CATALOG OF DOCTRINE TOPICS

Introduction to Force Development
Force Development Construct
The Continuum of Learning
Institutional Competencies
Common Guiding Principles
Appendix: Institutional Competency List
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. The CoL is implemented through institutional competencies, as delineated in the institutional competency list. Institutional competencies are measurable clusters of skills, knowledge, and abilities required of all Airmen and are needed to operate successfully in a constantly changing environment. They are presented in this document as the underpinning constructs for force development. Occupational competencies support the overarching institutional 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 institutional competencies are used in the Air Force.
The Air Force has been successful in producing leaders. However, the evolution of technology and the dynamic global security environment demand a leadership development approach that keeps pace. The Air Force requires a direct, deliberate development philosophy that prepares Airmen to meet warfighter requirements. The force development construct of the Air Force provides such direction.

Force development is a function of both individual and Air Force institutional responsibility. All Airmen have a responsibility to take advantage of and enhance their education and training, while the institution is responsible for providing the opportunity for each Airman to do so. 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 skill sets 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 occupational skills and institutional 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 and National Military Strategies. 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 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.
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.

Competencies are attributes an individual possesses to successfully and consistently perform a given task, under specified conditions, or meeting a defined standard of performance. This enables Airmen to perform their jobs and contribute to the overall success of the Air Force. Competencies influence human performance and have a subsequent impact on mission and organizational success.

Institutional competencies prepare Airmen to operate successfully across the widest array of Air Force tasks and requirements. These competencies provide a common language and a set of priorities for consistency across the Air Force. The Air Force’s institutional competencies are key to ensuring the ability of Airmen to operate successfully in a constantly changing operational environment. They are broadly applicable and span all occupations, functions, and organizational levels. These competencies place the institutional responsibilities into a context of how the individual should be developed and form the framework for force development in the Air Force. The institutional competency list consists of 8 competencies and 25 subcompetencies. They are grouped into three categories: personal, people/team, and organizational.

Personal competencies are those competencies needed in face-to-face and interpersonal relationships that directly influence human behavior and values. They are essential for individual contribution, for building cohesive units, and for empowering immediate subordinates.

People/Team competencies involve more interpersonal and team relationships. They represent competencies that, when combined with the personal competencies, are essential as Airmen’s responsibilities are increased.
Organizational competencies represent those applicable at all levels of the Air Force but are most in demand at the strategic level. Effective organizational competency skills include technical competence on force structure and integration; on unified, joint, multinational, and interagency operations; on resource allocation; and on management of complex systems. In addition, they apply to conceptual competence in creating policy, vision, and interpersonal skills emphasizing consensus building and influencing peers and other policy makers, both internal and external to the organization.

**Institutional Competency Proficiency Levels**

Institutional competencies are learned and refined through education, training, and experience. By continuously developing institutional competencies as people assume greater responsibility in the organization, the Air Force is able to execute and sustain the full spectrum of *airpower*.

Although all Airmen execute institutional competencies, there is variation in terms of proficiency levels across ranks, positions, and grades. Airmen are educated in these competencies over the course of their careers.

An Airman’s understanding of the subcompetencies varies based on where the Airman is in his or her career. Each subcompetency contains five levels of proficiency, defined below:

- **Basic** – Airmen are focused on learning and developing a foundation skill set. They face similar challenges, have limited responsibilities, and are given narrowly focused tasks.

- **Intermediate** – Airmen continue to learn and develop professional skills, understand how to leverage other professionals and knowledge sources, and begin to apply knowledge of the assigned objectives to their work.

- **Proficient** – Airmen leverage knowledge of issues and objectives to design and develop solutions. They understand how actions taken in one area of competence impact other related areas, and establish and manage the scope and quality of those areas of an assignment for which they are responsible. They may manage complex organizations.

- **Skilled** – Airmen leverage knowledge of strategies and issues to develop, present, and implement solutions. They consult with other subject matter experts and have a deep understanding how actions taken in one area of competence impact other related areas within proposed solutions. They contribute to the development of new levels of capabilities by articulating the added value of proposed solutions to leadership and staff and are considered subject matter experts within their organizational area. In addition, they may manage large, complex multitiered organizations.
Advanced – Airmen impact the organization and the Air Force by leveraging their knowledge and expertise across the theater to identify and address the critical success factors for complex areas. They apply knowledge of the strategic alignment of solutions with Air Force mission objectives and serve as recognized subject matter experts inside and outside their own organizations and represent the Air Force to external organizations. In addition, they may manage large, complex multitiered organizations.

Each subcompetency has descriptive behaviors that dictate the performance action to be exhibited for its five proficiency levels. Due to education, training, and experience, as Airmen progress through their careers, their understanding of the subcompetency grows and their behaviors shift from “Basic” toward “Advanced.” The figure, Sample of Descriptive Behavior Proficiency Levels, provides an example of the descriptive behaviors in the proficiency levels for the subcompetency of Ethical Leadership. See AFMAN 36-2647, Institutional Competency Development and Management. For a comprehensive explanation of professionalism, see Volume 2, Leadership.

Institutional Competency Assessment Strategy

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<tr>
<th>Subcompetency: Ethical Leadership</th>
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<tbody>
<tr>
<td>Basic</td>
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<td>Describes Air Force policies, procedures, and core values regarding ethical leadership.</td>
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Sample of Descriptive Behavior Proficiency Levels

Measurement of education, training, and experience is a critical part of the force development process. Therefore, competency assessment should lead to more effective management of performance, which encompasses the force development process.

The competency assessment initiative should provide feedback on how well the Institutional Competency Developmental Programs’ (military education and training schools/institutions) curricula and course content are aligned with the institutional competencies and how well the programs are helping students to perform the
prescribed enterprise competencies. Some of the benefits of assessing the institutional competencies are:

- Ensuring institutional competencies are delivered as designed by the descriptive behaviors at the appropriate proficiency levels.

- Identifying gaps that could exist in the execution of the institutional competencies allowing opportunity for improvement.

- Improving outcome results of the institutional competency process.

Institutional 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 the institutional competencies is a critical component of the force development construct employed by the Air Force. See AFMAN 36-2647 and AFI 36-2301, Developmental Education.
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, both officer and enlisted, 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 skill sets. 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, 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 skill sets 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/
## APPENDIX: INSTITUTIONAL COMPETENCY LIST

Last Reviewed: 17 April 2017

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<th>Category</th>
<th>Competency</th>
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<td>Personal</td>
<td>Embodies Airman Culture</td>
<td>- Ethical Leadership</td>
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<td>- Followership</td>
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<td>People/Team</td>
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<td>- Develops and Inspires Others</td>
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<td>- Takes Care of People</td>
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<td>- Diversity</td>
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<td>Fostering Collaborative Relationships</td>
<td>- Builds Teams and Coalitions</td>
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<td>- Negotiating</td>
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<td>Organizational</td>
<td>Employing Military Capabilities</td>
<td>- Operational and Strategic Art</td>
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<td>- Leverage Technology</td>
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<td>- Unit, Air Force, Joint, and Coalition Capabilities</td>
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<td>- Non-adversarial Crisis Response</td>
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<td>Enterprise Perspective</td>
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<td>- Resource Stewardship</td>
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<td>- Decision-making</td>
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<td>- Adaptability</td>
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Personal Competencies

Personal competencies are those institutional competencies leaders need in face-to-face and interpersonal relationships that directly influence human behavior and values. These are foundational institutional competencies learned at the tactical level that will continue to play a critical role as leaders move to the operational competence and strategic vision levels. Personal competencies are essential for individual contribution, for building cohesive units and for empowering immediate subordinates. Each competency below is followed by the relevant subcompetencies that define it.

Embody Airman Culture

Ethical Leadership

- Promotes Air Force core values (integrity first, service before self, excellence in all we do) through goals, actions, and referent behaviors.
- Develops trust and commitment through words and actions.
- Accountable for areas of responsibility, operations of unit, and personal actions.
- Maintains checks and balances on self and others.

Followership

- Comprehends and values the essential role of followership in mission accomplishment.
- Seeks command, guidance, and/or leadership while providing unbiased advice.
- Aligns priorities and actions toward chain of command guidance for mission accomplishment.
- Exercises flexibility and adapts quickly to alternating role as leader/follower: follower first, leader at times.

Warrior Ethos

- Exhibits a hardness of spirit despite physical and mental hardships—moral and physical courage.
- Continuously hones their skills to support the employment of military capabilities.
- Displays military/executive bearing, self-discipline, and self-control.
Develops Self

- Assesses self to identify strengths and developmental needs.
- Seeks and incorporates feedback on own performance; aware of personal impact on others.
- Continually increases breadth and depth of knowledge and skills; develops life-long learning habits.

Communicating

Speaking and Writing

- Articulates ideas and intent in a clear, concise, and convincing manner through both verbal and written communication.
- Adjusts communication approach to unique operational environment and audience needs.
- Effectively creates communication bridges among units, organizations and institutions.

Active Listening

- Fosters the free flow of ideas in an atmosphere of open exchange.
- Actively attempts to understand others' points of view and clarifies information as needed.
- Solicits feedback to ensure that others understand messages as they were intended.

People/Team Competencies

This group of competencies involves more interpersonal and team relationships. They represent competencies that, when combined with the personal competencies, are essential as leaders move on to lead larger groups or organizations. People/team leadership competencies are usually exercised more indirectly than personal leadership competencies. Leaders use these competencies to set the organizational climate. Each competency below is followed by the relevant subcompetencies that define it.

Leading People

Develops and Inspires Others

- Helps and motivates others to improve their skills and enhance their performance through feedback, coaching, mentoring, and delegating.
Empowers others and guides them in the direction of their goals and mission accomplishment.

Inspires others to transcend their own self-interests and embrace personal sacrifice and risk for the good of the organization and mission.

**Takes Care of People**

- People first—attends to the physical, mental, ethical, and spiritual well-being of fellow Airmen and their families.
- Creates an environment where Airmen take care of Airmen 24/7, 365 days a year, including leaders, peers, and subordinates; integrates wellness into mission accomplishment.
- Establishes work-life balance through time management and setting clear expectations and priorities.

**Diversity**

- Leverages differences in individual characteristics, experiences, and abilities.
- Leverages diversity for mission accomplishment and fosters an inclusive environment.
- Shows respect for others regardless of the situation; treats people in an equitable manner.

**Fostering Collaborative Relationships**

**Builds Teams and Coalitions**

- Builds effective teams for goal and mission accomplishment and improves team performance.
- Contributes to group identity while fostering cohesiveness, confidence, and cooperation.
- Sees and attends to the interests, goals, and values of other individuals and institutions.
- Develops networks and alliances that span organizational, Service, department, agency, and national boundaries.

**Negotiating**

- Understands the underlying principles and concepts applied before, during, and after a negotiation.
Attains desired mission outcomes while maintaining positive, long-term relationships with key individuals and groups.

Uses appropriate interpersonal styles and methods to reduce tension or conflict between two or more people, anticipates and addresses conflict constructively, and anticipates and prevents counterproductive confrontations.

Persuades and influences others; builds consensus; gains cooperation; effectively collaborates.

Organizational Competencies

These competencies represent those applicable at all levels of the Air Force but are most in demand at the strategic level. Strategic leaders apply organizational competencies to establish structure and articulate strategic vision. Effective organizational competency skills include technical competence on force structure and integration; on unified, joint, multinational, and interagency operations; on resource allocation; and on management of complex systems. In addition, they apply to conceptual competence in creating policy and vision and interpersonal skills emphasizing consensus building and influencing peers and other policy makers, both internal and external to the organization. This level is the nexus of warfighting leadership skills for the Air Force. It is achieved through having learned the lessons from the other types of institutional competencies (i.e., personal and people/team). Each competency below is followed by the relevant subcompetencies that define it.

Employing Military Capabilities

Operational and Strategic Art

Understands and applies operational and strategic art in conventional and irregular warfare, peacekeeping, and homeland operations.

Demonstrates expertise in integrating and leveraging doctrine, concepts, and capabilities within an effects-based approach to operations.

Uses innovation and creativity in the employment of lethal and nonlethal force.

Leverage Technology

Understands how the Air Force traditionally uses technology (i.e., scientific knowledge, technological expertise, engineering skills, and mathematical and analytical capabilities) to reshape and rethink possibilities and advance military objectives.

Comprehends the skill sets critical for developing and transitioning technology to meet airpower, joint, interagency, and coalition mission requirements.
Recognizes windows of opportunity for the application of technology to provide innovative solutions to enhance efficiency and effectiveness, as well as maintain current and future superiority.

Unit, Air Force, Joint, and Coalition Capabilities

- Considers and applies capabilities of the Air Force across air, space, and cyberspace.
- Understands how Air Force capabilities relate and complement other Service capabilities.
- Understands interdependencies and interoperability across Services, agencies, departments, and coalition partners.

Non-adversarial Crisis Response

- Recognizes the national security implications of peacekeeping operations, humanitarian relief operations, and support to civil authorities, both foreign and domestic.
- Understands the need for engagement before and after warfighting or crisis response, the need for integrated involvement with interagency and multinational partners, and the need for multipurpose capabilities that can be applied across the range of military operations.

Enterprise Perspective

Enterprise Structure and Relationships

- Understands the organizational structure and relationships between the Air Force, the Department of Defense (DOD), the joint staff, the combatant commands, the defense agencies, and other elements of the defense structure.
- Understands how one’s function or unit fits into its parent organizations.
- Understands how one’s parent organization relates to its external environment—supporting and supported organizations, the public, Congress, etc.

Government Organization and Processes

- Understands essential operating features and functions of the Air Force, DOD, the national security structure, other related executive branch functions, and Congress, to include leadership and organization; roles of members, committees, and staffs; authorization, appropriation, and budget processes; acquisition policy and procedures; and interdependencies and relationships.
Global, Regional, and Cultural Awareness

- Conscious of regional and other factors influencing defense, domestic, and foreign policy.
- Seeks to understand foreign cultural, religious, political, organizational, and societal norms and customs.
- Develops linguistic skills.

Strategic Communication

- Informs and appropriately influences key audiences by synchronizing and integrating communication efforts to deliver truthful, timely, accurate, and credible information, analysis, and opinion.
- Formulates the institutional message, telling the Air Force story.

Managing Organizations and Resources

Resource Stewardship

- Identifies, acquires, administers, and conserves financial, informational, technological, material, warfare, and human resources needed to accomplish the mission.
- Implements “best practice” management techniques throughout the organization.

Change Management

- Embraces, supports, and leads change.
- Understands the change management process, critical success factors, and common problems and costs.
- Perceives opportunities and risks before or as they emerge.

Continuous Improvement

- Originates action to improve existing conditions and processes, using appropriate methods to identify opportunities, implement solutions, and measure impact.
- Supports ongoing commitment to improve processes, products, services, and people.
- Anticipates and meets the needs of both internal and external stakeholders.
Strategic Thinking

✿ Vision

✿ Takes a long-term view and builds a shared vision that clearly defines and expresses a future state.

✿ Provides innovative and creative insights and solutions for guiding and directing organizations to meet institutional needs.

✿ Formulates effective plans and strategies for consistently achieving goals and maximizing mission accomplishment.

✿ Anticipates potential threats, barriers, and opportunities; encourages risk-taking.

✿ Decision-making

✿ Identifies, evaluates, and assimilates data and information from multiple streams and differentiates information according to its utility; uses information to influence actions and decisions.

✿ Uses analytic methods in solving problems and developing alternatives.

✿ Makes sound, well-informed, and timely decisions despite conditions of ambiguity, risk, and uncertainty.

✿ Analyzes situations critically to anticipate second and third order effects of proposed policies or actions.

✿ Establishes metrics to evaluate results and adapts and implements feedback.

✿ Adaptability

✿ Maintains effectiveness when experiencing major changes in work tasks or environment.

✿ Adjusts to change within new work structures, processes, requirements, and cultures.

✿ Responds quickly and proactively to ambiguous and emerging conditions, opportunities, and risks.

As leaders move through successively higher echelons in the Air Force, they need a wider portfolio of competencies that are typically gained at previous levels of leadership. As military and civilian leaders progress within the Air Force, they serve in more complex and interdependent organizations, have increased personal responsibility and
authority, and have significantly different institutional competencies than their subordinates.