



THE SECRETARY OF THE AIR FORCE
CHIEF OF STAFF, UNITED STATES AIR FORCE
WASHINGTON DC



JUN 25 2018

MEMORANDUM FOR ALL COMMANDERS AND HAF STAFF

FROM: SECAF, CSAF AND CMSAF

SUBJECT: Multi-Domain Command and Control (MDC2) Implementation Plan

The Air Force priorities to innovate and effectively modernize are vital to both our service and the security of the Nation. They drive us to find ways to leap ahead of our adversaries and maintain our dominance in air and space. Last year, we analyzed our operational command and control in order to assess our ability to win tomorrow's fight, specifically against a peer threat, where we know the Air Force will perform missions in a very different security environment than currently encountered. The current global environment is unconstrained by lines on a map, where space and cyberspace are contested and congested battlefields and effects are generated at the speed of light.

At the same time, Secretary of Defense James Mattis published the National Defense Strategy (NDS) entitled, *Sharpening the American Military's Competitive Edge*. The strategy outlines our return to an era of great power competition compelling us to increase both lethality and readiness to compete, deter, and win. The unclassified portion of the strategy can be reviewed at (<https://www.defense.gov/Portals/1/Documents/pubs/2018-National-Defense-Strategy-Summary.pdf>).

"Today's complex security environment is defined by rapid technological change, challenges from adversaries in every operating domain, and the impact on current readiness from the longest continuous stretch of armed conflict in our Nation's history. In this environment, there can be no complacency – we must make difficult choices and prioritize what is most important to field a lethal, resilient, and rapidly adapting joint force. America's military has no preordained right to victory on the battlefield."

Secretary of Defense James Mattis
2018 National Defense Strategy

The National Defense Strategy and the MDC2 Campaign Plan (located at: <https://intelshare.intelink.gov/sites/afsdpe/mdc2/Shared%20Documents/Complete%20MDC2%20ECCT%20Campaign%20Plan.pdf>), both clearly articulate why we must rapidly prepare for a peer fight. The world has changed, the security environment has changed, and we must change. Our advantage in future conflicts depends on harnessing the vast amount of information joint and allied sensors gather, fusing it quickly into decision-quality information, and creating effects simultaneously, from any domain or component from anywhere in the world. The Air Force vision for this is called Multi-Domain Operations. In order to execute multi-domain operations at a tempo an adversary cannot match, we must enhance our command and control capabilities.

This is not business as usual. But this is warfighting business—readiness...C2 at the operational level. This Implementation Plan (and the attending MDC2 Campaign Plan) has three lines of effort:

- Command and Control Operating Concepts
- Advanced Technology
- Support Structures for Command and Control

COMMAND AND CONTROL OPERATING CONCEPTS

“Some competitors and adversaries seek to optimize their targeting of our battle networks and operational concepts, while also using other areas of competition short of open warfare to achieve their ends (e.g., information warfare, ambiguous or denied proxy operations, and subversion). These trends, if unaddressed, will challenge our ability to deter aggression.”

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Intent: Our C2 operating concepts require enhancements to command relationships, authorities, C2 processes, procedures, and doctrine to effectively conduct multi-domain operations. The following actions are intended to improve mission performance for operational-level command and control.

Tasks:

1. AETC will design and execute a wargame series at Air University to explore multi-domain warfighting C2 concepts, as outlined in the MDC2 Campaign Plan, to improve integration and interoperability between air, space and cyber forces. The wargame will address challenges with command and control of multi-domain operations through refining & clarifying current processes and concepts, as well as developing innovative warfighting concepts. The inaugural event should be conducted NLT 30 October 2018 with an After Action Report submitted for review by 30 Nov 2018.
2. All MAJCOMs will ensure that current exercises, wargames, and training events include learning objectives associated with multi-domain operations and its command and control to the maximum extent practical. These objectives should drive operational-level tactics for multi-domain “force packaging,” dynamic distributed control, conditions-based authorities, Advanced Battle Management, and other comparable concepts. HAF A3 will consolidate, validate, and document the objectives for the FY19 Training Events and submit for review by 1 September 2018.
3. AETC, through its standard Doctrine Center-led working group, will explore, develop and document doctrine concepts and lexicon specific to multi-domain operations. AETC will then ensure that our force development continuum of learning incorporates these multi-domain operational concepts in support of improving our joint warfighting excellence. Initial concepts will be ready for review at CORONA South 2019.

ADVANCED TECHNOLOGY

“The security environment is also affected by rapid technological advancements and the changing character of war. The drive to develop new technologies is relentless, expanding to more actors with lower barriers of entry, and moving at accelerating speed. New technologies include advanced computing, “big data” analytics, artificial intelligence, autonomy, robotics, directed energy, hypersonics, and biotechnology—the very technologies that ensure we will be able to fight and win the wars of the future.”

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Intent: Rapidly leveraging advanced technology will optimize our situational awareness, improve the quality and speed of decision making, and focus our ability to direct lethal and non-lethal forces across the full spectrum of operations and across all domains.

Tasks:

1. SAF/AQ will establish an Architecture Office led by a Multi Domain Command and Control (MDC2) lead architect. This office will work across the Air Force and with the PEOs to define the MDC2 architecture, define interface standards, and align programs and related efforts. The MDC2 lead architect will conduct a yearly Family of Systems Review to be chaired by SAF/AQ where relevant programs and interfaces are reviewed and issues are addressed. Within 60 days, SAF/AQ will provide a plan to CSAF that defines the timing to stand up this office, the people and funding resources required, and the objectives to be met.
2. The Air Force Chief Data Officer will publish an Air Force Data Strategy that details the Air Force’s adoption of modern data management techniques and a family of standards for data, messaging, interfaces, and other information technology specifications. The strategy should also outline oversight mechanisms necessary to manage the information technology standards as they shift over time and work to promote joint adoption of the standards and oversight process. The Air Force Data Strategy and governance structure should be submitted for approval by 1 September 2018.

“Success no longer goes to the country that develops a new technology first, but rather to the one that better integrates it and adapts its way of fighting. Current processes are not responsive to need; the Department is over-optimized for exceptional performance at the expense of providing timely decisions, policies, and capabilities to the warfighter. Our response will be to prioritize speed of delivery, continuous adaptation, and frequent modular upgrades.”

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Secretary Mattis said it best. It is not about the technology itself as much it is about rapidly adapting and integrating it and vastly improving our decision speed. Only then can we operate effectively in all domains and gain the necessary strategic advantage.

SUPPORT STRUCTURES FOR COMMAND AND CONTROL

"We will emphasize new skills and complement our current workforce with information experts, data scientists, computer programmers, and basic science researchers and engineers—to use information, not simply manage it."

Secretary of Defense James Mattis
2018 National Defense Strategy

Intent: Improving relevant Support Structures for C2, from multi-domain operations training and education to security policy and processes, will enable the Air Force to shape its people and processes in order to fully leverage multi-domain operations for joint warfighting.

Tasks:

1. AETC, with AF/A1 support, will design and execute a Continuum of Learning for operational-level C2 experts. AETC will redesign training and education for operational-level C2 personnel to ensure comprehensive ability to execute command and control of multi-domain operations. This plan must also develop and establish an operational-level command and control career field (13O) including all necessary activities needed for effective Career Field Management. The plan should be ready for execution by 1 Oct 2018.
2. AETC will ensure the Air Force's Continuum of Learning provides Airmen with a broad understanding of multi-domain operations and Air Force C2 concepts and capabilities. This includes revision of PME and designing appropriate courses to ensure Airmen can clearly articulate and advocate the Air Force concept of multi-domain operations. It also includes an assessment of career paths (experience) to maximize opportunities to gain hands-on experience with multi-domain operations to enhance ability to plan, execute and staff multi-domain capabilities. An initial proposal for this redesign should be ready by CORONA South 2019.
3. In concert with on-going security reviews, SAF/AA will explore roles & responsibilities and relevant security policies to enable broader information sharing and interoperability across joint, coalition, and interagency forces. SAF/AA will take into account security risk ("need-to-know") and mission risk ("need-to-share"), try to find a balance, while also improving control measures and accountability. SAF/AA should also assess where commanders can appropriately use discretion to make risk decisions. An initial proposal for changes should be ready for review by 1 Dec 2018.

An AF Strategic Integration Group, led by Brig Gen Saltzman, will support the design and initial execution of all these initiatives to ensure effective transition of critical actions into the appropriate Air Force organizations. The Group will also track and report progress on these tasks, with Interim Milestones to be determined by task owners. The Strategic Integration Group

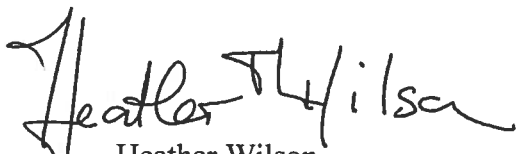
will assist with transition of activities to permanently-owning organizations and merge its function into the Air Force Warfighting Integration Capability in June 2019. The Vice Chief of Staff will provide overarching guidance, as required, to the Strategic Integration Group with tasking and management support by the HAF Director of Staff. At a minimum, task owners will provide quarterly progress updates.

In conclusion, the Air Force, in conjunction with fellow joint warfighters, must adapt our thinking and culture to be able to seamlessly shift between domains, components and regions to create high velocity, precision warfighting effects to satisfy the Joint Force Commander's mission needs.

"The current bureaucratic approach, centered on exacting thoroughness and minimizing risk above all else, is increasingly unresponsive. We must transition to a culture of performance where results and accountability matter."

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In order to win our Nation's wars, we must shed our misconceptions and "old thinking" on single-domain-specific warfighting concepts. We must embrace and integrate technology much faster than the enemy, even if that means getting more comfortable with failure and risk in our acquisitions. We need to train and educate our Airmen on the benefits of interoperability in a multi-domain environment. Finally, we need to overhaul our thinking and processes for security so that our Airmen can better integrate all domains. For additional details, this Implementation Plan is supported by the MDC2 Campaign Plan.


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