



CURTIS E. LEMAY CENTER

FOR DOCTRINE DEVELOPMENT AND EDUCATION



[ANNEX 1-1 FORCE DEVELOPMENT](#)

CATALOG OF DOCTRINE TOPICS

Last Updated: 25 November 2019

Introduction to Force Development

Force Development Construct

The Continuum of Learning

Competencies Common

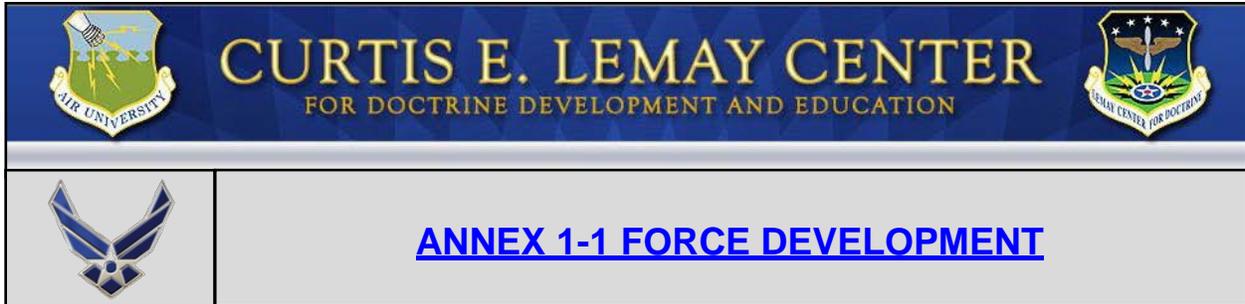
Guiding Principles

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	<u>ANNEX 1-1 FORCE DEVELOPMENT</u>	

INTRODUCTION TO FORCE DEVELOPMENT

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People are the Air Force's most critical asset. [Airmen](#) turn [competencies](#) into required capabilities. For this reason, the art of employing Airmen with the requisite education, training, and experience is fundamental to the effectiveness of the Service, affecting current operations and future capabilities. Force development is a deliberate process of preparing Airmen through the [continuum of learning](#) (CoL) with the required competencies to meet the challenges of the 21st century. The CoL is a career-long process of individual development where challenging experiences are combined with education and training through a common taxonomy to produce Airmen who possess the tactical expertise, operational competence, and strategic vision to lead and execute the full spectrum of Air Force missions in support of joint operations. The CoL is implemented through competencies, as delineated in job specific occupational competencies and the Airmen's Foundational Competencies. The foundational competencies are the underpinning constructs for force development. Occupational competencies are supported by the underpinning foundational competencies, and are associated with a particular function or career field; they are found in supporting directives for those functions and career fields. Common guiding principles for education, training, and experience provide a basis for the development of Airmen into leaders and show how competencies are used in the Air Force.



FORCE DEVELOPMENT CONSTRUCT

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The Air Force produces leaders. However, the evolution of technology and the dynamic global security environment demand a leadership development approach to keep pace. Therefore, to prepare Airman to meet joint warfighter requirement, the Air Force requires a direct, deliberate development philosophy. The force development construct of the Air Force provides such direction.

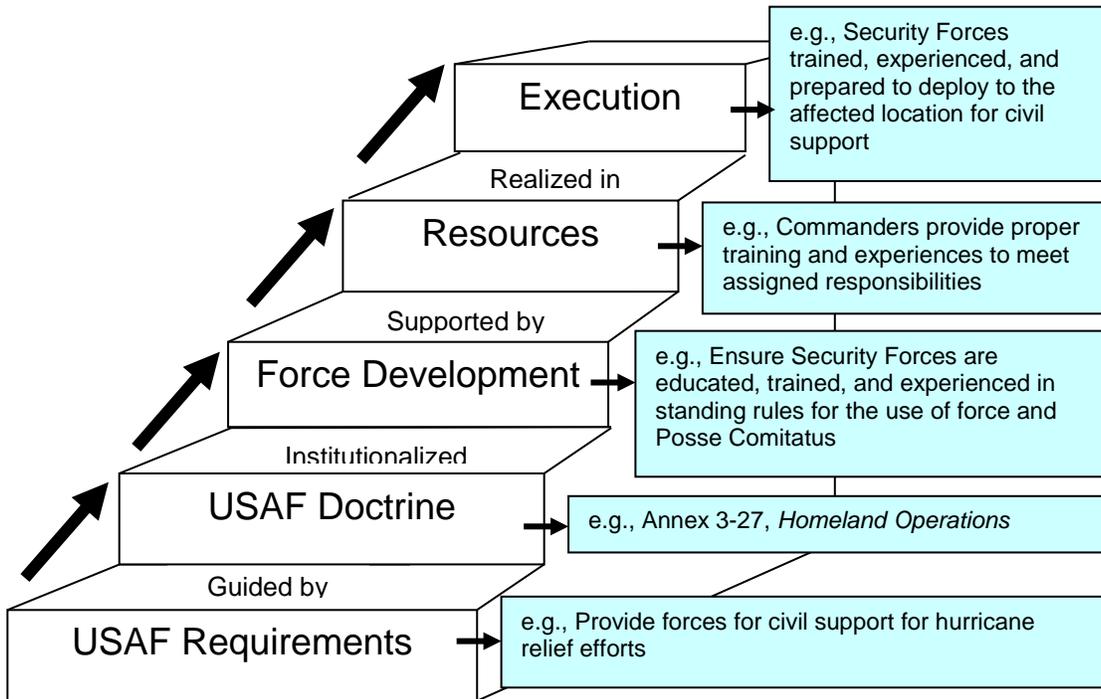
Force development is a function of both individual and Air Force institutional responsibilities. All [Airmen](#) have a responsibility to take advantage of and enhance their education and training, while the institution is responsible to provide the opportunity for each Airman. Force development provides a leadership focus at all levels of an Airman's career through a repetitive process of development involving education, training, and experience, seasoned with ongoing mentoring by more experienced Airmen.

Success of Air Force operations depends on the effective integration of human capabilities with the tools, tactics, techniques, and procedures that combine to produce the full spectrum of airpower. The first steps in integrating people into Air Force operations are defining the required capabilities, then organizing the competencies and skillsets required to produce those capabilities.

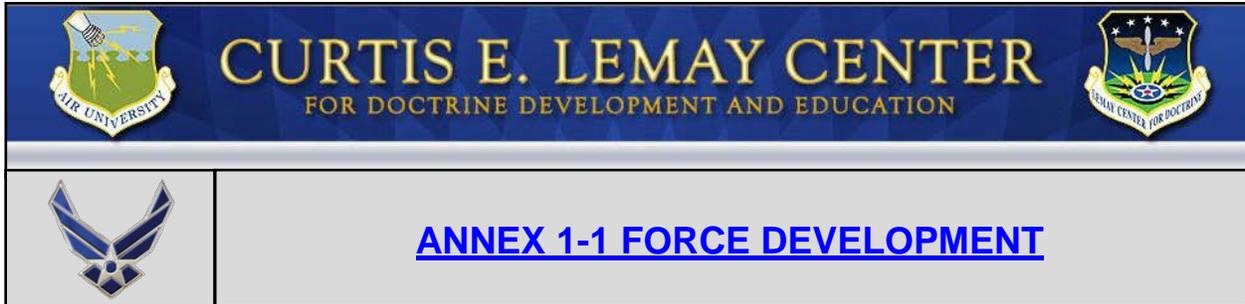
The goal of force development is to link the [Airman's perspective](#) with defined competencies and processes to prepare Airmen to successfully lead and act in the midst of rapidly evolving requirements, while attempting to meet both their personal and professional expectations.

The need for Airmen who possess the right competencies forms the core requirement of force development, and is the basis for all force development efforts. The construct, as depicted in the figure, *Force Development Construct in Application*, starts with understanding mission requirements and translating them into capabilities. These requirements derive ultimately from the [National Security Strategy](#) and the [National Defense Strategy](#). Doctrine identifies the best practices of the Air Force that it brings to all operations, within which force development is used to create leaders and commanders. Doctrine guides the presentation and employment of

Air Force capabilities. The result of the process is execution of the mission by the Airman, prepared to perform as required.



Force Development Construct in Application



THE CONTINUUM OF LEARNING

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The deliberate process of combining education, training, and experience to produce the right expertise and competence to meet the Air Force's operational needs is the key element of developing an [Airman](#). The continuum of learning (CoL) focuses on developing Airmen who thoroughly understand the mission, the organization, and [Air Force doctrine](#). These complementary aspects of force development are essential in tailoring the right development to the right person at the right time. This is an ongoing process, continuously being examined for new needs.

Education, training, and experience are the components of the CoL. Education and training represent a large investment of resources and are the primary tools in developing Airmen. They apply to the development of Airmen at all leadership levels. Education, training, and experience are distinct but related force development activities.

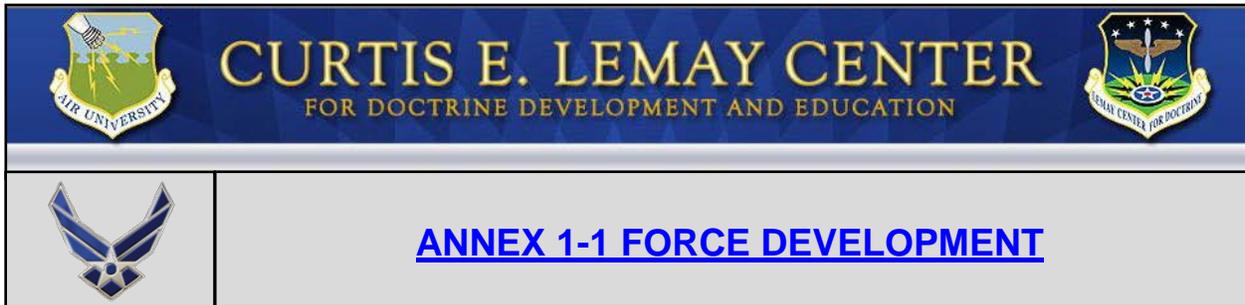
Bottom Line:

Force Development leverages education, training, and experience to produce adaptable, creative, knowledgeable Airmen.

Education provides critical thinking skills, encouraging exploration into unknown areas and creative problem solving. Its greatest benefit comes in unknown situations or new challenges; education prepares the individual for unpredictable scenarios. Conversely, training is focused on a structured skill set, and the results of training performance should be consistent. Thus, training provides the individual with skill expertise. Education and training together provide the tools for developing Airmen. For a further discussion on the differences between education and training, see Volume 2, [Appendix C](#). Experience, the continuously growing part of any Airman's career, is where the synthesis of education and training occurs.

The Air Force believes in learning along the entire timeline or continuum of an Airman's service, beginning with the learning obtained from accession sources, and continuing throughout a career. Over the course of service in the Air Force, each Airman will have the opportunity to be a leader. Through the CoL, the Air Force exposes Airmen to a

broad-based education, training, and experience framework that equips them with the competencies to serve as leaders as they progress in rank and responsibility.



COMPETENCIES

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[Core values](#) are the ultimate starting point for service. [Airmen](#) subsequently require a means to build their capabilities that will support the needs of the Air Force. These means are known as competencies. To develop the capabilities of Airmen, the Air Force uses a systematic competency-based approach to develop a force capable of providing decisive effects, integrate the [total force](#), and increase the agility of the Service. Competency-based assessment, learning, and development facilitates the ability to identify our Airman's needs, and to employ training and development strategies in their daily lives. This allows for continuous training and development outside of formal training or professional military education allowing for a more robust developmental program. Additionally, competency-based force development allows the Air Force to modify education, training, and experiences based on the competencies an Airman already possesses.

Competencies are the combination of knowledge, skills, abilities and other characteristics that manifest in an observable, measurable pattern of behaviors required for mission success. It is through the identification of those behaviors that can enable all Airmen to have a clear understanding of what is expected from them as well as a means to help them translate successful behaviors to an operational environment where they will be mission ready and ready to fight. When applying competencies into everyday situations, the Air Force can go beyond covering only knowledge and skills components, but bring in those other elements (abilities and other characteristics) to provide all Airmen with a complete sight picture of what success looks like. This will enable the Air Force to shore up developmental gaps and increase mission effectiveness for all Airmen in all career fields, duties, and functions. An extensive catalog of Airmen's competencies will allow for a shift in Human Capital Management strategy, by allowing developmental and assignment teams to match members to jobs they are most capable of performing successfully, and more importantly providing a method of selecting the best candidate for hard to fill or key billets.

Foundational competencies are competencies that are valued by the Air Force and universally applicable to all Airmen (officer, enlisted, and civilian). These competencies provide the core of Airmen development, and enable Airmen with tools, pathways, and capabilities to improve their performance in any job, specialty, or situation. Foundational competencies prepare Airmen to operate successfully across the widest array of Air Force tasks and requirements. The Air Force's foundational competencies are key to

ensuring the capability of Airmen to operate successfully in a constantly changing operational environment.

Occupational competencies are a set of competencies required of all Airmen within a specific workforce category. These competencies provide a framework that describes the technical/functional skills, knowledge, abilities, and other characteristics needed to perform that function's mission successfully. They allow for intentional development providing a method to train and educate an Airmen at their pace in the areas where they need to focus for the job they will perform.

Competency Attainment

Competency assessments should lead to more effective management of performance, which encompasses the force development process. Competencies are learned and refined through education, training, and experience. As Airmen are being developed through a deliberate continuum of professional development, their competencies should be measured against the requirements of the job they are holding or the job they are preparing to take on, and not necessarily on rank or time in service.

Behavioral observation provides the best assessment of an Airman's proficiency in any competency. This type of assessment should be conducted routinely in an Airman's daily job by supervisors and trainers. Competency-based assessments tools and exercises must be converted from existing competency models, collect evidence based on authentic/real world assessments, and ensure the member has achieved the expected behavioral outcomes. Examples of competency-based assessments can be work samples, case studies, presentations, fact-finding exercises, vignettes, or group exercises.

The Air Force competency model has four proficiency levels: Basic, Intermediate, Advanced, and Expert. Each proficiency level will have behaviors listed for all competencies. These behaviors will clearly be spelled out and will have been established using a specific set of criteria across all levels of proficiency. The criteria (or parameters) for each proficiency level will have been determined by a group of experts and validated by a target population. The criteria will be the same across each proficiency level within a competency and will enable members, through observable and measureable behaviors, to see how someone can progress through each level of proficiency.

Competencies are used to develop and assess Airmen for the needs of the Air Force. They assist in communicating desired behaviors at the appropriate performance level, control costs, and increase productivity. Assessing competencies is a critical component of the [force development construct](#) employed by the Air Force. For additional information, see [Air Force Handbook 36-2647](#).



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ANNEX 1-1 FORCE DEVELOPMENT

COMMON GUIDING PRINCIPLES

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Certain common principles guide education, training, and experience for [force development](#) at the tactical, operational, and strategic levels:

- ✦ **Build skill set expertise.** Design education and training programs with the experience and current skill levels of the participants in mind. *Tactical-level* education and training should take into account the relative inexperience and developing knowledge level of young [Airmen](#). Programs for junior Airmen should focus on individual tasks that gradually increase in complexity and realism. *Operational-level* programs should leverage the skills already developed to broaden the Airmen's perspectives and capabilities, and offer them formal and informal leadership opportunities to enhance their growth. *Strategic* education and training should shift away from functional expertise and look more at leadership and assessment skills, joint and coalition integration, and policy formulation. Every training program should have established performance or competency requirements to measure success in building the required skillsets. It is necessary to maintain a balance between academic concepts, operational reality, and lessons of the past.
- ✦ **Prepare for change.** Skills development should keep pace with changing operational environments and resulting changing requirements. Educators should survey training methods outside of organizational bounds (e.g., other Services, joint, government, and industry) to stay abreast of new training and education insights and best practices and adapt these methods to the programs for training and educating the force. They should review current doctrine to provide their lessons with the currency that the most recently identified best practices can provide. They should ensure educational programs are relevant using operational feedback mechanisms such as lessons learned, hot-wash sessions, after-action reports, intelligence summaries, and similar current operations tools.
- ✦ **Create depth of expertise.** Competence and credibility require depth of experience that provides a foundation for effective [leadership](#). Depth is not gained overnight, but is honed over time. Programs designed to develop leaders should provide the fundamentals that are reinforced by on-the-job training and expeditionary field experience. Challenging duty opportunities normally prove more effective in developing depth of expertise. *Tactical-level* education and training should

concentrate on building depth of knowledge and experience in the primary skill and skill-related areas, including an understanding of Air Force culture and values. *Operational-level* education and training should build on early skills and deepen an Airman's understanding of the complete Air Force employment capability and its interface with joint and coalition partners. At the *strategic level*, education and training polish the leadership of all Airmen and command skills of officers, deepening their joint and coalition warfare and policy-making skills.

- ★ **Train to mission demands.** Training that meets mission needs leverages both training resources and duty experience to maximum effect. Skill expertise should prepare individuals for all tasks they are expected to perform to meet mission demands, and these needs may change rapidly with policy or international events. Mission needs may require functional specialists to train in other areas, including augmenting other Services. Educators and trainers should study the current and perceived future requirements of the operational and warfighting community and craft programs to meet those requirements.
- ★ **Train like we fight.** Success hinges on practicing the profession of arms in the same manner it will be executed on the battlefield or during a contingency. Doctrine gives trainers a clear starting point for creating programs that reflect the realities of today's operating environment. Training programs should be aligned with expected outcomes and provide realistic experience to greatly improve skill competency. Stress; unpredictability; fatigue; night operations; adverse weather; simulated equipment breakdowns; and chemical, biological, radiological, and nuclear contamination are examples of the challenges our Airmen will face in the field and should be trained to overcome. If training or exercises do not reflect the stress and challenges of actual conditions, then our Airmen will not be prepared when called upon to execute their mission.
- ★ **Make training and education available.** In today's high-tempo world, the opportunities to train or receive education have become more challenging. Education and training should be responsive to this shift. Commanders and supervisors should ensure they provide their people the education or training they need to meet mission requirements and for their own advancement. Educators and trainers should continue to expand the opportunities for training through online or other reachback capabilities. Education and training programs may become shorter or more flexible and adaptive to ensure coverage of the material in an expeditionary environment. Education and training may be more challenging to get while deployed, but should not be neglected for that reason.
- ★ **Validate education and training through wargames and exercises.** Simulation through exercises and wargames can be very effective in terms of time, cost, and experience gained toward preparing Airmen for their wartime and contingency roles. Exercises and wargames are effective methods of building individual experience under controlled conditions. In addition to providing instruction, these also aid in evaluating performance and the effectiveness of other training and education

programs. Exercises contribute to training objectives, while wargaming is typically more appropriate for education in which critical thinking objectives are important. Exercises are also important tools in developing individual skillsets along with organizational capabilities. For example, the ULCHI FREEDOM GUARDIAN exercise provides an opportunity for commanders and staffs to focus on operational and strategic issues associated with general military operations on the Korean peninsula. Wargames offer additional tools for developing and evaluating competencies of individuals and organizations.

While education and training are the foundations for an Airman's development, experience is gained when Airmen apply what they have learned to the Air Force's missions and tasks. The Air Force lessons learned process provides a ready tool for Airmen to obtain insights into the experiences of others, avoiding the difficulty of having to relearn pre-existing elements of knowledge hard-won by others.¹

¹ Air Force lessons learned are available on the Air Force's joint lessons learned information system website: <https://www.jllis.mil/apps/>