to SCOs/C-MAJCOMs/C-NAFs and TSOCs for reachback support not available at the theater level.

7.6.2. Joint/Coalition Organizations/Teams. USAF personnel can be assigned or deployed as part of a joint/coalition air advising organization or team. In this situation, USAF personnel should follow the policy and procedures established by the US commander of the organization or by the team lead.

7.6.3. G-TSCMIS.

7.6.3.1. All steady state air advising activities will be entered and tracked through G-TSCMIS. The organization with primary responsibility for the execution of an advising activity or operation is the event owner and responsible for entering data into G-TSCMIS (**T-0**). Organizations that have air advising events unique to their organization will enter that event into the G-TSCMIS system (**T-0**). A designated person within the activity or operation owns the event from initial data entry through assessment and closeout. The G-TSCMIS Business Rules (Release 1) provides procedures for use of this system.

7.7. Flying and Maintenance Operations.

7.7.1. Flight Approval Authority. GCC, COMAFFOR, or TSOC will retain flight approval authority on foreign aircraft for air advisor personnel as aircrew or passengers (**T-1**). Refer to AFI 11-401, *Aviation Management*, for additional guidance on flying operations.

7.7.1.1. Flight in Foreign Owned Military Aircraft. An appropriate airworthiness assessment of the foreign Military Airworthiness Authority (MAA) must be accomplished prior to allowing Air Force passengers (to include Service members, civilians, and contractors) or aircrew on foreign-owned military aircraft (T-1). Request airworthiness assessments from the USAF Airworthiness Office (usaf.airworthiness.office@us.af.mil) and provide the following information: nationality, type, and scope of the operations to be performed (e.g. passenger movement, crew involvement, static line parachute, rappel, etc.) and the due date of the required assessment. A positive assessment will result in ability to operate on that MAA's aircraft for 4 years.

7.7.1.2. If the USAF airworthiness office responds they are unable to conduct the assessment, AFFORs or 18 AF as appropriate, may authorize rated officers and 7-level maintenance personnel to conduct an operational appraisal of airworthiness risks utilizing the checklist provided by the USAF Airworthiness Office. This checklist is located on the USAF Air Advisor Sharepoint site at: <https://cs3.eis.af.mil/sites/OO-OP-AF-95> (refer to Flight in Foreign-Owned Aircraft Implementation Guidance). The risk for the mission must be assessed by the requesting command and accepted by the first general officer/flag officer (GO/FO) in the chain of command for military personnel, the supervisory chain for civil service personnel, and by the organization with operational oversight for U.S. DOD contractors involved. Operational appraisals are valid for the duration of the mission, and may be utilized to inform future risk assessments if validated as current and applicable. AFSOF should comply with appropriate USSOCOM directives.

7.7.1.3. Approval for flight in foreign air carrier commercial aircraft is addressed separately by DODI 4500.53.

7.7.1.4. Safety Assessment. Along with the airworthiness of the aircraft, a safety assessment of partner nation aircrew and maintenance currencies/qualifications must be accomplished (T-1).

7.7.2. Operational Guidance for Aircrew Activity with Partner Nations. The general provisions of AFI 11-series regulations are not authoritative over partner nation owned and operated aircraft. When specific AFI guidance directly refers to operations in non-USAF owned aircraft, that guidance must be adhered to. To the maximum extent possible, air advisor aircrew operating on partner nation aircraft will use AFI 11-series regulations as a guide to safe and effective operations.

7.8. After Action and Lessons Learned Reporting and Implementation.

7.8.1. The effectiveness of individual air advising activities and the overall country and theater-wide plans are measured and documented on a continual basis with evaluations at multiple levels within the air advising realm. It is necessary for air advisors to document observations and lessons learned to support the cyclical nature of air advising: planning, execution, and measuring effectiveness.

7.8.2. All air advising activities conclude with an event AAR as defined specifically by the AFFOR or TSOC staff. The report articulates the degree to which the objectives were satisfied. Data collection associated with the MOPs and MOEs provide support to the

report's assessment. AARs shall include a narrative summary of observations, lessons learned, and recommendations.

7.8.2.1. Mission commanders or team leads will forward an after action report to the tasking organization. The report should be submitted within fourteen days.

7.8.2.2. The AAR articulates the degree to which the event objectives were satisfied in reference to specified MOEs and MOPs **(T-2)**.

7.8.2.3. Mission commanders or team leads will ensure information is uploaded into G-TSCMIS for review by the event owning organization **(T-0)**.

7.8.3. Lessons learned reporting will be completed at all levels as appropriate and will be uploaded into JLLIS as required **(T-1)**. AFI 90-1601, *Air Force Lessons Learned Program*, provides guidance on developing lessons learned.

Chapter 8

ASSESSMENT

8.1. General. Assessment is a critical component to ensuring air advising activities are effective and contribute to the achievement of campaign plan objectives. The primary purpose of assessment is to enhance the commander's decision making ability and increase the effectiveness of operations and plans. Assessment is a key component of the commander's decision cycle, helping to determine the results of actions in the context of overall mission objectives and providing potential recommendations for the refinement of future plans. Assessment is continuous; it precedes and guides every planning or operations execution activity and follows each operation or phase of an operation.

8.2. Types of Assessment. As it relates to the air advisor, there are three categories of assessment discussed below. The first two categories involve baseline assessment associated with the planning process, while the third involves operational assessment. See Joint and Service planning doctrine referenced in Chapter 6 for discussion of establishing a baseline within the planning process. See Joint assessment doctrine for a discussion of operational assessment.

8.2.1. Baseline assessment provides a strategic- and/or operational-level overview of a partner nation's air force. The primary goal of this assessment is to provide a high-level understanding to support the establishment of desired partner roles and/or country-level military objectives within country plan development. If the GCC has already established desired partner roles or country-level objectives, this assessment is unnecessary. This is a limited scope, short duration assessment conducted either by the country team, TSOC/AFFOR staff, or by air advisors acting on behalf of the TSOC/AFFOR staff. This is not a detailed assessment at the tactical level, and must remain focused at the operational and/or strategic level. Experience has shown the use of a Doctrine, Organization, Training, Materiel, Leader Development and Education, Personnel, and Facilities (DOTMLPF), PMESII (political, military, economic, social, information, and infrastructure), or a similar construct provides an effective framework for this assessment. In most cases, this assessment is only necessary when beginning or renewing a US relationship with a partner nation. Assessments of this nature normally do not require direct contact with partner nation personnel or on-site visits, relying instead on open source and classified resources and direct contact with the country team and/or GCC personnel.

8.2.2. Baseline assessments are also used to establish the point of departure (the initial or current state) for each military objective or end state. The initial baseline of military objectives, in accordance with planning doctrine, documents the starting point for the partner nation's journey from an initial state to an end state (objective). In simple terms, it's very difficult (although not impossible) to achieve to an end state unless you know where you are starting from. The plan of action to move the partner from the initial state to the end state is referred to as the operational approach, and is discussed in Service and Joint doctrine. Every operations plan, whether at the tactical, operational, or theater-strategic level, should have military objectives, and an initial state should be determined for each objective prior to the development of an operational approach. When this assessment informs country plan development at the operational level, the assessment is conducted either by the TSOC/AFFOR staff or by air advisors acting on behalf of the TSOC/AFFOR staff. When

this assessment informs event or training/capacity plan development at the tactical level, the assessment is performed by air advisors. This is a more detailed baseline assessment from what was discussed in Paragraph 8.2.1 and is more likely to require contact with partner nation personnel and on-site visits. The support and concurrence of the partner nation is critical since a baseline assessment is not possible without the partner's acceptance and buy-in to the US military objective. The assessment framework to be used is unique to the objective. The results and insights of this assessment may require changes to the military objective.

8.2.3. Operational assessment determines progress toward closing the gap between the initial state (baseline) and the objective. This assessment is necessary at every level where a plan exists: tactical, operational, and theater-strategic. Air advisors focus on the operational assessment of event and training/capacity plans, which informs the TSOC/AFFOR staff's assessment of the country plan. The operational assessment of country plans informs the operational assessment of the TSOC/COMAFFOR CSP and, ultimately, the CCDR TCP. Commanders are involved at every level of operational assessment. The operational assessment framework is built into the plan itself as discussed in Paragraph 6.5.1 and 6.5.2, requiring the establishment of SMART objectives, effects, and tasks. MOPs support task accomplishment. MOEs support effects accomplishment. MOEs and MOPs provide the commander and air advisor with evidence and clues related to the progress toward closing the gap between the initial state and objective. The air advisor and applicable staffs should also provide their own analysis and professional judgment, but ultimately the commander and air advisor team lead decide if an objective has or has not been achieved. In either case, the operational assessment then informs the refinement of future plans.

8.3. Assessment Guidance.

8.3.1. Air advisors comply with assessment guidance provided by the TSOC/AFFOR staff. This guidance is ideally communicated as an annex to the TSOC/COMAFFOR country plan or TSOC/COMAFFOR CSP.

8.3.2. An initial state for each military objective should be determined prior to the development of an operational approach.

8.3.3. The air advising team will accomplish an operational assessment for each event. Mission commanders or team leads will communicate the assessment as part of the AAR to the TSOC/AFFOR staff (T-2).

8.3.3.1. The AAR articulates the degree to which the event objectives were satisfied. Many people use a three-point scale to represent this: Green, Yellow, and Red.

8.3.3.2. Data collection associated with the MOEs/MOPs provides support to the report's assessment.

8.4. Key Insights Related to Assessment.

8.4.1. The air advisor plans, executes, and assesses at the tactical level in support of the TSOC/COMAFFOR at the operational level. This linkage of planning and assessment should not be broken.

8.4.2. Operation assessment requires a fully developed plan with SMART military objectives, along with a starting point for each objective.

8.4.3. Assessment should be built into the plan from the outset and not engineered as an afterthought when execution is complete.

8.4.4. Assessments must be appropriately scoped, emphasizing operation assessment as the key activity that informs commander decision making.

8.4.5. The assessment approach should be documented in an annex to the event, training/capacity, or country plan. Air advisors should consider rehearsing the methods of data collection to be used during event execution.

8.4.6. The AAR documents the assessment, but it is not the assessment itself and it is not the assessment framework.

8.4.7. Operation assessments cannot provide absolute proof that an objective has or has not been achieved. The intent is to provide the commander the most compelling information possible so as to inform his/her decision making and future action.

TOD D. WOLTERS, Lt Gen, USAF
Deputy Chief of Staff, Operations

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

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Adopted Forms

AF Form 847, *Recommendation for Change of Publication*

Abbreviations and Acronyms

AAA—Air Advisor Academy

AAR—After Action Report

AAWC—US Air Forces Central Command Air Warfare Center

ACC—Air Combat Command

ADCON—Administrative Control

AE—Aviation Enterprise

AED—Aviation Enterprise Development

AETC—Air Education and Training Command

AFCENT—Air Forces Central

AFFOR—Air Force Forces

AFGSC—Air Force Global Strike Command

AFMC—Air Force Material Command

AFNORTH—Air Forces North

AFRC—Air Force Reserve Command

AFSAT—Air Force Security Assistance Training Squadron

AFSC—Air Force Specialty Code

AFSOC—Air Force Special Operations Command

AFSOF—Air Forces Special Operations Forces

AFSPC—Air Force Space Command
AFTTP—Air Force Tactics, Techniques, and Procedures
AMC—Air Mobility Command
ANG—Air National Guard
AOR—Area of Responsibility
ARC—Air Reserve Component
BP—Building Partnerships
BPC—Building Partner Capacity
C-MAJCOM—Component Major Command
C-NAF—Component Numbered Air Force
CAA—Combat Aviation Advisor
CFSP—Core Function Support Plan
CJCS—Chairman, Joint Chiefs of Staff
COM—Chief of Mission
COMAFFOR—Commander Air Force Forces
CONPLAN—Concept Plan
CONUS—Continental United States
COR—Contracting Officer Representative
CSP—Campaign Support Plan
DRRS—Defense Readiness Reporting System
DOC—Designed Operational Capability
DOD—Department of Defense
DOS—Department of State
ETSS—Extended Training Service Specialist
EXORD—Execution Order
FAM—Functional Area Manager
FID—Foreign Internal Defense
FMF—Foreign Military Financing
FMS—Foreign Military Sales
FSF—Foreign Security Forces
GCC—Geographic Combatant Commander
GEF—Guidance for Employment of the Force

GFM—Global Force Management
GFMAP—Global Force Management Allocation Plan
GPF—General Purpose Forces
GPS—Global Partnership Strategy
G-TSCMIS—Global Theater Security Cooperation Management Information System
HAF—Headquarters Air Force
ICS—Integrated Country Strategy
HIS—International Health Specialist
IMO—Intermediate Military Objectives
IPL—Integrated Priority List
IPOE—Intelligence Preparation of the Operational Environment
ISR—Intelligence, Surveillance, and Reconnaissance
IW—Irregular Warfare
JCET—Joint Combined Exchange Training
JLLIS—Joint Lessons Learned Information System
MAJCOM—Major Command
METs—Mission Essential Tasks
METL—Mission Essential Task List
MOE—Measure of Effectiveness
MOP—Measure of Performance
MSAS—Mobility Support Advisory Squadron
MTT—Mobile Training Team
OPCON—Operational Control
OSD—Office of the Secretary of Defense
PACAF—Pacific Air Forces
PKO—Peacekeeping Operations
RFF—Request for Forces
SCO—Security Cooperation Organization
SFA—Security Force Assistance
SMART—Specific, Measurable, Achievable, Relevant and Results-Oriented, Time-Bound
SOF—Special Operations Forces
SPP—State Partnership Program

T-0—Tier 0 Waiver Authority

T-1—Tier 1 Waiver Authority

T-2—Tier 2 Waiver Authority

T-3—Tier 3 Waiver Authority

TCP—Theater Campaign Plan

TSOC—Theater Special Operations Command

USAFE—United States Air Forces in Europe

USSOCOM—United States Special Operations Command

UTC—Unit Type Code

Terms

Air Advising—A category of related activities that provides the basic operational methods used by USAF personnel to work with partner nations to develop, sustain, and employ their aviation enterprise to meet their national security needs, in support of US interests. In essence, it is the act of communicating professional knowledge and skills to partner nation personnel. Air advising occurs within the following five core tasks: assessing, training, advising, assisting, and equipping.

Air Advising Activities— For the purpose of this instruction, are defined as security cooperation efforts conducted in support of combatant commander and/or COMAFFOR/TSOC objectives across the range of military operations.

Air Advising Augmentees—Those forces, not defined as air advisors, but who support air advising activities. Air advising augmentees require a level of training as determined by applicable theater requirements and/or supported organization.

Air Advisor—An Airman specially trained and educated to apply aviation support and operational expertise to assess, train, advise, assist, and equip partner nations in the development, sustainment, and employment of their aviation enterprise to meet their national security needs, in support of US interests. This includes both Conventional and Special Operations Force personnel.

Assessment—1. A continuous process that measures the overall effectiveness of employing joint force capabilities during military operations. 2. Determination of the progress toward accomplishing a task, creating a condition, or achieving an objective. (JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*)

Aviation Enterprise Development (AED)—Defines the plans, programs, and activities undertaken to develop the system of systems necessary for a nation to optimize employment of national aviation resources. The total aviation resource capacity and capability of a nation is defined by the sum total of all air domain resources including humans, aircraft, processes and infrastructure in both the civilian and military/security sectors. Modern standards that function to provide efficient, safe and effective employment of national aviation resources calls for infrastructure development that considers the civilian aviation sector and the military/security

aviation sector of a nation as mutually supportive systems of an integrated air domain in developing nations. (Air Force Global Partnering Strategy)

Building Partnerships (BP)—BP Joint Capability Area. The ability to set the conditions for interaction with partner, competitor, or adversary leaders, military forces, or relevant populations by developing and presenting information and conducting activities to affect their perceptions, will, behavior, and capabilities (Quadrennial Roles and Missions Review Report, January 2009)

Building Partner Capacity (BPC)—Assisting domestic and/or foreign partners and institutions with the development of their capabilities and capacities—for mutual benefit—to address US national or shared global security interests. (Deputy Under Secretary of Defense Policy Memorandum, Joint Capability Areas). An outcome of Security Force Assistance activities, it is the development of capabilities and capacities among foreign partners for the mutual benefit of the partner and US national or shared global security interests. This definition is derived from the Tier III JCA of “building the capabilities and capacities of partners and institutions but is not defined in Joint Publications or other DOD Issuances. (SFA Lexicon and Framework)

C—MAJCOM—The C-MAJCOM is the Air Force component to specific Unified Combatant Commands and presents its forces to the combatant commander through one or more C-NAFs. The C-MAJCOM is commanded by the Commander of Air Force Forces (COMAFFOR) and includes the supporting staff (C-MAJCOM staff), one or more C-NAFs (with an AOC [or applicable operations center] and AFFOR staff) and all assigned and attached forces. The C-MAJCOM staff supports the Air Force component commander at the strategic level in developing policy, formulating strategic level guidance, conducting administrative management functions, and executing (through the C-NAF where applicable) CCDR Title 10 responsibilities to organize and train assigned and attached forces to accomplish CCDR-assigned missions (Title 10, Subtitle A, Part I, Chapter 6, Section 164(c)). The C-MAJCOM will integrate, at the strategic level, component activities across all phases of conflict, with a primary focus on phases 0 (shape), 1 (deter) and 5 (enable civil authority). (*Air Force Forces Command and Control Enabling Concept*)

C—NAF—The C-NAF is the Air Force component to specific combatant commands, and supports the C-MAJCOM as part of the Air Force component to other specific combatant commands. When the C-NAF is part of the C-MAJCOM, the C-NAF, with its AOC and AFFOR staff, is the primary operational level headquarters element designed to support the Air Force component commander at the operational and tactical level through the full range of military operations and across all phases of conflict. The C-NAF commander will be prepared to provide command and control of those forces in contingency operations as a COMAFFOR, JFACC and/or JTF/CC as required. When the C-NAF is the component to the unified combatant command, the C-NAF commander is the COMAFFOR, and provides all component support across the full range of military operations and at the strategic, operational and tactical levels as described above for the C-MAJCOM and C-NAF. (*Air Force Forces Command and Control Enabling Concept*)

Campaign Plan—Global campaign plans and theater campaign plans (TCPs) are the centerpiece of the planning construct and “operationalize” Combatant Command (CCMD) theater or functional strategies. Campaign plans should focus on the command’s steady-state activities, which include ongoing operations, military engagement, security cooperation, deterrence, and other shaping or preventive activities. Campaign plans provide the vehicle for linking steady-

state shaping activities to the attainment of strategic and military end states. (JP 5-0, *Joint Operations Planning*)

Certification—A formal indication of an individual's ability to perform a task to required standards.

COMAFFOR Country Plan—A security cooperation plan at the operational level that aligns with the CDR's country plan and nests under the COMAFFOR CSP.

COMAFFOR Strategy—COMAFFOR theater and functional strategies outline the commander's long-term vision for the USAF component to the CCMD.

Combat Aviation Advisor (CAA)—The CAA is a combat aviation advisor specifically organized to assess, train, advise and assist foreign aviation forces in the employment and sustainment of their own assets in both peace, war and, when necessary, integrate those assets into joint, multi-national operations. A principal objective of CAA advisory operations is to facilitate the availability, reliability, safety, and interoperability of partner nation or participating nation aviation resources to support combined Special Operations Forces. (definition extracted from AFSOCI 16-101V3)

Designated Air Advisor Forces/Units— Those forces and/or units with air advising designed operational capability statements and mission essential tasks. Designated air advisor forces/units have readiness requirements for personnel, training, and equipment, if applicable, and report those requirements in status of resources and training system and defense readiness reporting system. Personnel assigned to the air advising mission in designated forces/units are required to accomplish air advisor education and training at the Advanced or Basic level prior to reporting ready for the air advisor mission. Advanced or Basic levels are described in AFI 10-4201V1.

Expeditionary Air Advisor Forces— Those individuals, teams, or units, who are not aligned with an air advising designed operational capability statements or mission essential tasks. Consequently, expeditionary air advisor forces have no specific readiness requirements for personnel, training, and equipment and do not report such requirements in status of resources and training system and defense readiness reporting system. Expeditionary air advisor forces are required to accomplish air advisor education and training at the Advanced or Basic level to serve in an expeditionary air advisor capacity. Advanced or Basic levels are described in AFI 10-4201V1.

Extended Training Service Specialists (ETSS)— ETSS are permanent change of station (PCS) teams that are technically qualified to provide advice, instruction, and training in the installation, operation, and maintenance of weapons, equipment, and systems. The ETSS deploy under one of the security assistance authorities in Title 22. They are not used for follow-on retraining or advisory roles, except in rare instances when the recipient country cannot provide qualified personnel from its own resources or hire qualified personnel from non-indigenous sources and the security cooperation organization recommends it as in the interest of the United States.

Foreign Internal Defense (FID)—Participation by civilian and military agencies of a government in any of the action programs taken by another government or other designated organization to free and protect its society from subversion, lawlessness, insurgency, terrorism, and other threats to its security. (JP 3-22, *Foreign Internal Defense*)

Foreign Military Financing (FMF)—Foreign Military Financing (FMF) is a critical foreign policy tool for promoting US interests around the world by ensuring that coalition partners and friendly foreign governments are equipped and trained to work toward common security goals and share burdens in joint missions. In that regard, FMF is vital to supporting US coalition partners in the war on terrorism. FMF provides grants for the acquisition of US defense equipment, services and training, which promotes US national security by contributing to regional and global stability, strengthening military support for democratically-elected governments, and containing transnational threats including terrorism and trafficking in narcotics, weapons, and persons. These grants enable key allies and friends to improve their defense capabilities and foster closer military relationships between the US and recipient nations. Increased military capabilities build and strengthen multilateral coalitions with the US and enable friends and allies to be increasingly interoperable with regional, US, and NATO forces. By increasing demand for US systems, FMF also contributes to a strong US defense industrial base, an important element of US national defense strategy that reduces cost for Department of Defense acquisitions and secures more jobs for American workers. (Department of State Website)

Foreign Military Sales (FMS)—That portion of United States security assistance authorized by the Foreign Assistance Act (FAA) of 1961 (P.L. 87-195), as amended, and the Arms Export Control Act (AECA) of 1976 (P.L. 90-629), as amended. This assistance differs from the Military Assistance Program and the International Military Education and Training Program in that the recipient provides reimbursement for defense articles and services transferred. Also called FMS. (JP 1-02) Under this authority, the United States Government sells at full cost defense articles and services to foreign governments and international organizations.

Functional Area Manager (FAM)—The individual accountable for the management and oversight of all personnel and equipment within a specific functional area to support operational planning and execution. Responsibilities may include developing and reviewing policy; developing, managing, and maintaining unit type codes; developing criteria for and monitoring readiness reporting; force posturing, analysis, and execution activities which are crucial to the management and execution of Air Force readiness programs. (AFI 10-401, *Air Force Operations Planning and Execution*)

Inherently Governmental Function—as defined in section 5 of the *Federal Activities Inventory Reform Act*, Public Law 105-270, means a function that is so intimately related to the public interest as to require performance by Federal Government employees. (a) The term includes functions that require either the exercise of discretion in applying Federal Government authority or the making of value judgments in making decisions for the Federal Government, including judgments relating to monetary transactions and entitlements. An inherently governmental function involves, among other things, the interpretation and execution of the laws of the United States so as —(1) to bind the United States to take or not to take some action by contract, policy, regulation, authorization, order, or otherwise; (2) to determine, protect, and advance United States economic, political, territorial, property, or other interests by military or diplomatic action, civil or criminal judicial proceedings, contract management, or otherwise; (3) to significantly affect the life, liberty, or property of private persons; (4) to commission, appoint, direct, or control officers or employees of the United States; or (5) to exert ultimate control over the acquisition, use, or disposition of the property, real or personal, tangible or intangible, of the United States, including the collection, control, or disbursement of appropriations and other

Federal funds. (b) The term does not normally include—(1) gathering information for or providing advice, opinions, recommendations, or ideas to Federal Government officials; or (2) any function that is primarily ministerial and internal in nature (such as building security, mail operations, operation of cafeterias, housekeeping, facilities operations and maintenance, warehouse operations, motor vehicle fleet management operations, or other routine electrical or mechanical services).

Intelligence Preparation of the Operational Environment (IPOE). The analytical process used by intelligence organizations to produce intelligence estimates and other intelligence products in support of the joint force commander's decision—making process (JP 1-02). It is a continuous process that includes defining the operational environment; describing the impact of the operational environment; evaluating the adversary; and determining adversary courses of action.

International Health Specialists (IHS)—Air Force Medical Service commissioned and non-commissioned officers who serve predominantly at full-time CCMD and Component HQ positions to advise on regional health issues as well as work through medical opportunities to advance CCDR and AFFOR end state objectives.

International Military Education and Training (IMET)—Formal or informal instruction provided to foreign military students, units, and forces on a non-reimbursable (grant) basis by offices or employees of the United States, contract technicians, and contractors (JP 3-22). Instruction may include correspondence courses; technical, educational, or informational publications; and media of all kinds.

Irregular Warfare (IW)—A violent struggle among state and non-state actors for legitimacy and influence over the relevant population(s) (JP 1-02). Irregular warfare favors indirect and asymmetric approaches, though it may employ the full range of military and other capacities, in order to erode an adversary's power, influence, and will.

Lead MAJCOM—A major subdivision of the Air Force, directly subordinate to Headquarters US Air Force. Lead MAJCOM headquarters are management headquarters and thus have the full range of functional staff. ACC, AMC, AETC, AFMC, AFSOC, AFSPC, AFGSC and AFRC are Lead MAJCOMs. Lead MAJCOM functions will vary for each MAJCOM. The intent of the Lead MAJCOM, where appropriate, is to consolidate responsibilities for a particular function in a single MAJCOM, supporting the entire Air Force as applicable. (Program Action Directive 07-13, *Implementation of the Chief Of Staff of the Air Force Direction to Transform and Consolidate Headquarters Management Functions*)

Mobile Training Teams (MTT)—Military service or contract personnel on temporary duty for the purpose of training foreign personnel in the operation, maintenance, or support of weapon systems and support equipment or for specific training requirements and specific capabilities that are beyond in-country US resources. The MTT deploys under one of the security assistance authorities in Title 22 or one of the Title 10 authorized programs that follow security cooperation procedures. The MTT may be authorized for CONUS or overseas deployment when it is more practical to bring the training capability to country personnel. An MTT should be considered when training must be accomplished quickly in response to a threat or adverse condition affecting the security of the country; training is of relatively short duration, must reach a large number of trainees, and entails extensive use of interpreters or language-qualified team members; or training can be conducted only on equipment or in facilities located in the foreign

country. **Note:** AFSAT MTTs may not require training in accordance with AFI 10-4201V1, dependent on size of team, mission environment, total length or purpose of the deployment. Currently AFSAT managed MTTs are not tasked to meet GFMAP or ad-hoc requirements.

Request for Forces (RFF)—In those instances in which assigned forces are not available within the theater or are not adequate to accomplish the air advising requirement, the activity planner may initiate an RFF using approved Global Force Management Implementation Guidance procedures. As an example, SOF CAA forces are normally requested using the RFF process. However, the RFF process has long timelines and is unable to accommodate changes in the original request without re-initiating the entire RFF process. Because partner nations often plan activities several months ahead of an event and can change dates at the last minute, the RFF process may not be the best vehicle to use to obtain forces for air advising activities. Although alternatives to the RFF process are being investigated for GPF forces, at the present time, it is the primary vehicle to use whenever assigned forces are not available.

Security Assistance—Programs authorized by the Foreign Assistance Act of 1961, as amended, and the Arms Export Control Act of 1976, as amended, or other related statutes by which the United States provides defense articles, military training, and other defense related services by grant, loan, credit, or cash sales in furtherance of national policies and objectives. Also called SA. (JP 1-02)

Security Cooperation (SC)— Activities undertaken by the Department of Defense to encourage and enable international partners to take a political action in support of United States goals; provide the United States operational access; and apply capability and capacity consistent with United States defense objectives. Also called SC. (JP 1-02)

Security Force Assistance (SFA)—A subset of security cooperation, those Department of Defense activities requiring legislative authorities that contribute to unified action by the United States Government to support the development of the capacity and capability of foreign security forces and their supporting institutions. Also called SFA. (JP 1-02).

Security Sector Reform (SSR)— A comprehensive set of programs and activities undertaken to improve the way a host nation provides safety, security, and justice. Also called SSR (JP 1-02). The overall objective is to provide these services in a way that promotes an effective and legitimate public service that is transparent, accountable to civilian authority, and responsive to the needs of the public. From a donor perspective, SSR is an umbrella term that might include integrated activities in support of defense and armed forces reform; civilian management and oversight; justice, police, corrections, and intelligence reform; national security planning and strategy support; border management; disarmament; demobilizations and reintegration; or reduction of armed violence. The DOD's primary role is SSR is supporting the reform, restructuring, or re-establishment of the armed forces and the defense sector across the operational spectrum.

Special Operations Forces (SOF)—Those Active and Reserve Component forces of the Military Services designated by the Secretary of Defense and specifically organized, trained, and equipped to conduct and support special operations.

Subordinate Campaign Plan—A CCMD prepared plan that satisfies the requirements under a DOD GCP, which, depending upon the circumstances, transitions to a supported or supporting plan in execution.

Theater Campaign Plan—A GCC’s plan to accomplish strategic or operational objectives within a geographic AOR. The TCP operationalizes the CCDR’s theater strategy and translates strategic concepts into unified actions.

Tier Waiver Authorities—Tier Waiver Authority is based on consequence of non-compliance and approval authority (AFI 33-360, Table 1.1).

T—0 Requirement is external to the Air Force (requests for waivers must be processed through command channels to publication OPR for consideration).

T—1 Waiver Authority is MAJCOM/CC (delegable no lower than the MAJCOM Director), with the concurrence of the publication’s Approving Official.

T—2 Waiver Authority is MAJCOM/CC (delegable no lower than MAJCOM Director).

T—3 Waiver Authority is Wing/DRU/FOA/CC (delegable no lower than Group/CC or equivalent).

USAF Campaign Support Plan—An annual plan at the national-strategic level, summarizing steady-state operations in support of CCDR functional and theater campaign plans and USAF-specific shaping activities that directly contribute to US and USAF interests.