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ON

DOES THE AIR FORCE TOTAL FORCE  
CHAPLAIN SERVICE'S MAP MATCH  
THE CURRENT TERRAIN?

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## Introduction

There is a graphic, true story about Ken Killip who was hiking in Colorado's Rocky Mountain National Park in August 1998 and, unfortunately, got lost. During his expedition he experienced rain, hailstorms, and extreme cold weather. He suffered numerous injuries including two sprained ankles, pulled muscles in his shoulder, and damaged ligaments and cartilage in his knees. Fortunately, he was rescued after being lost for five days. Edward Cornell, a psychology professor at the University of Alberta Edmonton, who specializes in studying the behavior of people who become lost, writes: "Whenever you start looking at your map and saying something like, 'Well, that lake could have dried up,' or 'That boulder could have moved,' a red light should go off. You're trying to make reality conform to your expectations rather than seeing what's there. They call that bending the map."<sup>1</sup>

The Air Force chaplain service is guilty of bending the map in its development of the Total Force chaplain service. There has not historically been a healthy integration between active duty chaplains and Individual Mobilization Augmentee (IMA) chaplains attached to active duty bases. The goal for this paper is to argue for the seamless integration of IMA chaplains and active duty chaplains so the chaplain service can successfully meet mission requirements now and in the future.

The chaplain service is still training and utilizing IMA chaplains under the Cold War scenario instead of small-scale contingencies of today. The current and future emphasis of a strong Air and Space Expeditionary Force (AEF) has changed the way business is done in the Air Force. With operational and personnel tempo increasing and the active duty chaplain service personnel numbers shrinking, the Air Force needs IMA

chaplains to help with this increased demand. This paper will address the key areas of the Total Force, AEF, readiness training, mentoring, communication, and survey results in an effort to understand how the IMA chaplain can be best utilized in today's Total Force.

To accomplish the task of having a unified Total Force chaplain service, it is essential to understand the Air Force Total Force origin and purpose. The Total Force in the USAF today is accomplished through the AEF. Without the support of the Reserve Component, the AEF would not be successful. Does IMA chaplain readiness training mirror the active duty, and are IMA chaplains trained and equipped to serve at home or deployed? For the Total Force chaplain service to be effective, IMA chaplains need to be mentored by their active duty counterparts. Are active duty chaplains mentoring IMA chaplains or is it merely a pipe dream? Are meaningful feedback sessions really occurring or is it a "pencil whip" exercise? Finally, clear communication is critical across the Total Force chaplain service to build a solid team. Communication is the underpinning for a successful Total Force chaplain service.

To get accurate feedback from the active duty chaplains and the IMA chaplains concerning the Total Force chaplain service, two surveys (Attachment One and Two) were completed through email or telephone interviews. Twenty-six active duty chaplains filled out attachment one covering all major commands except USAFE where there are very few IMA chaplains attached. Members from the staff of HQ Air National Guard and HQ Air Force Reserve Command were also included. It includes responses from Protestant and Catholic chaplains, male and female, staff positions at Major Commands, wing chaplains, deputy wing chaplains, senior Protestant chaplains and base chaplains.

The participants ranged in rank from Captain through Colonel. The objective was to get a good cross section of rank, commands, and faith groups where IMAs are attached. The majority of chaplains interviewed were IMA supervisors or indirectly responsible for them.

In addition to the active duty chaplain survey, twenty-nine IMA chaplains completed a different survey (Attachment Two), which covered similar questions. All major commands except USAFE and PACAF responded. An Air National Guard chaplain and IMA chaplains from Direct Reporting Units were included. The group covered both genders, Catholic and Protestant IMA chaplains, and three different racial groups. The rank varied from First Lieutenant through Colonel, with the majority of IMA chaplains being captains -- future chaplain service leaders. The results of these surveys will be shared in support of the thesis.

## **Total Force**

It is important to understand the origin and purpose of the Total Force concept. The Total Force idea first appeared in 1970 when Secretary of Defense Melvin R. Laird articulated his vision and said, "Concurrent consideration of the Total Force, active and reserve, to determine the most advantageous mix to support national strategy and meet the threat. A Total Force concept will be applied in all aspects of planning, programming, manning, equipping, and employing Guard and Reserve forces."<sup>2</sup>

In 1973 following the Vietnam War, Secretary of Defense Schlesinger implemented the Total Force policy to transfer missions from the active duty to the less-expensive reserves wherever possible. The Total Force policy was quite popular from an economic perspective and would force future presidents to mobilize the Reserve

Component when going to war. This would require presidents, unlike what President Johnson did in Vietnam, to get the explicit support of the American people and Congress before going to war.

In 1973, America was withdrawing from Vietnam. Our society was deeply divided and public opinion and political pressure called for a smaller military. The Cold War was still a present threat, so the Department of Defense created a twin solution: shift from the draft to an All-Volunteer Force, and use a Total Force policy. The solution gave the Air Force a higher quality force and larger force for a reasonable price. The majority of the Reserve Component had active duty experience. The average officer grade was Major and Technical Sergeant for the enlisted.

Between the inception of the Total Force policy in 1973 and the first real test of its efficacy in 1990 during Desert Shield/Storm, President Carter and President Reagan were very committed to the program. Both presidents ensured a substantial commitment of resources were given to the Reserve Components for new equipment. No longer did the Guard need to depend upon the active duty discarded equipment to perform their mission. The Reserve Component would be the first and primary source of augmentation for active duty during any contingency. On 22 August 1990 President George Bush implemented section 673(b) of Public Law 94-286 for the first time. It allowed him to call up to 200,000 reserves for not more than 180 days.<sup>3</sup>

The Total Force concept was very successful during Desert Shield/Storm. It proved the active duty and the Reserve Component could fight side-by-side. Three of the benefits of a Total Force are a larger pool of resources, cost efficiency, and the Guard and Reserve are Air Force ambassadors to the American people – a closer civil/military

relationship. The Air Force has enjoyed twenty-nine years of successful integration of the Total Force, but the future demands process improvements in order to achieve the six core competencies of Joint Vision 2020: Air and space superiority, precision employment, global attack, rapid global mobility information superiority, and agile combat support. Total Force is integral to the success of Joint Vision 2020.

In 1997, Secretary of Defense William Cohen stated his desire for a seamless integration of the Total Force. His memorandum addressed the need to eliminate all structural and cultural barriers. Some of the barriers identified included a lack of trust on both sides and a lack of confidence in Reserve Component capability by the active duty – the second-class-citizen syndrome, as well as, inadequate and ineffective coordination and communication between active and Reserve Components. Other barriers inhibiting Total Force were a lack of coordinated Total Force approach in developing and implementing training and military education, and inappropriate disparities in benefits among active, Guard and Reserve forces.<sup>4</sup>

The Total Force policy requires reservists to play a continuous role in both wartime and peacetime operations. Gone are the days when reservists are considered “week-end warriors” and strategic reinforcements. Reservists are called to make a difference in their training and manning assistance. Readiness demands a force, which is prepared to respond quickly and efficiently. No longer are reservists just waiting in the wings to augment the active force.<sup>5</sup> Is the Air Force chaplain service integrating the IMA chaplains into the main stream of the AEF mission? Or are they still seen and treated, as “backfill” like during the Cold War?

One of the “Top 20” issues of the combat commanders is to equip and train the Reserve Component at levels closer to the active duty. Yet IMA chaplains are not fully trained for deployment during an AEF. IMA chaplains need equivalent training if there is to be a seamless Total Force chaplain service. It would eliminate the excuse that IMA chaplains cannot be deployed for AEFs because they are not sufficiently trained. It is time the active duty and IMA chaplains become better integrated and a stronger Total Force. It is time to create a new map that aligns properly with the current terrain.

### **Air and Space Expeditionary Force**

With the Cold War behind us, 45% fewer active duty Air Force personnel (650,000 to 358,000), and two-thirds less overseas bases, the United States Air Force changed its force structure in 1999 to the Expeditionary Air and Space Force (EAF). This enabled the Air Force to meet the 1997 National Military Strategy to “*shape* the international environment, *prepare* our forces for the future, and *respond* to crisis when and where our interests require.”<sup>6</sup> The EAF concept recognized the Air Force’s global mission and the vital role the Air Force would play across a full spectrum of military operations. The Air and Space Expeditionary Force (AEF), the fundamental element of the EAF, is a very flexible force presentation system tailored to respond rapidly to support any crisis, anytime, anyplace in the world. With a shrinking active duty Air Force, the AEF relies on critical help from the Air National Guard (ANG) and the Air Force Reserve.

One of the pillars of the AEF is a strong Total Force through the integration of the Reserve Components and the active duty force. Phrases like “they are only reserve or guard” have no place in our new Air Force. For the USAF Chaplain Service to be a

viable contributor in the AEF culture, it will need to make changes as well. Using the Reserve Component chaplain service for home sustainment and deployments is foundational. The challenge is, “How to meld the Reserve Component chaplain service into the Air and Space Expeditionary Force?”

To answer this crucial question, an understanding of the AEF is necessary. AEF originated as a result of shifting national strategy from containment to global engagement; a consequence of going from a bipolar world during the cold war to an unstable world dominated by regional instability. It required the Air Force to deploy forces four times more frequently than during the Cold War. “Before the implementation of EAF, the Air Force was sized for major theater war but tasked to perform small-scale contingencies. This mismatch between configuration and mission resulted in shortfalls in some capabilities.”<sup>7</sup> Is it possible this may be happening in our Total Force chaplain service through a bending of the map?

The AEF requires forces that are rapidly responsive, trained and ready, modern and capable, lean and agile. One of the hallmarks of the AEF is it provides predictability and stability, which allows personnel to schedule training, education and family activities. Predictability and stability enhances retention in the Air Force and improves the quality of life for the military personnel and their families. The AEF helps cut optempo and allows our troops to spend more time at home.<sup>8</sup>

The idea of an expeditionary force is not a new concept. During World War I, the formation of the Air Service, American Expeditionary Forces was created to support France.<sup>9</sup> The Navy and Marines have been structured as an expeditionary force for decades. The word expeditionary means “sent on military service abroad.”<sup>10</sup> The AEF is

about force management-- using limited Air Force resources to meet the demanding requirements of the theater commander.

There are 10 AEFs having similar capabilities such as fighter and bomber forces, airlift and tanker forces, tactical leadership, and combat support. Each AEF draws forces from across the Total Force, including the ANG and Air Force Reserve, to distribute the load more evenly and minimize disruption in home base operations. Each of the AEFs have a lead wing. There are approximately 10,000-15,000 people and 150+ total aircraft for each AEF. The AEF deployment period is 90 days. During that time, two AEFs are deployed forward or remain on call at home. The total AEF cycle is 15 months and has four different internal periods: normal training and exercises (8 months); spin-up/deploy preparation (3 months); deployment/on call (3 months); and recovery/reconstitution (1 month). The AEF offers a greater balance and excellent force management of our Total Force while meeting the national security challenges of the 21<sup>st</sup> Century.<sup>11</sup>

It is also important to understand how critical the Reserve Components are to the success of the AEF. When General Ryan was Chief of Staff of the Air Force, he made it very clear how important the ANG and Air Force Reserve are by stating: “The AEFs will provide the Air Force, the war fighting commanders and the nation three things: 1) known, rapid response capability tailored to support operations across the spectrum of crises; 2) predictability and stability across the force improving morale and retention of high-quality people, and 3) further integration of the special partnership between active, guard and reserve forces.”<sup>12</sup>

On 20 September 2002 following a lecture at Air War College by a MAJCOM Commander, a student asked, “What are the future roles of the Reserve Component in

your command?” He answered, “Total Force is part of our deal. I push Total Force as much as I can. It’s an important part of the day to day mission.”<sup>13</sup> I heard a General Officer share similar words as the commander of the Air Force Crisis Action Team in the Pentagon following the terrorist attack on 11 September 2001. He said, “Without the ANG and the Reserve, we could not get our mission done.” So the Reserve Components are not only critical for the AEF, they’re essential for the Air Force to accomplish its mission.

To continue to be relevant and effective, the ANG and Air Force Reserve must be able to support real-world contingencies. According to the “Reserve Component Employment Study, 2005” an increase in Reserve Component participation in small scale conflicts will occur through the Expeditionary Air and Space Force concept. The AEF depends upon using a broad range of ANG and Air Force Reserve capabilities.<sup>14</sup>

The integration of the ANG and the Air Force Reserve into the AEF is necessary for the success of the Air Force mission. Before Desert Shield, the Guard and Reserve served just under one million duty days a year. From 1996-2001 the ANG and Air Force Reserve supported the active duty with between 12.5-13.5 million duty days per year.<sup>15</sup> These numbers reflect the large number of guard and reserve working in unison with the active duty before 11 September 2001. During Operation Enduring Freedom (OEF) and Operation Noble Eagle (ONE), the number of active duty days performed by the ANG and Air Force Reserve climbed even higher. Today the Reserve Component represents 50 percent of our Air Force capability. As of 28 August 2002, the total Air National Guard and Air Force Reserve still on active duty in support of OEF and ONE were 26,348.<sup>16</sup>

Not only are the Reserve Components important to the success of the Air and Space Expeditionary Force, but the ANG and Air Force Reserve also benefit from participating in AEFs. Volunteerism, the willingness of personnel to deploy and/or continue serving the military needs of the nation, is critical for the ANG and Air Force Reserve participation in anything short of a total mobilization. Just like the active duty, the ANG and Air Force Reserve gain from the predictability and stability the AEF offers. Through a more predictable schedule, the reservist and guardsman will be able to keep employers informed of deployments well in advance. This is an enormous improvement for the Reserve Components. Employers feel violated by last minute deployments that disrupt lives and businesses. The AEF allows families and employers to anticipate and plan more effectively. This is absolutely essential for the reserve and guard precisely because many personnel left active duty to pursue a more stable lifestyle for themselves and their families. Filling AEF slots with volunteers is the preferred methodology of the ANG and Air Force Reserve. To quote Lt Gen Sherrard, Commander of Air Force Reserve Command, this “reduces the stress on our reservists and their families, as well as employers. It’s the best way for us to operate. I will do everything I can to fill our requirements using volunteers.”<sup>17</sup>

How does the Reserve Component chaplain service fit into the Air and Space Expeditionary Force? Is there a natural fit? Is the chaplain service structured to allow for maximum participation and support in the AEF? Is there a healthy blend between the active duty chaplain service, the ANG, and Air Force Reserve chaplain service? The current plan has the ANG chaplains and unit reserve chaplains deploying with their units, which is great for unit integrity. While this 15-day rotation may work best for the ANG

and Air Force Reserve, it plays havoc on continuity at the deployment site. One of the purposes of the chaplain service is to encourage higher morale. Two-week tours do not enhance morale. This also defeats one of the pillars of the AEF, which is to add stability. Instead of one chaplain deploying for 90 days, six different chaplains rotate during a 90-day cycle.

Ch, Lt Col Dwight Braswell, the chaplain in charge of readiness at Headquarters Air Combat Command and the chaplain service functional manager at the AEF Center said, "Most commanders don't want a chaplain for only 15 days. They prefer a 30 or 45-day rotation." According to Braswell, almost every chaplain after-action report from an AEF rotation suggests moving from 15-day to 30-day tours or more. The wing commanders and wing chaplains are very frustrated with the current system of short 15-day tours for ANG and reserve chaplains. The lack of continuity is a detriment to ministry and good morale at a deployment site. In fact, commanders at three sites have refused to accept chaplains for 15 days.

Col Fred Rauch, the commander at Eskan Village from June 2000-2001, agrees with Chaplain Braswell's assessment. Although the majority of ANG and Air Force Reserve personnel were well trained, mature, and a welcomed addition, he felt there was too much turnover with a 15-day tour. There was an excessive amount of time lost and a huge orientation drain. Out of 15 days, you can only expect to receive 10 days maximum of good work. Col Rauch also mentioned there are certain career specialties where short 15-days deployments really hurt continuity. He cited chaplains, specifically. This was not as critical with technicians such as plumbers and electricians. Ideally these positions would not be one deep but offer overlap for continuity. He said that short tours of 15

days played havoc on productivity and morale. Col Rauch's vote is for a 30-day minimum deployment with five days overlap. The general consensus appears to be the EAF concept works best if the system is not strained through short tours of 15 days.

If chaplains are an important part of the Expeditionary Combat Support team along with the medics, civil engineers, lawyers, security forces and other career fields, then 15-day tours need to be an exception to the rule rather than the norm. Air Force Instruction 10-400, "Aerospace Expeditionary Force Planning Document," explicitly refers to the Air Reserve Component in 4.2.3 by stating, "During each AEF cycle, one or both AEFs will have force elements provided by ARC units. The ARC fills the 90-day commitment, or portion of a rotation, by teaming units and personnel, and rainbowing equipment. Specific methodology for meeting this objective is managed by the ARC."<sup>18</sup> Although 15 days seem to be acceptable per the Air Force instruction, it is in the best interest of the Air Force to deploy reserve and guard chaplains for at least 30 days.

One of the subjects General John Jumper, Chief of the Staff of the United States Air Force, asked the students currently attending Air War College to tackle is, "How do we get the entire Air Force into the rhythm of the AEF?" Breaking this question down to a sub-component level, the question becomes: "what is the best way to meld the chaplain service into the AEF? Perhaps one way is through changing the number of required training days.

There are many Air Force Reserve and ANG chaplains who would volunteer for longer deployments if the system changed. In *Title 10, United States Code—Armed Forces, Section 10147*, the number of training days authorized for ANG and unit reservists (14 Annual Training Days and 24 Inactive Duty Training Days) was

established during the Cold War era.<sup>19</sup> At this time the reserve was kept ready in case of a World War III. They were used very little by the active duty. Now with the dawn of the Air and Space Expeditionary Force, Reserve Components are heavily tasked by the active duty in support of AEF and the Total Force. Perhaps it's time to rethink training and funding for the ANG and Air Force Reserve. In order for Air Reserve Component (ARC) chaplain service personnel to consistently serve longer than 15 days during an AEF or other deployment, *Title 10, Section 10147* needs to be changed.

This is not only true for the ANG chaplains and unit reserve chaplains but also for Individual Mobilization Augmentees (IMAs) chaplains who receive 12 Annual Training (AT) days and 12 Inactive Duty Training (IDT) days. IMA chaplains are attached to active duty bases to directly support the active duty chaplains in their mission. Currently IMAs are seen as a resource for home sustainment rather than deployment for the AEF. This is partly because of the old stigma "they are just reservists" and are not fully trained. Another MAJCOM/CC said, "The key is to have the right blend with active duty and reserve. It's the mindset of 'Here comes the reserve.' We don't have that feeling. We see them as equal partners."<sup>20</sup> By training and deploying IMA chaplains, reservists have the opportunity to expand their ministry, while providing stability for the active duty chaplains and their families. Why two personnel moves instead of one? This would save money by reducing two separate moves to one.<sup>21</sup>

There are currently several IMA chaplains who want to volunteer for longer deployments. They have a positive attitude and bring excellent skills, talents and expertise. Although doing home sustainment is still an important part of their mission, deployment integration needs to be improved. If the prevailing thinking is they need

more training to be equivalent to the active duty, then let the training begin. Not using this critical resource to its full potential is damaging to the IMA and to the Total Force chaplain service.

Since the active duty chaplain service is fully integrated into the EAF/AEF structure, IMAs should follow suit. As Ch, Col Cecil Richardson, ACC/HC said, “IMAs should be assigned to an AEF just like active duty chaplains. They should train when their AEF trains and they should be especially ready for call up (to backfill or even deploy) when their AEF is vulnerable to deploy. In my opinion, IMAs should be on the same ‘train, deploy, reconstitute’ rotation.”

If the IMA chaplain service is realigned for better integration with its active duty counterparts in the AEF, then the requirements of 12 Annual Training (AT) days and 12 Inactive Duty Training (IDT) days needs revision. The Air Force is no longer training in a Cold War environment, so why does the archaic number of training days still apply? *Title 10 United States Code ---Armed Forces* for ANG and reserve unit personnel and *AFMAN 36-8001* requirements for IMAs need to be changed. It is not fair to ask our reserve and guard personnel to be part of the AEF and Total Force without proper training and funding. This is like forcing a square peg in a round hole or forcing an old map to match new terrain.

One suggestion to solve this incongruence is to offer the IMA chaplains a tiered participation program with two options. One for those who want to stay as traditional reservists doing the current number of training days (12 AT days and 12 IDT days). Attach them to bases that are supporting the AEF where they agree to backfill during the AEF 90-day rotations. Encourage them to do all 24 training days together or whatever

works best for the active duty. The second plan is for the IMA chaplains who want to participate more than the minimum 24 training days a year. They would do 14 AT days and 24 IDT days plus 30 Military Personnel Appropriation (MPA) days for deployment or home sustainment purposes. Currently all Reserve participation in an AEF is done on MPA days for accounting purposes rather than Reserve Personnel Appropriation (RPA) days used exclusively for training.

When Royal Air Force Group Captain Dave Fidler briefed an Air War College seminar about the reserve component of the British armed forces, he mentioned their system includes several options for reservists. One option, “Full-Time Reserve Service,” is parallel to our Active Guard Reserve (AGR), contracted for 6 months to four years to work hand-in-hand with the active duty. The second option, “Part-Time Volunteers” do two weeks of training plus weekends, very similar to our Unit Reservists and ANG. This includes 47 days of training per year in which there exists tax-free bounty once 27 days of training is completed. The third option, “Royal Auxiliary Air Force” is somewhat parallel to our IMA program as these reservists augment the active duty and are specialists, and not part of a reserve-flying unit.

Besides offering a tiered participation program for reservists, redistributing the IMA chaplain service is crucial for a true alignment in the AEF. To accomplish Chaplain Richardson’s idea of realigning the IMAs to best meet the AEF mission, it is imperative to redistribute the attachment of our IMA chaplain service. The IMA chaplain service is currently attached to bases that are geographically as close as possible to the IMA’s residence. This serves two purposes; it keeps the travel cost to a minimum, and it is very convenient for the IMA. Under the AEF concept it is not logical to have IMAs do their

training one-day a month at their convenience. They need to consolidate their training into blocks of time when AEF training occurs. This will require advance planning by the IMA in coordination with the active duty staff and the IMA's employer.

To allow the IMA chaplains to make a significant contribution in the AEF structure, it is critical to attach them to the lead wings or bases in direct support of the AEF. The lead wings are:

- Hill AFB, Utah
- Dyess AFB, Texas
- Elmendorf AFB, Alaska
- Royal Air Forces Lakenheath, United Kingdom
- Davis-Monthan AFB, Arizona
- Shaw AFB, South Carolina
- Barksdale AFB, Louisiana
- Ellsworth AFB, South Dakota
- Cannon AFB, New Mexico

### **Langley AFB, Virginia<sup>22</sup>**

With this concept, IMA chaplains may have to travel 1000 miles to their base of attachment. This will require them to train in concentrated blocks of time. It is actually more productive for the active duty chaplain service and less disruptive for the civilian employer for IMA chaplains to train for two weeks or more at one time.

The most important reason for attaching the IMAs to bases supporting the AEF is continuity. If a reservist is deployed during an AEF rotation, he will know many of the military personnel deployed from the same base. It also allows for follow-up ministry after the deployment. If a reservist does home sustainment, there is also continuity of knowing the people. This makes a 15-day tour of performing home sustainment during an AEF relevant and produces team cohesion with other chaplain service members. It provides the reservists with a specific focus and purpose for serving. They are no longer

a “lone ranger” but a key member of the chapel team. It is no longer a “we-they” quagmire, but “we need each other.” Both sides bring unique gifts and skills to the table to make a win-win approach possible. But to make this a reality, positive changes need to occur. This kind of synergy can be a significant force multiplier as Total Force chaplain service personnel work and minister together to support Air Force members and their families, at home and deployed.

### **Readiness Training**

To accomplish the task of having an effective Total Force chaplain service through the proper use of IMA chaplains during AEF, proper training is imperative. Too many times the excuse that is given for why IMA chaplains cannot deploy during AEF is because they are not trained. Ensuring IMA chaplains receive the same training given to active duty chaplains is critical if this paradigm is to change.

According to Air Force Instruction 52-104, “Chaplain Service Readiness”, “The Chaplain Service (CS) plans, organizes, trains, equips, and sustains a corps of chaplains and Chaplain Assistants in order to provide opportunities for the free exercise of religion through worship observance, pastoral care, and advice to leadership in a readiness environment.”<sup>23</sup> This Air Force Instruction specifically states the source for all UTC classification, for deployment purposes, is “Active, Reserve and Guard.” ANG chaplains and AFRC Category A unit chaplains normally deploy with their units during peacetime and contingencies. The IMA chaplain is used by the chaplain service to meet mission requirements. It states “IMAs are deployed IAW AFH 10-416 (Personnel Readiness and Mobilization).”<sup>24</sup> The instructions make HQ ARPC/HCP responsible for administrative

tracking of the IMA chaplains to ensure they are properly trained and not the first wave forward deployed.

There are three different Chaplain Service Readiness Training Phases:

Phase 1—The Chaplain Service Institute provides the Basic Chaplain Course training which includes a field exercise called Silver Flag training.

Phase 2 – The Wing Chaplain will provide training where the IMA is attached.

Phase 3 – This is conducted by MAJCOM level or higher such as the ACC Expeditionary Readiness Training (ExperRT) and the Air Mobility Warfare Center Phoenix Readiness programs.<sup>25</sup>

Active duty chaplains are required to attend these courses, but IMA chaplains are not allowed to attend because the IMA chaplains are still seen as backfill assets and not deployable.

In a recent *Chief's Sight Picture*, General Jumper, USAF Chief of Staff of the Air Force, said, “The Air Force continues to embrace and solidify our AEF rhythm, mindset, and culture. Today’s deployable UTCs now include over 100,000 new USAF members, and we have improved the training and packaging of our AEF resources”<sup>26</sup> These should include assigning IMAs to an AEF UTC.

In order to have an outstanding Total Force chaplain service, IMA chaplains need to be trained to the same standards of active duty chaplains. Until this occurs, IMA chaplains cannot mirror active duty chaplains, and the Total Force chaplain service suffers. The chaplain service map cannot match the new terrain of the AEF without these important training changes.

## Mentoring

Another important pillar of the Total Force chaplain service is for active duty chaplains to mentor IMA chaplains. General Jumper, Chief of Staff of the Air Force, said, “At CORONA Fall we adopted a new vision for how we work with the most important resource we have, all of you. As we transform our Cold War structure into an Air and Space Expeditionary Force, it follows that we transition the way we train, educate, promote, and assign our Total Force. We intend to develop leaders who motivate teams, mentor subordinates, and train successors.”<sup>27</sup> If the Total Force is going to be successful, mentoring, according to Gen Jumper, must happen effectively. How are active duty chaplains mentoring IMA chaplains to create a seamless Total Force chaplain service? Is it a concept or is it reality? To have a successful Total Force chaplain service, good mentoring is imperative.

Air Force Policy Directive 36-34 states, “Mentoring is a fundamental responsibility of all Air Force supervisors. They must know their people, accept personal responsibility for them, and be accountable for their professional development. The goal of mentoring is to help each person reach his/her full potential, thereby enhancing the overall professionalism of the Air Force. A mentor is defined as ‘a trusted counselor or guide.’ Mentoring, therefore, is a relationship in which a person with greater experience and wisdom guides another person to develop both personally and professionally.”<sup>28</sup>

The Air Force expects mentoring to be an integral part of developing future leaders. It is not an optional program but is foundational for the future success of the Air Force. Mentoring covers a wide range of areas including career guidance, professional

development, and Air Force core values. At a very minimum, mentoring should be a part of the performance feedback session.

The origin of the word “mentor” comes from the Greek poem, *The Odyssey*. When Odysseus was planning to leave for the Trojan War, he realized his only adolescent son needed to be coached on becoming a king. He hired his trusted friend named “Mentor” to be his son’s tutor while he was fighting the war. A mentor is both sensitive and wise—two key ingredients of being a good mentor.<sup>29</sup>

Active duty chaplains have the responsibility of mentoring other active duty chaplains and also mentoring IMA chaplains who are an important part of their team. By mentoring IMA chaplains, active duty chaplains will cultivate a valuable resource to enhance mission accomplishment. If mentoring does not take place, IMA chaplains will not be as effective and their talents will not be utilized to the fullest. In order for the Total Force chaplain service to reach its full potential, a vibrant mentoring program must exist across the active/ARC spectrum.

One of the tasks from the Chaplain Service Strategic Plan is Task 2.2.2.:“Develop and maintain a mentoring program to facilitate professional development.”<sup>30</sup> From the same Chaplain Service Strategic Plan there is a section entitled “Strategic Environment: Strategic Issues Identified.” It asks the question, “How can the Chaplain Service better integrate Active and Reserve Components to meet the needs of the Chaplain Service?” Mentoring is one very positive avenue to increase the integration of the Active and Reserve Components.

Global Ministry—Vision 2020 states the Air Force Chaplain Service Vision. “A professional Chaplain Service, building upon its rich diversity by shared experiences,

mentorship, training, to promote a vibrant, spiritually healthy Air Force community.”<sup>31</sup> Mentoring is very central to the Air Force Chaplain Service vision and the success of a future Total Force chaplain service.

A great example of mentoring is the following true story. “When I was fresh out of law school, I went to work for a large law firm. One of the partners I was assigned to would give me and other new lawyers what seemed like dauntingly complex work assignments. When we expressed ambivalence about taking on these assignments because we feared making mistakes, the partner would reassure us, saying, ‘Don’t worry. There is no mistake you can make that I can’t fix. I think it is much more important that you have this learning experience.’ Needless to say, we all learned an enormous amount by working for this man.”<sup>32</sup> Here is a poignant story of how to develop the troops through excellent mentoring. Sometimes it may be easier to do the job yourself, but what kind of personal and professional mentoring occurs by not trusting others to do the job? If the active duty chaplains are not mentoring IMA chaplains to become more competent, the Total Force will suffer.

What is mentoring in the chaplain service? “The Chaplain Service defines mentoring as the intentional, focused nurturing (formal and or informal) of a less experienced chaplain by a more skilled, seasoned chaplain with the mutually agreed goal of having the less experienced chaplain acquire pertinent knowledge and develop key skills to become the very best officer and clergy possible. Mentoring is ‘intentional’ – a concerted effort is made on the part of the mentor and protégé to meet, discuss and interchange ideas and experiences.”<sup>33</sup> Mentoring is an ongoing process, which takes time but reaps great rewards for the Air Force and the individuals experiencing the process.

## **Communication**

Clear communication is vital to a seamless Total Force chaplain service. One of the four Chaplain service goals included in “Global Ministry: A Vision for the 21<sup>st</sup> Century” talks about communication. It says, “Create an environment where information flows freely and where changes in strategy, policy, and guidance are fully understood and implemented.”<sup>34</sup> Sometimes communication sent out to the active duty chaplains that affects IMA chaplains never reach the reserves. IMA chaplains are an important part of the Total Force chaplain service and need to be kept informed on a regular basis. Communication flow must reach every corner of the chaplain service: active duty, Reserves and ANG. Excluding any leg of the tripod hurts the Total Force chaplain service. Not sending IMA chaplains the same tool or handout given to the active duty also sends the wrong message. To have a vibrant Total Force chaplain service, information flow must include all members of the chaplain service.

### **Survey Results—Active Duty Chaplains**

The purpose of the surveys was to discern critical information regarding the Total Force chaplain service. It was broken down into three key areas: Personal, Training; and Mentoring. This report will first cover the results of the survey given to 26 active duty chaplains (Attachment Three).

The first set of training questions were designed to determine if IMAs are receiving adequate training in areas required for active duty: annual weigh in, cycle ergometry, chemical warfare training, self-aid and buddy care training, shot records and physical exams. In this area, there was a mixed response with some indicating that training was being conducted. The majority, however, were not sure, and far too many

said they were not being trained. The next question, “What kind of training should be offered to IMAs for home sustainment?” Their answers included chaplain fund policies, contracts, weddings, funerals, religious education and readiness training. Being trained in the AEF concept and Total Force concept were also mentioned. The desire to receive senior faith group or senior leadership (Wing Chaplain) training was also mentioned. Supervision was also highlighted as a concern. IMAs should rate other IMAs. Still others recommended IMA chaplains receive the identical training that active duty chaplains get.

The survey shows two-thirds of the active duty bases have training programs in place to ensure the readiness of IMA chaplains. The other one-third of the bases are working to implement a readiness training program for IMA chaplains. Active duty chaplains said, almost unanimously, they would be willing to support more IMAs being attached to their base to support AEF home sustainment or deployment. At some bases the active duty chaplain staff was less than 50% manned during AEF deployments. The final training question asked, “If the funding law was changed to increase the number of training days and man-days for IMAs, could you use their support especially for AEF?” Active duty chaplains answered 100% YES with exclamations!!!

Regarding the mentoring questions, approximately 50% of active duty chaplains said IMAs were receiving annual feedback sessions. The rest said “not sure” or “no”. The response was similar with respect to mentoring in general. There was a general feeling mentoring should happen, but that active duty chaplains are often too busy. The final question to active duty chaplains was, “How can active duty chaplains better utilize IMA chaplains?” Answers varied from keep everyone in the communication loop, use

IMA chaplains for deployments, align IMA chaplains in the AEF, send them to the same training as active duty, prepare them to take over active duty positions better, and closer coordination with IMA chaplains. Other active duty chaplains suggested to utilize them in all areas of base ministry, incorporate them into the chapel team with seamless effect, clearer guidance for IMA chaplains on how they can best support the mission, give them real projects not busy work, integrate them into all the AD training requirements, and ensure job descriptions are relevant and current.

Ch, Col Steve Frick, Director of the Chaplain Service Institute at Maxwell AFB, summed-up the overall feeling regarding the importance of IMA chaplains in the Total Force chaplain service by saying, “Air Reserve Component personnel must be trained and utilized just like the active force. The laws and rules must be changed to reflect the current reality. Times have changed. The Chaplain Service must change as well if we’re going to be integral to mission accomplishment in the future.”

### **Survey Results—IMA chaplains**

A different survey was emailed or given over the telephone to 29 IMA chaplains (Attachment Two). Although this survey was slightly different, the three main areas -- personal, training, and mentoring -- were identical. The results of this survey can be found in attachment four. Almost 100% of IMA chaplains were current regarding their annual training requirements: weigh-in, cycle ergometry, chemical warfare training, self-aid buddy care training and Preventative Health Assessments. The majority of IMA chaplains received Phase One readiness training, Silver Flag during the Basic Chaplain Course. None had been to Phase Three training at Silver Flag Alpha or Phoenix Readiness. The reason IMA chaplains did not attend these readiness training courses was

because they were not invited. When asked if interested in attending these courses in preparation for deployment, almost 100% answered “yes”.

In response to the question, “Has the AD adequately prepared you to do home base sustainment?” The majority of IMA chaplains answered “yes” but some felt the process was too dependent on the inclination or commitment of individual supervisors and Wing Chaplains. Others felt the training was not prescriptive enough. They received no formal training but needed to ask lots of questions and figure things out on their own. The next question asked, “Would you be willing to support an AEF deployment of 30 days or more if you knew 15 months in advance?” Almost all the IMA chaplains responded affirmatively to this question. There were two “maybe” and two “no” answers of 29 IMA chaplains due to current job conflicts.

Another training question asked, “If the funding law was changed, how many more days a year would you be willing to serve?” There was a wide range of responses to this question. Four responded they could not serve any more days currently because of their civilian job but expressed interest in the future. Several said 10-20 additional days a year. Approximately 65% voted for 30-60 additional days a year. In response to the question whether they would be interested in a dual participation track, the majority were very interested. This would allow those who wish to stay on the same training track due to heavy civilian job commitments to do so, and others who desire to spend more time serving in the Air Force the flexibility to increase their training days and manning assist tours.

Under mentoring, the majority of IMA chaplains received a feedback session within the last year. Two received a feedback session within 2-3 years. One said,

“never”, and one responded he had to seek it out. When asked, “Do you feel you need mentoring?” six responded “no”, a few mentioned it was happening informally. Those who responded, “yes” said they needed mentoring in global ministry, areas of higher responsibility, career progression, and promotion issues. Many of the IMA chaplains mentioned they were currently mentoring other IMA chaplains.

Finally, under “other comments,” one of the IMA chaplains summed-up the general feelings by saying, “Allow IMA chaplains to go forward and deploy. It is often easier for my civilian employer to release me from work if I’m being deployed rather than just backfilling in CONUS. Make sure we have orders as it provides us the “top cover” to be released from work.”

### **Conclusion/Recommendations**

The Total Force chaplain service has many strengths, but work needs to be done to meet current and future requirements. The temptation is to bend the map to match reality rather than to change the chaplain service to match the new terrain of the Air and Space Expeditionary Air Force. The current and future emphasis of a strong Air and Space Expeditionary Force has changed the way business is done in the Air Force. With operational and personnel tempo increasing and the active duty chaplain service personnel numbers shrinking, we need the Reserve and Air National Guard to accomplish the chaplain service mission.

In order for this to occur, I offer five recommendations to help create a seamless Total Force chaplain service. First, *Title 10, United States Code- Armed Forces, Section 10147* and *AFMAN 36-8001* need to be changed to give the Reserve and ANG chaplain service the proper funding to support the AEF mission and operation. Part of changing

*Title 10, Section 10147 and AFMAN 36-8001* is to create a “Dual Track” participation system. A dual track is an excellent tool to allow IMA chaplains to maximize their participation efforts. It also offers flexibility for IMA chaplains to balance civilian work load and Air Force needs, and creates outstanding support to active duty chaplains to help offset the high operation and personnel tempo.

Second, attach more IMA chaplains to bases that are directly involved in supporting the AEF. Mirror active duty and ARC training to ensure better AEF support for either home sustainment or deployment. Assign IMA chaplains to an AEF just like the active duty personnel. Everyone wins when reservists are an integral part of a chaplain staff and have a clear purpose for training and ministry. Organize, train and equip ARC personnel to deploy based on current requirements and resources. The active duty chaplain service wins by having a dynamic reservist team where the home base and deployment burden is shared and the subsequent synergy benefits the entire Air Force community.

Leaving the training and structure as status quo defaults to the old Cold War system and does not match the current AEF terrain and culture. Survey results indicate that active duty chaplains would welcome more IMA chaplains assigned to their bases. The majority of IMA chaplains are willing to do more training and man days in support of AEF as well. It is absolutely critical for an effective Total Force chaplain service to embrace this change to meet the needs of the Air and Space Expeditionary Force and the Air Force mission.

Third, train IMA chaplains to the same training standards as active duty chaplains. Both IMAs and active duty chaplains begin their Air Force career with the same

education and training requirements. They attend Commission Officer Training and Basic Chaplain Course, which includes a Silver Flag readiness training exercise. Some of the active duty chaplains attend Silver Flag Alpha and Phoenix Readiness. The IMA chaplains do not currently attend these training courses. Survey results clearly indicated IMA chaplains want advanced readiness training so they can serve more effectively in support of an AEF or other deployments.

Fourth, mentoring IMA chaplains is foundational to making them part of the Total Force chaplain service. There is no better way to encourage IMA chaplains to be highly productive team members than mentoring them. Yes, it requires commitment and it is time consuming. But IMA chaplains are great force multipliers and mentoring will always pay enormous dividends. Winston Churchill, speaking of reservists of all nations, called them “twice the citizen.”<sup>35</sup> The IMA chaplains are a great resource for the Total Force chaplain service.

Lastly, communication needs to include IMA chaplains. When letters that affect IMA chaplains are sent to the active duty community, send the same memo to the IMA chaplains. If active duty chaplains are given a book or tool for training, IMA chaplains should be put on the same mailing list. Keeping IMAs in the communication loop sends a very positive signal that they are an important part of the team.

It is easy to bend the chaplain service map to match the current AEF terrain without fully integrating IMA chaplains. It is easy to say we are a Total Force chaplain service in theory than to demonstrate it in practice. By implementing these recommendations, we will begin the process of re-drawing a very different map and creating a Total Force chaplain service that will effectively meet mission requirements

now and in the future. As Gen Jumper said, “We need to understand how we will do business in the future. Our job will be to deploy and everything we do needs to be geared in that direction. Our training at home will be to prepare to deploy in the AEF. Our Air Force mindset will have to change.”<sup>36</sup>

The chaplain service cannot afford to allow 25% of its resources, the IMA chaplains, to continue to train under a Cold War scenario. Chaplains are to be “visible reminders of the Holy, and support directly or indirectly the free exercise of religion by all members of the Military Service, their dependents, and other authorized persons.”<sup>37</sup> By becoming a seamless Total Force chaplain service, active duty chaplains win, IMA chaplains win, and above all the people they serve are the real winners.

Former Chief of Staff of the Air Force, General Michael E. Ryan, summed-up the ultimate goal of Total Force by saying, “...a future where we no longer have to say “Total Force”... We are the United States Air Force and that says it all!!!”<sup>38</sup> May that be said of the chaplain service as well.

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<sup>1</sup> Laurence Gonzales, “Beyond Lost.” *Reader’s Digest* (June 2002), 104.

<sup>2</sup> *Total Force Policy and the fighter Force* (Montgomery: Air University Press, April 1995), 34.

<sup>3</sup> *Ibid.*, 35.

<sup>4</sup> Terrence M. O’Connell II, “The Year of Total Force Integration.” *The Officer*, January/February 1999, 38.

<sup>5</sup> Gen Colin L. Powell, “Guard and Reserve: Making a Difference.” *The Officer*, February 1993, 136.

<sup>6</sup> Hon. Charles L. Cragin, “Milestones on the Road to Integration.” 26 June 2000, 1, On-line. Internet, 25 Sept 2002. Available from <http://defenselink.mil/ra/documents/articles/ROAOfinal.htm>.

<sup>7</sup> Staff Sgt. Leslie McCoy, “The EAF, Time has Come for New Way of Doing Business.” *Citizen Airman*, October 1999, 3.

<sup>8</sup> Maj Gen Larry K. Arnold, “Evolving to an Expeditionary Air Force.” Oct 1999, n.p. On-line. Internet, 04 Oct 2002, Available from [www.dtic.mil/ndia/warfare/arnold.pdf](http://www.dtic.mil/ndia/warfare/arnold.pdf).

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<sup>9</sup> Allen R. Millett and Peter Maslowski, *For the Common Defense*, (New York: The Free Press, 1984), 370.

<sup>10</sup> Air Force Link, "An Introduction to the Expeditionary Aerospace Force." Oct 1999, n.p. On-line. Internet, 18 Oct 02. Available from <http://www.af.mil/eaf/intro.shtml>,

<sup>11</sup> *Detailed Concept Paper: Aerospace Expeditionary Forces* (AEFs), HQ USAF/XOPE EAF Implementation Div., 3 January 2000.

<sup>12</sup> Michael E. Ryan, "The Inspector General TIG Brief." Jan-Feb 1999.

<sup>13</sup> "Jones Auditorium Lecture/Speaker, Sept 2002."

<sup>14</sup> United States. Joint Chiefs of Staff, "Reserve Component Employment Study, 2005." AUL DOCS AULDOC M-U 42215-168, September 2, 1999.

<sup>15</sup> "National Guard, Reserves ease strain of shrinking active duty force." March 23, 2001, On-line. Internet, 22 Sept 2002, Available from [www.gulflink.osd.mil/news/na\\_reser\\_ease\\_strain\\_23mar01.htm](http://www.gulflink.osd.mil/news/na_reser_ease_strain_23mar01.htm),

<sup>16</sup> Defense Link, "National Guard and Reserve Mobilized as of August 28." No. 447-02, August 28, 2002, On-line. Internet. 15 Sept 2002, Available from [http://www.defenselink.mil/news/Aug2002/b08282002\\_bt447-02.html](http://www.defenselink.mil/news/Aug2002/b08282002_bt447-02.html).

<sup>17</sup> Staff Sgt. Sean P. Houlihan, *Citizen Airman*, "Staying the Course: Longer AEF tours don't change command's policy to use volunteers." August 2002, On-line. Internet. 16 Sept 2002, Available from <http://www.afrc.af.mil/hq/citamn/aug02/aef tours.html>.

<sup>18</sup> Air Force Instruction 10-400, *Aerospace Expeditionary Force Planning Document*, 1 October 1999.

<sup>19</sup> *Title 10, United States Code—Armed Forces*, (Washington: U.S. Government Printing Office, February 1999), 1685.

<sup>20</sup> "Jones Auditorium Lecture/Speaker, Sept 2002."

<sup>21</sup> Stephen M. Duncan, *Citizen Warriors*, (Novato, CA: Presidio Press, 1997) 232.

<sup>22</sup> McCoy, 5-6.

<sup>23</sup> Air Force Instruction (AFI) 52-104. *Chaplain Service Readiness*, 3 September 2002, 4.

<sup>24</sup> *Ibid.*, 10.

<sup>25</sup> *Ibid.*, 13.

<sup>26</sup> Gen John Jumper, "CORONA Fall 2002." *CHIEF's Sight Picture*, 22 October 2002, 1.

<sup>27</sup> Gen John Jumper, "Total Force Development." *CHIEF's Sight Picture*, 06 November 2002, 1.

<sup>28</sup> *Air Force Policy Directive 36-34*, "Air Force Mentoring Program." 1.

<sup>29</sup> Chaplain(Col) Ronald Strong, "Mentoring Revisited: New Challenges and Strategies." (PA:Carlisle Barracks, 09 April 2002), 3.

<sup>30</sup> *Chaplain Service Strategic Plan*, "Strategic Environment: People." 10, CD-ROM, August 2002.

<sup>31</sup> *Global Ministry—Vision 2020*, "The Future of the Air Force Chaplain Service." n.p., CD-ROM, August 2002.

<sup>32</sup> Shawn Smith, "Mentoring and developing your employees." *Fairfield County Business Journal*, 22 July 2002, Vol. 41 Issue 29, 4.

<sup>33</sup> *The USAF Chaplain Service Mentoring Handbook*, CD-ROM, August 2002.

<sup>34</sup> *Ibid.*, 2.

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<sup>35</sup> Gen Colin L. Powel, "Guard and Reserve: Making a Difference." *The Officer*, February 1993, 136.

<sup>36</sup> Gen John P. Jumper, *AEF Quarterly Update Brief*, 2 July 2002.

<sup>37</sup> *Air Force Instruction 52-101*, "Chaplain Planning and Organizing." 1 May 2001.

<sup>38</sup> *The Future Total Force*, no date, 28. On-line. Internet, 4 November 2002. Available from <http://www.af.mil/lib/misc/ftf99.htm>.

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