



**SECRETARY OF THE AIR FORCE
WASHINGTON DC**

SEP 14 202

Colleagues,

The Air Force was asked to provide a concept for a Space Development Agency that would leverage commercial space technology in support of warfighters and U.S. Space Command. I am offering a proposal for a lethality focused organization that will field space superiority capabilities for U.S. Space Command and best transition to the Department of the Space Force (attached).

- The President has clearly communicated his desire for a military department for space. Strategic competition with Russia and China is the focus of our approach. This proposal places the priority squarely on lethality and rapidly fielding space capabilities.
- For the Space Development Agency, I am proposing we assign the function to the Air Force Space Rapid Capabilities Office. This office was already given special authorities and exemptions by Congress to rapidly develop space capabilities. This office exists now and has the personnel and expertise to develop and field the warfighting capabilities needed by U.S. Space Command.
- I also propose we deepen the already close connection between military space and the space elements of the intelligence community by naming the next Director of the National Reconnaissance Office to serve simultaneously as the Director of the Air Force Space Rapid Capabilities Office, establishing unity of command for these organizations.
- For the Space Force, I propose we ask the Congress for the authority and resources to establish the headquarters in FY20. This would build the foundation of the new department first, allowing us to transfer personnel and programs in FY21 after Congressional approval.

Our proposal avoids detours that do not support the President's policy position to establish a new military department. Establishing an Assistant Secretary of Defense for Space or new defense bureaucracy, or moving programs to a temporary holding organization, is not in line with the President's intent. Any concept for a Space Development Agency cannot be separated from an overall plan to establish the United States Space Force with everything it needs to organize, train and equip its forces to dominate in space.

A handwritten signature in black ink, appearing to read "Heather Wilson".

Heather Wilson

Attachment:

The Air Force Proposal for a Space Development Agency and a Department of the Space Force

United States Air Force

**The Air Force Proposal for a Space
Development Agency and Transition to a
Department of the Space Force**

14 September 2018

The Strategic Problem

The National Defense Strategy is clear – strategic competition with Russia and China is our top priority. Nowhere is this more evident than in space, a warfighting domain the President has vowed the United States will dominate.

Our national security space capabilities are the best in the world. Our adversaries recognize this and are fielding counterspace forces to erode our military advantage, threaten the global economic system, and forever transform space from peaceful uses to a warfighting domain. Moreover, our adversaries are developing their own space capabilities that pose a threat to our military operations. This changing environment affects all capabilities and Military Services. This is the strategic problem we must solve.

An Approach to a More Lethal Force

The 1601(c) report provided broad recommendations, for which there is basic alignment within the Department, describing how the Department envisions organizing joint warfighting: establishment of U.S. Space Command; creation of a Space Operations Force; and providing institutional support to the new combatant command. The 1601(c) report also recommends establishing a Space Development Agency, which is largely independent of organizing for joint warfighting.

The Air Force was tasked to propose how the Space Development Agency should be established, including a transition plan for consolidating space development efforts under this agency. In response to this task, we recommend that the Department of Defense move expeditiously and comprehensively to implement the President's vision. In the immediate term, the Air Force recommends: 1) Assign the Space Rapid Capabilities Office the function of the Space Development Agency, using existing resources and authorities, with the mission of providing space superiority capabilities; 2) re-integration of defense space and the National Reconnaissance Office, under the Secretary of Defense's authority and following Senate confirmation; and 3) Immediately Plan for the Resources to Establish the Space Force Headquarters in Fiscal Year 2020. Once the headquarters is established, the Air Force recommends completing the transition of all programs, facilities and remaining personnel to the new department, through proposed legislation and funding in Fiscal Year 2021.

This proposal establishes a clear mission, directly related to the strategic problem we're trying to solve. It preserves close ties to the warfighter, ensures strong authorities, and avoids unnecessary delays and disruption to ongoing programs. Perhaps most importantly, this proposal avoids detours that do not support the President's policy position to establish a new military department. Specifically, there is no need to establish an Assistant Secretary of Defense for Space, nor is there any benefit to either establishing an additive agency or moving programs to a temporary holding organization.

Immediately Assign the Space Development Agency Function to the Space Rapid Capabilities Office

The Air Force proposes a Space Development Agency that capitalizes on current organizational strengths and minimizes challenges as we transition to a separate Department of the Space Force. The Services organize, train, and equip for the joint warfight, and they have the inherent authority to develop space capabilities – they are designed to support the warfighter and are postured to integrate complex space systems across all services, domains, and on behalf of every combatant command. The Services naturally consider full life-cycle costs such as acquisition, procurement, operations, training, maintaining, and sustaining space capabilities. This contrasts sharply with an Office of the Secretary of Defense-level technology policy organization that is far removed from operational needs, fielding, and sustainment issues.

To these ends, the Air Force proposes the Space Rapid Capabilities Office assume the duties of the Space Development Agency and declare Initial Operational Capability in Fiscal Year 2019. In this construct, the Space Rapid Capabilities Office will be assigned the responsibility of providing warfighting space superiority capabilities to assure unfettered access to, and freedom to operate in, space. Other technology areas, such as those listed in the 1601(c) report, may be incorporated over time. The Space Development Agency will also consolidate existing efforts within the Air Force to develop key enabling capabilities, including effects, space situational awareness, command and control, and integration with current operational assets, as necessary.

- The Space Development Agency in this proposal will evolve from, and improve upon, the Air Force Space Rapid Capabilities Office concept, approved by Congress in 2018 and given extraordinary authorities to move quickly and efficiently. With the continued support of Congress, this model can evolve as a hybrid of the Air Force Rapid Capabilities Office and the National Reconnaissance Office, to ensure synchronization of governance, oversight, and execution activities.
- Like the National Reconnaissance Office, the Space Rapid Capabilities Office, fulfilling the role of the Space Development Agency, will be staffed with members from all Services and other U.S. government agencies. We propose other military departments have a direct role in developing capability solutions to ensure sustainment, training, logistics and other organize, train and equip activities are fully considered across the Services.
- Similar to the Air Force Rapid Capabilities Office, the Space Rapid Capabilities Office, fulfilling the role of the Space Development Agency, will be governed by a Board of Directors, composed of members from all services responsible for approving all key requirements, programmatic, and budgetary decisions. The Board of Directors will employ the special authorities and exemptions granted to the Space Rapid Capabilities Office by Congress. This short chain of command mitigates risk and expedites decision steps, enabling more rapid actions and less

overhead in providing space capabilities for U.S. Space Command and other combatant commands.

- The Space Development Agency's organizational structure and geographic location should be coupled to the U.S. Space Command headquarters. This will ensure close alignment with warfighting priorities. The deputy should be dual-hatted from the Operations (J3) staff of U.S. Space Command to ensure coordination and alignment with the warfighter. This approach solidifies development activities that are responsive to, and driven by, the warfighter. U.S. Space Command will be key to defining requirements for the organization.

With the exception of space superiority and some enabling capabilities, existing space programs will remain in each Service until the Department of the Space Force is established in law. This will avoid unnecessary disruption and ensure continuity in ongoing foundational programs, including: positioning, navigation and timing; overhead persistent infrared/missile warning; communications; launch; weather, and others. This approach minimizes operational and development risk and preserves ongoing integration activities across the Services.

Once the Department of the Space Force is established in law, all space programs that conduct national security space or related activities, including all Department of Defense and U.S. Government agencies, will realign to the Department of the Space Force. This is further described in action 4 below, and in the Annex of this proposal.

Immediately Re-Integrate Defense Space and the National Reconnaissance Office

Currently, the Secretary of Defense is responsible for developing most military and intelligence space programs. The Secretary and the Director of National Intelligence have an agreement to combine efforts for intelligence capabilities in the National Reconnaissance Office. Several space reviews and commissions have made recommendations related to the seam between these two space organizations.

The Air Force recommends that the Secretary of Defense exercise his statutory authority (National Security Act of 1947, Section 106) to deepen the already close connection between military space and the space elements of the intelligence community by naming the next Director of the National Reconnaissance Office to serve simultaneously as the Director of the Air Force Space Rapid Capabilities Office, establishing unity of command for these organizations. These actions, within the current purview of the Secretary of Defense, will restore a useful past practice, immediately strengthen and unite the efforts of the two space organizations, reduce overlap and improve efficiency. (Note: In no way would this action adversely affect the equities of the Director of National Intelligence and the intelligence community. The processes to establish collection priorities would remain.)

Immediately Plan for the Resources to Establish the Space Force Headquarters in Fiscal Year 2020

Establishing a new separate and equal Service requires sequential actions by both the executive and legislative branches. Establishing a budget, scoping the mission of the new Service, and gaining all authorities and approvals for the new Service are required before current people, programs, facilities, and other related items can be realigned.

The Air Force proposes to include in the Fiscal Year 2020 President's Budget the legislative authority and resources necessary to stand-up the Department of the Space Force headquarters in early Fiscal Year 2020 (see Annex). This includes nominating a Secretary with full Title-10 authorities to organize, train and equip the new department, consistent with other military departments. The proposal also includes recommending the nomination of a Chief of Staff and other senior leadership positions. This path immediately vests the Department of the Space Force with the necessary authority, leadership and resources, without requiring the unnecessary intermediate step of establishing an Assistant Secretary of Defense for Space.

- ***Mission and Functions.*** The Space Force will be responsible for the preparation of forces necessary for the effective prosecution of war. The Department of the Space Force shall organize, train, equip, and provide space forces for the conduct of prompt and sustained combat operations, military engagement, and security cooperation in defense of the Nation, and to support other Military Services and joint forces. The Space Force will stand ready to prosecute the full range of military operations in support of U.S. national interests. In addition to the common military Service functions, the Space Force shall develop concepts, doctrine, tactics, techniques, and procedures and organize, train, equip, and provide forces to perform the following specific functions:
 - Conduct offensive and defensive operations, to include missile defense, to gain and maintain space superiority to enable the conduct of operations by U.S. and allied land, sea, air, space, cyberspace and special operations forces.
 - Conduct space operations to enhance joint campaigns, in coordination with the other Military Services, Combatant Commands, and U.S. Government departments and agencies.
 - Provide agile combat support to enhance the space campaign and the deployment, employment, sustainment, and redeployment of space forces and other forces operating within the space domain, to include joint space bases, and for the Armed Forces other than that which is organic to the individual Military Services.
 - Conduct global integrated command and control for space operations.
- ***Construct and Composition.*** We propose a Department of the Space Force constructed in the form of an equal military department with a headquarters containing a Secretariat and General Staff to support a Service Secretary and a Chief of Staff and necessary

Proposal for a Space Development Agency and Transition to a Department of the Space Force

subordinate officers. The initial composition of the department will unify the existing space forces and programs of the military Services, Department of Defense agencies, and the National Reconnaissance Office, as described above.

- **Budget.** The Fiscal Year 2020 budget should include all additive costs related to establishing the Secretariat and Headquarters Staff Element, the Space Force Element, and the Combatant Command. Initial estimates are included in the table below:

	Manpower	First Year Cost	Future Years Defense Program Cost*
Headquarters Elements	2426	\$425M	\$2,209M
Direct Reporting Units/Forward Operating Activity Elements	2005	\$351M	\$1,826M
Space Force Element	7960	\$1,393M	\$7,249M
Combatant Command Personnel	653	\$114M	\$595M
Combatant Command Military Construction	N/A	\$1,038M	\$1,038M
TOTAL	13,044	\$3.32B	\$12.917B

Table 1: Estimate for Additive Resources to the President's Budget

**Future Years Defense Program costs include 2 percent inflation factor per year*

- **Personnel.** When designing and planning the headquarters, even if it is the smallest feasible option, the overhead required will initially overwhelm the joint space professionals that make up bulk of the work force associated with space.
 - There are two aspects of personnel to consider; first what is required to establish the force we need, and second how those forces will be constituted.
 - A transition plan will identify options for sourcing additional personnel. The estimates listed above are additive to already minimal manning levels. Establishing the initial infrastructure should not impact current operations, training, or development. The Air Force proposed legislation to achieve the President's vision for a separate and equal Space Force will likely require special commissioning powers to fill required leadership positions. Disruptions to the current space cadre will impact our ability to meet the objectives National Defense Strategy.
 - Therefore, the Air Force proposes that all current space personnel remain within their current Services and continue to perform their current missions until Congress establishes the new Department of the Space Force.
- **Programs.** All ongoing programs will remain as is until Congress establishes the new Department of the Space Force. We would anticipate that the Secretary of Defense

would be given the authority to begin realigning programs, and the Fiscal Year 2021 budget request would reflect a realignment of all space programs.

- ***Installations and Facilities.*** All space related facilities will remain as is until Congress establishes the new Department of the Space Force. We would anticipate that the Secretary of Defense would be given the authority to begin realigning all space facilities, and the Fiscal Year 2021 budget request would reflect a realignment of all space facilities.

Draft Legislation for Complete Establishment of and Transition to the Department of the Space Force in Fiscal Year 2021

Once the Department of the Space Force headquarters is established and adequately staffed in Fiscal Year 2020, the Air Force recommends that the Department of Defense realign all national security space organizational and resource elements to the new department by the end of Fiscal Year 2021, with necessary legislative support (see Annex). A list of recommended major organizational moves is provided below; this is not all-inclusive.

- Capability program office realignment should include the new Space Development Agency, Air Force Space and Missile Systems Center, elements of Army Space and Missile Defense Command, and elements of Navy Space and Naval Warfare Systems Command.
- Operational unit realignment should include Air Force Space Command, elements of Army Space and Missile Defense Command, and select space-qualified personnel in the Navy and Marine Corps.
- Finalize remaining activities to consolidate National Reconnaissance Office into the new department. As noted above, this action will not adversely affect the equities of the Director of National Intelligence and the intelligence community. The processes to establish collection priorities would remain as is.

All space programs that conduct national security space or related activities, including all Department of Defense and U.S. Government agencies, will realign to the Department of the Space Force. In addition to National Reconnaissance Office, this will include space programs and activities of the following: Missile Defense Agency; Defense Advanced Research Projects Agency; Strategic Capabilities Office; national security related programs in the National Aeronautics and Space Administration; National Oceanic and Atmospheric Administration; Department of Commerce (i.e., Space Traffic Management); and elements of other government agencies that conduct national security space or related activities.

Conclusion

The Air Force proposal accomplishes several things: it focuses Department attention on what problems need to be solved; maximizes the utilization of existing resources; avoids the creation of duplicative functions; and provides a path to accomplishing the President's vision for a separate Department of the Space Force. The approach avoids disrupting programs and increasing risk to ongoing efforts, while providing a vision for a comprehensive space force.

This proposal best meets Department of Defense and Presidential objectives:

1. The Space Rapid Capabilities Office model is the fastest and most efficient means to achieve the Department's Space Development Agency goals. It can be fully executed under existing Department authorities and is a proven, existing organization.
2. The Space Rapid Capabilities Office is Congressionally-prescribed, empowered, and supported, with updated acquisition authorities promulgated as recently as the Fiscal Year 2019 National Defense Authorization Act.
3. The Space Rapid Capabilities Office's current mission aligns with that of the Space Development Agency, as both organizations are intended to provide rapid space capability development. The Space Rapid Capabilities Office is presently equipped and staffed with the expertise and experience necessary to meet Space Development Agency goals.
4. The Space Rapid Capabilities Office is optimally positioned and structured to connect to the warfighter.
5. The Space Rapid Capabilities Office is the best path to create a Space Development Agency capability that will become the equipping arm for the space warfighter.
6. The military departments are best able to execute and oversee sustainment, training, logistics and other organize, train and equip activities.
7. The function of equipping the space warfighter will ultimately transition to the new Department of the Space Force. Such placement will ease and expedite transition.
8. The Space Rapid Capabilities Office is an established and operational organization. It has manpower and resources to address Space Development Agency goals right now.

Our approach establishes a clear mission, efficient governance and oversight, and a highly streamlined acquisition structure. More importantly, it is closely coupled with the warfighter to ensure effective integration across all services and domains. It is the most cost effective approach to fix critical issues immediately and achieve the expeditious and comprehensive implementation of a separate and equal Department of the Space Force.

Annex: U.S. Air Force Recommended Legislative Framework for Establishment of the U.S. Space Force

- I. PURPOSE.** This framework presents an overarching plan for the establishment of a U.S. Space Force as a separate military department within the Department of Defense. The U.S. Air Force supports the creation of the U.S. Space Force in accordance with the President's stated objectives and the Department of Defense's Report to Congress [Section 1601(c) report]. As the predominate provider of space forces, the U.S. Air Force is in a unique position to identify the authorities, roles, and resources the future Department will require. The future U.S. Space Force must be positioned to ensure U.S. space dominance.
- II. OBJECTIVE.** To establish a new military department responsible for recruiting, organizing, training, and equipping space forces. The Department will stand independent from, and equal to, the other military departments within the Department of Defense. A new U.S. Space Force must be organized and empowered to enhance and expand existing capabilities; create resilience; and to continue to build upon synergies with the intelligence community, partner nations, civil space, and industry; while matching or bettering the pace of accelerating and dynamic adversaries.
- III. PLAN: DEPARTMENT OF THE U.S. SPACE FORCE.**

Statutory Amendment. The U.S. Space Force shall be established under organic legislation in a manner consistent with the current military departments. The establishing authorities for all current departments are laid out in Title 10 of the United States Code (U.S.C.), in Subtitle B (Army), Subtitle C (Navy and Marine Corps), and Subtitle D (Air Force). As the U.S. Space Force will be a military department with a single service (unlike the Navy and its Marine Corps), its structure will closely follow the Army and Air Force provisions (Subtitles B and D, U.S.C.). The U.S. Space Force legislation should insert a new Subtitle E into Title 10 U.S.C. entitled "Space Force." [Redesignating the current Subtitle E, "Reserve Components," as Subtitle F]. Conforming amendments will be required throughout U.S.C. Titles 5, 10, 32, 37, 38, 50, 51 and others to ensure that all necessary references to a military departments include U.S. Space Force.

Common Construct. As with the other military departments, the Space Force organic legislation will set forth a Subtitle in the U.S.C. with four Parts.

• *Part I. Organization.*

- Establish that the Department of the Space Force is separately organized under the Secretary of the Space Force, operating under the authority, direction, and control of Secretary of Defense. (*See e.g.* 10 U.S.C. § 8011)
- Secretary of the Space Force, appointed from civilian life by the President, with the advice and consent of the Senate. (*See e.g.* 10 U.S.C. § 8013)
- Authorities and responsibilities of the Secretary of the Space Force, including: recruiting; organizing; supplying; equipping (including R&D); training; servicing; mobilizing; demobilizing; administering; maintaining; construction, outfitting, and repair of military equipment; and construction, maintenance, and repair of buildings, structures, and utilities and acquisition of real property to carry out Secretarial responsibilities. (*See e.g.* 10 U.S.C. § 8013)
- Office of the Secretary of the Space Force, including an Under Secretary, four Assistant Secretaries, a General Counsel, an Inspector General, a Legislative Liaison, and the Space Reserve Forces Policy Committee. (*See e.g.* 10 U.S.C. §§ 8014 – 8024)
- Office of the Secretary of the Space Force shall have sole responsibility within the Office of the Secretary and the Space Staff for: acquisition, auditing, comptroller (including financial management), inspector general, legislative affairs, and public affairs.
- Provides that there is a Space Staff to assist the Secretary of the Space Force in carrying out his or her responsibilities. The Space Staff is composed of the Chief of Staff, Vice Chief of Staff, Deputy Chiefs of Staff, Assistant Chiefs of Staff, Surgeon General, Judge Advocate General, Chief of the Space Force Reserve, and other members and civilian employees of the Space Force assigned or detailed to the Space Staff. (*See e.g.* 10 U.S.C. § 8031 – 8040)
- Chief of Staff shall preside over the Space Staff and is a member of the Joint Chiefs of Staff. (*See e.g.* 10 U.S.C. §§ 151 and 8033)
- Policy objectives and composition of Space Force (*See e.g.* 10 U.S.C. § 8062)

• *Part II. Personnel.*

- Addresses (subject to a conforming amendment in 10 U.S.C. § 526) the authorized number of Regular Space Force General Officers. (*See e.g.* 10 U.S.C. § 8210)
- Regular Space Force may not set enlistment quotas according to gender. (*See e.g.* 10 U.S.C. § 8252)
- Qualifications, grade, and restrictions for cadets. (*See e.g.* 10 U.S.C. § 8257)
- Reenlistment in the Space Force after service as an officer. (*See e.g.* 10 U.S.C. § 8258)
- Commissioned officer grades in the Regular Space Force. (*See e.g.* 10 U.S.C. § 8281)

- Original appointments as warrant officers and qualifications; may be assigned duties normally performed by a commissioned officer; provides for rank below second lieutenants. (*See e.g.* 10 U.S.C. §§ 8310, 8548, 8575)
- Retention of disabled officers on active duty. (*See e.g.* 10 U.S.C. § 8446)
- Status of non-Regular Space Force officers and entitlements to benefits. (*See e.g.* 10 U.S.C. § 8491)
- Status of retired commissioned officers of the Space Force. (*See e.g.* 10 U.S.C. § 8503)
- Requirement for chaplains to hold religious services and for commanding officers to furnish facilities for chaplains. (*See e.g.* 10 U.S.C. § 8547)
- Authority for President to adjust dates of rank of officers of Space Force serving in temporary grades. (*See e.g.* 10 U.S.C. § 8572)
- Space Force medical officers not entitled to exercise command because of rank, except as provided in 10 U.S.C. § 8579. (*See e.g.* 10 U.S.C. § 8579)
- Provide that Space Force officers designated as chaplains have rank without command. (*See e.g.* 10 U.S.C. § 8581)
- Requires all Space Force commanding officers to have exemplary conduct. (*See e.g.* 10 U.S.C. § 8583)
- Space Force officers may not use enlisted members as servants. (*See e.g.* 10 U.S.C. § 8639)
- Presentation of United States flag to members upon retirement. (*See e.g.* 10 U.S.C. § 8681)
- *Part III. Training.*
 - Secretary of the Space Force may detail members as students, observers, and investigators at educational institutions, industrial plants, and hospitals. (*See e.g.* 10 U.S.C. § 9301)
 - Authority for Secretary of the Space Force to establish schools for instructing enlisted members. (*See e.g.* 10 U.S.C. § 9302)
 - Secretary of the Space Force shall establish courses of instruction for cadets. (*See e.g.* 10 U.S.C. § 9303)
 - Authorities specific to training requirements for space forces.
- *Part IV. Service, Supply and Procurement.*
 - Secretary of the Space Force may have supplies made in factories, arsenals, or depots owned by the U.S. (*See e.g.* 10 U.S.C. § 9532)
 - Authority to provide supplies and services to foreign countries on a reimbursable basis. (*See e.g.* 10 U.S.C. § 9626)
 - Secretary of Space Force authority to acquire and construct space bases and depots, including authority to direct personnel and the purchase, renovation, and transportation of material. (*See e.g.* 10 U.S.C. § 9773)
 - Emergency authority to construct temporary space bases on private land if the owner consents. (*See e.g.* 10 U.S.C. § 9776)

- Authority for Secretary of the Space Force to settle claims against the U.S. (See e.g. 10 U.S.C. § 9802)
- Secretary of the Space Force has custody of all books, records, papers, furniture, fixtures, and other property under the lawful control of the executive part of the Department of the Space Force. (See e.g. 10 U.S.C. § 9831)
- Secretary of the Air Force has the authority to remit or cancel debts of members of the Space Force. (See e.g. 10 U.S.C. § 9837)

U.S. Space Force Enabling Elements.

- *Transition of National Guard Units to Reserve Component.* The statute will authorize the U.S. Space Force to maintain a Space Force Reserve component. The statute shall provide for the orderly transition of any Army and Air National Guard units currently performing duty or assigned to an organization transferred to the U.S. Space Force Space Force Reserve component.
- *No Space Force Academy.* Due to the small initial size of the U.S. Space Force, a U.S. Space Force academy will not be authorized. However, the statutory provision should mandate a small increase in the number of cadets at each of the military academies and a required accession of officers from each academy to the U.S. Space Force.
- *Civil Reserve Space Vehicle Fleet.* Military services are authorized certain authorities to sustain a ready, commercial capability when needed to mobilize in time of war (e.g. Air Force Civil Reserve Air Fleet). The statute shall provide U.S. Space Force authority to preserve the national character and availability of, and to obtain when needed, commercial satellite services, launch capabilities, on orbit servicing, ground stations, and support to meet increased operations or replace losses associated with military action. This will allow the U.S. Space Force some control over “National Security Space” assets as defined in Department of Defense policy, which includes designated commercial assets.
- *Civilian personnel hiring and pay authorities.* Obtaining civil service expertise for the highly technical and evolving domain of space and to allow the quick expansion of the Department of the U.S. Space Force is essential. The statute shall provide the U.S. Space Force with expedited and direct hire authorities and additional authorities for compensating and promoting employees outside the General Schedule personnel system. This will include Wage Grade employees. These hiring authorities and pay setting flexibilities are necessary to meet the requirements of the Space mission without being subject to approval by or delegation from the Office of Personnel Management.
- *Title 51 authorities.* The U.S. Space Force must have authorities that allow it to drive basic innovation within the space sector, nurture the development of multi-use technologies, and ensure government resources are not wasted through facilities laying fallow. The statute shall provide U.S. Space Force with authority to: competitively award cash prizes to stimulate innovation in basic and applied research,

technology development, and prototype demonstration; foster the development of multi-use technologies through the awarding of grants, cooperative agreements, and credit instruments; and allow non-Federal entities to use U.S. Space Force space-related facilities on a negotiated-cost basis.

- *Procurement authorities.* The U.S. Space Force must have effective procurement authorities and the means to better coordinate and cooperate with its space commercial partners. The statute shall authorize U.S. Space Force authority to perform incremental contracting, advance procurement based upon economic ordering quantities, commercial revolving funds, and public private partnerships.
- *Military personnel authorities.* The statute shall provide for all recent Defense Officer Personnel Management Act reforms included in Fiscal Year 2018 National Defense Authorization Act to allow rapid expansion of the U.S. Space Force officer corps, and authorities to enable expedited and routine inter-service transfers of military officers and enlisted personnel between U.S. Space Force and the other military department.

IV. PLAN: TRANSITION TO U.S. SPACE FORCE

Space Forces. The U.S. Space Force will consist of all space forces not otherwise assigned.

- *Description.* Space forces include programs, functions, activities and organizations (as well as those function's personnel, equipment, and supplies) involved in the operation, acquisition, sustainment, and modernization of:
 - Space and launch vehicles.
 - Ground Command and Control of space systems.
 - Ground based space surveillance, early warning, and other ground based space systems.
 - User segment equipment for space systems.
 - Systems in the space domain that are used for or support national security missions
- *Organizations.* This will require the transfer of space force organizations, functions, and activities identified below:
 - Space Forces, commands, and related support organizations currently in the Air Force
 - Department of Defense Space Forces across all Department agencies and services. This includes portions of the following major organizations, among others:
 - Army Space and Missile Defense Command.
 - Navy Space and Naval Warfare Systems Command.
 - Missile Defense Agency.
 - Defense Advanced Research Projects Agency.
 - Defense Information Systems Agency.
 - The National Reconnaissance Office.

Annex: U.S Air Force Recommended Legislative Framework for Establishment of the U.S. Space Force

- Military Intelligence Program space force elements or functions across all Department agencies and services.
- Select National Intelligence Program space force elements or functions shall be transferred to the U.S. Space Force. Details to be determined.
- Civil Agency space force elements or functions shall be transfer to the U.S. Space Force. This includes portions of the following major organizations, among others:
 - National Aeronautics and Space Administration.
 - National Oceanic and Atmospheric Administration.
 - Department of Commerce.
- *Transfer of Civilian and Military Positions.* Positions, both civilian and military, associated with transferred organizations and space force functions must be transferred to the new U.S. Space Force. The statute will provide authority for such transfer as follows.
 - Military.
 - All military assigned space specialty fields by their current military department and assigned to organizations transferring to the U.S. Space Force shall be involuntary transferred to the U.S. Space Force.
 - All military otherwise assigned may be transferred voluntarily, unless the Secretary of Defense determines that critical career fields, skills or experience require involuntary transfer.
 - In addition, the statute should provide additional authorities providing flexibilities in commissioning, relating to age and physical standards.
 - Civilians.
 - All civilians positions assigned to organizations or functions transferring to the U.S. Space Force shall be transferred to the U.S. Space Force. Civilians encumbering these positions will transfer with the position.
 - Qualified civilians in positions not otherwise assigned to a transferring function may be reassigned to vacant U.S. Space Force positions under new and current hiring authorities and provided incentives in accordance with existing law and policy.

Installations and Facilities. The following installations and facilities shall be transferred to the U.S. Space Force by statute:

- Peterson Air Force Base
- Schriever Air Force Base
- Buckley Air Force Base
- Los Angeles Air Force Base
- Vandenberg Air Force Base
- Patrick Air Force Base
- Cape Canaveral Air Force Station

- Clear Air Force Station
- Cape Cod Air Force Station
- Cavalier Air Force Station
- Thule Air Base
- Certain Missile Defense Agency Facilities
- Army Space and Missile Defense Command Facilities
- Navy Space and Naval Warfare Systems Command Facilities
- Army Garrison Kwajalein Atoll
- National Reconnaissance Office Facilities
- All Satellite Communications Support Centers, Wideband Satellite Communications Operations Centers, and Strategic-Tactical Entry Point Sites.

Military Personnel Incentives and Protections. The statute shall provide incentives for military personnel to voluntarily transfer to the U.S. Space Force from other military departments. In addition, statutory provisions protecting commissions and enlistment status, grade and service time, and rights and benefits, and special pays will be put in place.

Civilian Personnel Incentives and Protections. The statute shall provide appropriate relocation incentive authorities to employees encumbering transferred positions to incentivize acceptance. Similarly, the statute will authorize civilians in positions not transferred to be eligible for recruitment and relocation incentives. All existing Title 5 rights not explicitly amended by the statute will continue to apply to all civilian employees of the U.S. Space Force.

Transfer of Equipment, Records, and Liabilities. The statute shall include all authority to ensure a prompt and orderly transition of space forces to the U.S. Space Force.

Time Period for Transition. The statute shall require the establishment of the U.S. Space Force and transfer of space forces, facilities and commands within 24 months of its passage into law.

Mission Assurance. To ensure essential mission integrity throughout the U.S. Space Force standup and transfer process, the statute will provide authority allowing space programs, facilities, funding and operations assigned to the U.S. Space Force to be conducted by another service at the discretion of the Secretary of Defense until such time as the U.S. Space Force reaches full operating capacity.