



COLORADO NATIONAL GUARD

2025 STRATEGIC PLAN





Dear Colorado National Guard Team,


I am excited to present the 2025 Colorado National Guard (CONG) Strategic Plan, a blueprint for our collective future and continued success. This plan reflects our unwavering commitment to the core values that define who we are: resilience, adaptability, and service to both state and nation. As we move forward, we are guided by three essential Lines of Effort (LOEs): **People, Warfighting Readiness, and Innovation & Modernization**. These LOEs are the backbone of our strategy, ensuring that we remain prepared to meet the challenges of today's complex and rapidly evolving security environment.

First and foremost, the **People** LOE underscores the importance of our greatest asset—our service members, civilians, and their families. We are committed to attracting, retaining, and developing a talented, diverse, and inclusive workforce, while promoting a culture that fosters personal and professional growth. Every member of our team plays a vital role in achieving our mission, and we are dedicated to ensuring they feel valued and supported.

Our second LOE, **Warfighting Readiness**, focuses on a lethal force with a sense of urgency, ready to respond to any mission, anytime, anywhere. Through purposeful individual and collective readiness training, strategic resource management, and operational synchronization, we will ensure our units remain prepared for both state and federal deployments.

Finally, **Innovation & Modernization** represents the speed of being relevant. By embracing emerging technologies, posturing for growth, fostering partnerships, and delivering innovative solutions to our Soldiers and Airmen we will ensure the Colorado National Guard remains a leader in national defense and state support operations.

As we embark on this strategic journey, I want to express my deepest gratitude to each and every one of you for your dedication and service to our great state and nation. Our strategic plan is only as robust as the team that will execute it, and with your dedication and efforts, I am confident that we will achieve great things together.


LAURA L. CLELLAN
Major General, COARNG
The Adjutant General



Welcome to the 2025 Colorado National Guard Strategic Plan!

As the Senior Enlisted Leader for the CONG, I want to extend my heartfelt gratitude to every Soldier and Airman for your dedication and unwavering commitment to our mission. Your individual contributions and collective efforts form the foundation of our strategic success.

Our strategic plan focuses on three key priorities: People, Warfighting Readiness, and Innovation/Modernization. The core of this plan is recognition that our personnel are our most valuable asset. Our Soldiers and Airmen embody the spirit, strength, and resilience of the Colorado National Guard.

Noncommissioned Officers are the backbone of this strategic plan. Our

enlisted leaders' primary responsibility is to foster a culture of excellence by building and maintaining cohesive teams through rigorous training. To achieve this, you must always demonstrate personal accountability by enforcing standards, retaining talent, and prioritizing the training and medical readiness of every Soldier and Airman under your leadership. Additionally, you must commit to the deliberate development of each team member, empowering them to reach their full potential and contribute to the team's overall success. This collective focus on excellence will ultimately enable your team to dominate on a contested battlefield.

Guardsmen are multi-capable and innovative. We have consistently demonstrated our ability to take on challenges and operate beyond our MOS or AFSC to ensure mission success during domestic and federal responses. Our Soldiers and Airmen are talented, educated, critical thinkers, ready to embrace new ideas and technologies. Junior enlisted members are entering our organization with an innovative spirit and are fully capable of problem-solving in a mission command environment.

I encourage each of you to take the time to learn and embrace this strategic plan and implement its priorities with the same dedication and passion that you bring to your individual roles. Our collective commitment to this plan will ensure that the Colorado National Guard remains a formidable force for years to come.


Lisa E. Perry, CMSgt, COANG
Command Senior Enlisted Leader

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The Colorado National Guard Mission & Vision



MISSION

The Colorado National Guard safeguards our communities, defends our nation, and strengthens partnerships to achieve state and national objectives.

VISION

We are a cohesive organization committed to our service members, employees and families, innovating in support of our state and the defense of our nation.



Transformation

The future of peer and near-peer war demands a transformation in how we think, adapt, train and fight. The challenges ahead are significant, but they are not insurmountable. The foundation of this transformation rests on employing a professional Joint force focused on lethality and survivability. We are not altering our approach but rather leveraging our existing skills to manage the new strategic challenges of Great Power Competition (GPC). We must find ways to make our forces more agile and capable, with synchronization, mobility and survivability becoming decisive factors in future engagements.

Leadership development and intense training will be critical to our success in this new operating environment. We must cultivate leaders who can make rapid decisions under pressure, think across multiple domains, and foster innovation at every level. Training must reflect the realities of modern warfare—simulating contested logistics, harsh urban combat, and Joint operations within all battlespace domains. Through tough, realistic training and exercises, we can prepare our formations to adapt, innovate, and WIN in a complex future conflict.

While the pace of equipment modernization and recapitalization is out of our immediate control in the National Guard, innovation is not. Innovative technology will continue to drive the character of Joint All-Domain Operations (JADO), and it's up to us to integrate Soldier and Airman skills with our current equipment and platforms across all domains. We must master the tools at our disposal—in communications, intelligence, deception, protection and more—to ensure we stay ahead of the enemy. Ukraine's pioneering use of drones against a larger, better-equipped Russian force is a testament to how innovation can change the course of a conflict. Their low-cost drones provide constant surveillance, disrupt enemy logistics and destroy Anti-Access/Area Denial assets, proving that the smart application of technology can overcome traditional disadvantages.

“Safe areas” behind the front lines no longer exist. The rise of hypersonic missiles and drone warfare means that echelons deep in the rear are highly vulnerable. Front line troops, logistical support areas and airfields will be under constant threat, no matter where they are positioned or how far they are from the enemy. This new reality demands that we rethink how we conduct logistics, protect our forces, and maintain readiness in all realms of the battlespace.

We're entering an era where systems-on-systems warfare will define Peer Conflict / Large Scale Combat Operations (PC/LSCO). Air superiority is far from guaranteed—we'll need to coordinate it with ground dominance, precision fires, and a deep understanding of how to outmaneuver our adversaries. Future battles will take place under constant observation, with stronger defenses and unavoidable urban combat. The key is synchronization. Even without the latest equipment, we can find ways to innovate in synchronizing and integrating our systems across the JADO battlefield.

We may not always have control over modernization, but we control how we lead, train, and innovate. Technology will punish the unskilled, while victory will go to those who can learn, integrate, and adapt faster. It's in our hands to stay ahead—and we must be ready.

The CONG and Homeland Defense

The role of the Colorado National Guard in Homeland Defense is multifaceted, focused on protecting U.S. sovereignty and critical infrastructure, while supporting both federal and state authorities during crises. Homeland Defense involves military protection of U.S. territory from external threats, and the National Guard plays a critical role, particularly in non-federalized status, under the command of state governors. This includes safeguarding infrastructure, ensuring readiness for cyber, chemical, biological, and nuclear threats, and integrating with state and local agencies to enhance resilience against disruptions and mission assurance for critical nodes of US defense infrastructure. Additionally, the Guard provides strategic depth to the Joint Force and serves as a rapid response force for domestic emergencies and armed conflicts.



1. Disaster Response and Emergency Management

Colorado is prone to natural disasters such as wildfires, floods, and severe weather events. Even during HD, we may have to assist with classic events such as:

- **Wildfire response:** Supporting firefighting efforts through aerial water drops, ground logistics, and evacuation assistance in coordination with state and local agencies.

- **Flood relief:** Providing search and rescue, shelter support, and infrastructure repair during floods, especially in mountainous and river valley regions.
- **Severe weather events:** Responding to snowstorms or tornadoes by clearing roads, rescuing stranded civilians, and assisting local authorities in maintaining public safety.

2. Cybersecurity

Colorado is home to several key industries and military installations, including the U.S. Air Force Academy and several critical infrastructure sites. The Colorado National Guard's Cyber Protection Teams may work to:

- **Defend state and national networks** from cyberattacks targeting critical infrastructure, power grids, and financial systems.
- **Collaborate with state and federal agencies** to improve cybersecurity resilience and respond to cyber incidents across civilian and military sectors.

3. Civil Unrest and Law Enforcement Support

In times of civil unrest or major events where law enforcement requires additional manpower. We may be called in to:

- **Provide crowd control** and assist local law enforcement during large public demonstrations, protests, or civil disturbances.
- **Maintain order during major events**, such as political rallies or conventions, ensuring public safety and de-escalation of conflicts.



4. Critical Infrastructure Protection

Colorado is home to vital energy resources, including natural gas, wind energy, and the presence of the North American Aerospace Defense Command (NORAD) and U.S. Northern Command (USNORTHCOM) at Peterson Space Force Base. During a larger Homeland Defense-oriented conflict, potential missions could include:

- **Safeguard these critical facilities** from potential physical or cyber threats.
- **Assist in securing national defense assets** such as missile defense systems and communication centers, ensuring operational continuity in the event of an attack.



5. Chemical, Biological, Radiological, Nuclear, and High-Yield Explosives (CBRNE) Response

The Colorado National Guard can activate specialized teams such as the Civil Support Team (CST) or CBRN Enhanced Response Force Package (CERFP) to:

- **Respond to CBRNE incidents**, whether due to terrorist activity, industrial accidents, or other hazardous material releases.
- **Coordinate with federal and state agencies** to contain and mitigate the effects of such incidents, ensuring public safety and swift decontamination efforts.

6. Aviation Support

The Colorado National Guard's aviation units can provide:

- **Air support for awareness, transportation, and search and rescue missions** during state emergencies or law enforcement operations.
- **Assistance in disaster relief and counterterrorism operations**, enhancing the state's overall response capabilities.
- **Airspace and Alert**, conducting aerial awareness and airspace security missions to detect and deter unauthorized incursions or potential threats of US territory.

7. Collaboration with Federal Entities

Given Colorado's proximity to key military commands and bases, the Colorado National Guard can play an enhanced role in Homeland Defense by:

- **Coordinating with these federal entities** to ensure seamless defense operations, including aerospace defense, physical protection, and security of national interests.

In summary, the Colorado National Guard's Homeland Defense role emphasizes disaster response, infrastructure protection, cybersecurity, civil support, integrated deterrence, and CBRNE defense, while leveraging our unique position near key military installations and federal assets within the state.



Key Challenges



The Colorado National Guard operates within a highly dynamic, rapidly evolving operating environment that presents a range of challenges to its ability to execute its federal and state missions effectively. These challenges include:

1. **Deployable End Strength:** Limited personnel available for deployment poses a significant threat to the organization's operational readiness.
2. **Equipment Readiness:** Inadequate maintenance and upkeep of equipment can lead to significant problems, both administratively and operationally, for the organization.
3. **Propensity to Serve:** The Colorado economy attracts a highly educated population, which often seeks leadership and high-tech positions. While the priority is to increase overall end strength, we must also ensure we maximize opportunities to meet this demand from a skilled workforce.
4. **Innovative Geopolitical Threats:** Threats are becoming increasingly complex and diverse, ranging from seemingly benign to acute. Geopolitical dynamics can have a real effect on our partnerships, and the Homeland is no longer untouchable.
5. **Challenging OPTEMPO:** Despite efforts such as the Air Force Force Generation (AFFORGEN) and the Regionally Aligned Readiness and Modernization Model (ReARMM), units still face unpredictable, out-of-cycle deployments that strain planning, training, equipment maintenance, and personnel resources.
6. **Physical and Environmental Risks:** Natural disasters, pandemics, and other environmental factors can exacerbate OPTEMPO challenges by affecting the state's citizens and critical infrastructure.

CONG Strategic Plan 2025

Always Ready, Always There

LOE 1: PEOPLE

A Professional Force with an inspiring culture of leadership, excelling at communication, inclusion and resiliency at every level.

1.1 Recognize, Develop and Retain Talent

1.2 Ensure that Service Members, Civilians, and Families Feel Welcomed, Valued, Respected and Heard

1.3 Build and Strengthen Resiliency Across the Force and Within Families

Late Pay Actions <1%

On-Time Awards and Promotions

Continuous Feedback Reflecting:

Organizational Trust

Empathetic Leadership

Mentorship Participation

Strengthened, Holistic Personal Resiliency

LOE 2: WARFIGHTING READINESS

A Relevant Force optimized for Great Power Competition, providing enduring readiness for state and federal missions.

2.1 Assure Operational Endurance

2.2 Develop and Sustain Rigorous Training for Multi-Mission Readiness

2.3 Cultivate Partnerships which Enhance our Dual Mission

Unit End Strength >100%

Maintenance Focus

Wartime Equipment >95%

Pacing Items = 100%

All Units

Near Peer Ready, Expeditionary

Mindset, Multi Domain Focus

LOE 3: INNOVATION & MODERNIZATION

A Joint Force aggressively innovating at all levels, ensuring dominance in the multi-domain environment and driving change throughout the nation.

3.1 Acquire Force Structure which Aligns the CONG with National Priorities

3.2 Modernize Equipment to Posture the CONG for a Joint All Domain Operational Environment

3.3 Invest in Facilities to Recruit, Train and Maintain a Force Capable of All State and National Missions

Two or three Strategic initiatives to enhance force structure competitiveness

Three or five Partnerships which drive innovation and readiness

Two or three Processes eliminated though innovative use of technical tools

LOE 1 - PEOPLE

We must remain a Professional Force with an inspiring culture of leadership, excelling at communication, inclusion and resiliency at every level.

People is the most valuable CONG asset. The "People" Line of Effort is designed to cultivate a professional force with an inspiring culture which prioritizes leadership, communication, inclusion, and resilience at every level. Our goal is to build a cohesive and trusted organization where every Service Member, civilian, and family member feels welcomed, valued, respected, and heard. This is essential not only for organizational trust but also for fostering a culture of empathy and compassion—cornerstones of effective leadership.

A key objective is to leverage experience, background, and thought as a force multiplier. By embracing a diverse culture, we generate and cultivate effective, cohesive teams which can operate seamlessly across all domains.

Leadership is integral to this effort. Leaders must be empathetic and compassionate, while also enforcing standards and discipline that reflect the values of our organization. Toxic behaviors such as micromanagement or overbearing attitudes have no place in the CONG, and leaders are expected to model integrity and foster an environment free from harassment, extremism, and isolation.

We place significant importance on the available tools which allow us to hold leaders accountable and drive organizational and cultural improvement. Survey results help identify specific areas where we can improve, allowing us to develop actionable plans to address shortcomings. Leaders are expected to take the survey results seriously and implement meaningful changes to ensure an inclusive, resilient force. The creation of our innovative J9 directorate is another testament to our dedication, and already showing impressive results towards the holistic resilience of the force.

Trust within our organization is essential. Trust is also the cornerstone of mission command. Trust, both up and down the chain of command, is vital for effective leadership, and we will reward organizations that demonstrate innovation in developing trust. Establishing a culture of coaching and mentoring will further create networks of advocates to guide personal and professional development, ensuring our members continue to grow in their careers.

The CONG is committed to recognizing, developing, and retaining talent by valuing our military and civilian skills, enhancing our ability to innovate and solve problems and further strengthening our readiness and culture.



MAJOR OBJECTIVE 1.1

Recognize, Develop and Retain Talent



Recognize

Implement recognition programs:

Developing recognition programs to reward outstanding performance by Service Members, civilians, and families is essential. Acknowledging individuals and teams for their contributions fosters a positive environment, boosts morale, and encourages continued excellence.

Our Service Members work hard...recognize them.

Promote team cohesion: Highlight the achievements that unite the CONG at every opportunity. Recognizing initiatives that build teams within our force ensures these efforts receive the attention and accolades they deserve. It also reinforces the sense of unity within individual units. *We must always get better, together.*

Develop

Leverage civilian and military skills: By tapping into the diverse civilian experiences of Service Members, such as expertise in construction, IT, law, and healthcare, CONG can enhance problem-solving and innovation. These skills can be integrated with military operations to boost readiness and effectiveness. *We bring more to the table.*

Continue our Joint leadership development program: CONG will continue to support a formal program that provides leadership development opportunities across military, civilian, and community sectors. This initiative equips leaders with well-rounded knowledge and skills, improving their capability to lead in both state and federal missions. *Leadership does not happen by accident.*

Mentorship and coaching programs: Formalizing mentorship and coaching networks across the organization cultivates leadership at every level, guiding the development of future leaders and creating a strong culture of support and growth. *We must continuously prepare the next generation of leaders.*

Retain

Institutionalize our sponsorship programs: A robust sponsorship program helps new members adjust quickly and feel welcomed, valued, respected, and heard. This increases retention by fostering strong relationships from the beginning of a member's time with CONG. *Nobody should be alone.*

Career development and growth opportunities: Offering clear paths for career growth through training, education, and Joint leadership programs ensures that Service Members feel their development is a priority. This investment in professional growth helps retain talented individuals within the organization. *Careers are in the hands of individuals, but also their leaders.*

MAJOR OBJECTIVE 1.2

Ensure that Service Members, Civilians, and Families Feel Welcomed, Valued, Respected and Heard



Foster an inclusive culture: The CONG must build a culture that celebrates diversity in experience, background and thought, ensuring all members not only feel, but are included. This inclusivity is essential to creating cohesive and effective teams, eliminating divisions that might arise from discrimination or differences. Positivity must be reflected in all interactions within the organization, from leadership to peer-to-peer relationships. *Everyone is welcome on our team.*

Empathy and standards in leadership: Leaders play a critical role in establishing and cultivating culture. CONG must encourage leaders to be empathetic and compassionate while upholding high standards of discipline and integrity. Leadership skills must be developed to create high functioning teams where members feel supported, respected, and empowered. *Good leaders are the foundation of a healthy organization.*

Reward trust-building organizations: Trust is the foundation of effective leadership. Organizations that develop and sustain trust up and down the chain of command should be recognized and rewarded. These successful practices should be shared across the force to improve overall leadership effectiveness. *Trusting organizations do everything better.*

Promote coaching and mentorship: Establishing a formal coaching and mentorship culture across all levels will ensure that members have advocates for their personal and professional development. Mentors provide critical support and guidance, reinforcing a culture of respect and growth. *None of us got here alone.*

Continuous feedback and improvement: Regularly use the Defense Organizational Climate Survey (DEOCS) to gather feedback on the climate within CONG. Survey results and sensing sessions are used to hold leaders accountable and drive action plans to address any shortcomings, ensuring that all members feel heard, and improvements are continuous. *We have a way to measure our progress.*

MAJOR OBJECTIVE 1.3

Build and Strengthen Resiliency Across the Force and Within Families

Consistent connection with service members

and families: Establish regular communication between leadership, Service Members, and their families. This is achieved through frequent touchpoints, such as pre-drill communications, family programs, and command outreach. Consistent leadership engagement helps ensure that everyone feels supported and informed, reinforcing a sense of community and belonging. *We cannot overcommunicate.*

Develop Holistic Resiliency:

Personal resilience is the foundation of operational resilience. We must educate our service members on financial stability, relationship wellness, spiritual fitness and legal preparedness and encourage use of the tools available to them. This comprehensive approach builds confidence and eliminates distractions, allowing servicemembers to focus on demanding training for PC/LSCO. *We must prepare our most important resource.*

Foster a positive organizational climate: Eliminating toxic behaviors, such as sexual harassment, extremism, and racism, is essential to creating a resilient force. By promoting an empathetic and compassionate leadership culture that prioritizes well-being, CONG can reduce stressors and isolation which undermine resiliency. Micromanagement is counterproductive at best, and leaders should be allowed to fail without fear of disproportionate reprisal. *Exclusion has no place in the CONG.*

Strengthen family support systems: Resiliency extends beyond the individual Service Member to their families. Family support programs, regular communication from leadership, and resources for spouses and children can help families cope with the demands of military life, thereby strengthening the entire support system around our Service Members. *Our team stretches well beyond our formations.*

Reduce attrition through culture: To decrease attrition, CONG should foster a "people-first" culture that prioritizes well-being, job satisfaction, and cohesiveness. Attrition demographics are inconsistent with our recruitment demographics, and we should seek to understand why some groups disproportionately leave short of a full career. Regularly evaluating retention strategies and gathering feedback from service members and their families ensures that we understand their needs and identifies areas for improvement. *Service Members and their families must feel we align with their personal and professional needs.*



People: Key Performance Indicators (KPIs)

1. Awards, Promotions and Pay Timeliness:

- **KPI:** Percentage of awards, promotions and pay actions completed within established timelines.
- **Target:** Reduce late pay actions to less than 1% late. Ensure awards and promotions are timely and efficient, aiming to proactively address administrative delays.
- **Summary:** This KPI measures the efficiency and timeliness of key personnel actions, ensuring that service members receive timely recognition, advancement and compensation. Meeting this target fosters trust in the system, boosts morale and reduces administrative errors that can affect service members' financial well-being.



2. Organizational Trust and Leadership:

- **KPI:** Improvement in organizational trust, mentorship participation, and empathetic leadership assessments as an indicator of a healthy command climate.
- **Target:** Continuously improve positive feedback related to organizational trust, mentorship engagement, and empathetic leadership across all units, as measured by internal and external evaluations.
- **Summary:** This KPI emphasizes fostering a culture of trust, effective mentorship, and empathetic leadership. It sets a clear target of continuous feedback, ensuring that leadership engages the force to ensure a supportive and trust-driven environment within the organization.

3. Holistic Resiliency:

- **KPI:** Strengthened personal resiliency in key life areas—financial stability, legal preparedness, and relationship health—to build a force that can endure the further physical, mental, and emotional demands of near-peer war.
- **Target:** Show increased use of financial, legal, spiritual and relationship resources available to our service members, decreasing distractors from the rigorous training required for peer conflict.
- **Summary:** We must ensure Service Members and families are prepared in both personal and operational readiness, as these directly impact our ability to be multi-mission ready.

LOE 2 – WARFIGHTING READINESS

We must become a Relevant Force optimized for Great Power Competition, providing enduring readiness for state and federal missions.

We are reframing our second Line of Effort from "Readiness" to "Warfighting Readiness" to heighten our focus on both combat preparedness and homeland defense. This shift aligns with the National Defense Strategy's priorities, as well as the overall transformation of the force as it changes over the coming decade. We must become better prepared to rapidly deploy for combat missions while also strengthening capabilities to protect our state and national infrastructure and citizens from evolving threats, including terrorism, gray zone attacks, and natural disasters. Our Aerospace Control Alert and Missile Defense missions represent our current value to National Security. The key to our sustained relevance is understanding Army and Air Force doctrine shift in a time of Great Power Competition, and the specified and implied requirements associated with this transformation.

Without deployable end strength, we cannot complete this task. We will increase our efforts in recruiting both civilians and departing active-duty Soldiers and Airmen by embracing, and even improving, innovative solutions such as the Joint Enlistment Enhancement Program, and pushing for additional benefits for our servicemembers' families. Additionally, we can never take our eye off of medical readiness, and will continue to hold ourselves accountable to keeping our Soldiers and Airmen medically fit and ready to deploy.

The CONG must deliberately prepare for PC/LSCO. This means prioritizing rigorous, high-intensity training which hones individual proficiency, operational security and core warfighting competencies. Survivability depends on effective force dispersal, discipline and focus on the fundamentals, and a Mission Command mindset. Joint training with external organizations must be intensified to enable rapid, coordinated responses to threats. The future battlefield will be unforgiving, and we owe it to our Soldiers and Airmen to prepare them for its rigors, ensuring they are physically and mentally equipped to face its challenges. Ultimately, our focus on "Warfighting Readiness" assures our dual mission as the National Guard: supporting global military operations while ensuring the defense of the homeland in an increasingly complex threat environment.



MAJOR OBJECTIVE 2.1

Assure Operational Endurance

Develop long-term and deliberate recruiting plans:

To sustain a high level of warfighting readiness, we must establish deliberate, long-term recruiting strategies that address both current and future force requirements. We will enhance

recruiting efforts by promoting education benefits, enlistment bonuses, and career paths aligned with civilian jobs to attract recruits. Increasing awareness of the Guard's dual mission and community impact, along with offering flexible service options for transitioning active-duty Servicemembers, will strengthen recruitment. Our success hinges on achieving and maintaining 100% or greater end strength, ensuring we have the personnel required for all operational demands. *Achieving 100%+ End Strength is a must for warfighting readiness.*

Manage units for deployability: Ensuring our units are always ready to deploy requires a strategic approach to managing personnel. We must prioritize filling primary slots with fully qualified and deployable individuals to maintain critical capabilities within each unit. Additionally, Commanders must focus on maintaining a high level of medical readiness. By continuously tracking personnel status and managing resources effectively, we can maximize our operational availability, ensuring that each unit is fully manned, trained and ready for immediate deployment. *We don't have time to fix the problem later.*

Ensure equipment is warfight ready: Operational success depends on the readiness of our equipment. Commanders must balance scheduled maintenance, training requirements and real world mission requirements to ensure readiness across a multi-domain spectrum. Proactive engagement with external Inspection Teams promotes sustained readiness and compliance. Maintenance database input quality is paramount. Well communicated leadership intent is crucial. By maintaining high standards for equipment and aircraft readiness, we can support both state and national mission requirements, ensuring we are always prepared to respond. *Services must master maintenance at all levels.*



MAJOR OBJECTIVE 2.2



Develop and Sustain Rigorous Training for Multi-Mission Readiness

Focus training for PC/LSCO: To prepare our forces for the peer fight, we will prioritize high-intensity, scenario-based training that reflects the complexities of modern warfare. Key to this training is a focus on the fundamentals within

our jobs, and enforcement of discipline and

accountability across the force. The training must include live, virtual, and constructive simulations that mimic real-world conflicts and near-peer capabilities, enhancing skills in protection, electronic warfare, Joint operations, and integrated fires. Units must train with their full range of equipment, facing large, complex, adaptive threats. This focus on realistic, tough training will cultivate individual proficiency and foster a mindset of lethality, survivability and adaptability. *This is a hard, back-to-basics pivot.*

Intensify training for multi-mission readiness: Our formations must be prepared to pivot seamlessly between domestic support, homeland defense, and the large scale, multi-domain operations of nation-state conflict. We will implement cross-functional training, crisis response drills, and deployment simulations to ensure readiness across all mission sets. Leaders must instill a resilient, expeditionary mindset in their units, adopting the Mission Command philosophy to empower lower-level leaders to make decisions in dynamic situations. By training for a range of scenarios, we enhance our ability to respond rapidly and effectively to any emerging threats. *Give our Soldiers and Airmen what they signed up for.*

Build the next generation of leaders: Building a force capable of meeting future challenges requires a deliberate focus on leadership development. We will cultivate leaders who can make rapid decisions under pressure, think across multiple domains, and drive innovation at every level. Leadership training programs will emphasize both soft and hard methods of influence, with a particular focus on integrity, empathy, and the ability to eliminate toxic behaviors. Barrier analysis may inform us as to why some of our junior leaders are leaving services prior to a full career. A coaching and mentoring culture will be formalized, ensuring that every Service Member has access to guidance and support for their personal and professional growth. *Leaders first, units will follow.*

MAJOR OBJECTIVE 2.3

Cultivate Partnerships which Enhance our Dual Mission



Maximize Colorado's diverse force structure in training and partnerships:

Promoting collaboration across military services through Joint exercises and cross-training, such as the Joint Medical Quarterly Training between the Army and Air, maximizes our diverse force. Partnerships in organizations like the Whole of State Critical Infrastructure Group enhance readiness by providing access to resources and subject matter expertise outside of our usual circles. Collaboration on disaster response, infrastructure protection, and emergency management strengthens military and civilian capabilities, fostering shared expertise and state/national mission readiness. *We must broaden our comfort zones to be successful in the future operating environment.*

Develop a comprehensive five year SPP strategy: The CONG will develop a five-year SPP strategy that prioritizes readiness and aligns with national defense goals, Combatant Commander priorities, and builds partner capacity. The SPP strategy will focus on improving interoperability with partner nations, preparing for the challenges of great power competition, and developing specialized skills that enhance allies' and partners' leadership and operational capabilities. Regular assessments will ensure that our engagements are structured for tangible success, and our desired outcomes are consistently met. *Partnerships can also benefit from deliberate planning.*

Keep partnerships fresh and aligned with strategic goals:

Maintain and promote partnerships at the local, state, and federal levels to enhance readiness and support the dual mission of the CONG. Regularly highlight these partnerships throughout the organization by featuring success stories, sharing best practices, and conducting routine assessments to ensure they align with higher headquarters' objectives. Engage in Joint exercises, information exchanges, and public outreach to keep partnerships vibrant and relevant. These collaborations broaden access to resources, enhance mutual capabilities, and strengthen overall operational readiness. *Partnerships are force multipliers.*

Warfighting Readiness: KPIs

1. End Strength Attainment:

- **KPI:** Percentage of units achieving or exceeding their authorized end strength.
- **Target:** 100% of units maintain or exceed their authorized personnel end strength by the end of the fiscal year.
- **Summary:** Ensuring units are fully manned is a foundational aspect of readiness. This KPI ensures the Colorado National Guard has the personnel strength necessary to execute missions at full capacity.



2. Equipment Warfight Readiness:

- **KPI:** Percentage of critical warfighting equipment fully operational and meeting readiness standards.
- **Target:** 95% of warfighting equipment is always mission-ready, accounting for scheduled maintenance. Pacing items must be at 100%.
- **Summary:** Equipment readiness is critical for both combat and homeland defense missions. This KPI ensures that all necessary equipment is operational and maintained, reducing the risk of mission delays or failures due to mechanical issues.

3. JADO Training Completion:

- **KPI:** Percentage of overall units completing near-peer conflict training annually, with integrated Joint All Domain Operations (JADO) components.
- **Target:** 100% of units complete expeditionary, near-peer focused training. All CONG units incorporating multi-domain operations into training at least once per year.
- **Summary:** This KPI ensures that units are prepared for large-scale combat scenarios while integrating the latest Joint All Domain Operations (JADO) concepts. This keeps the force agile and ready to operate across multiple domains in complex, modern conflict environments.

LOE 3 – INNOVATION & MODERNIZATION

We must transform into a Joint Force by aggressively innovating at all levels, ensuring dominance in the multi-domain environment and driving change throughout the nation.

The “Innovation and Modernization” Line of Effort (LOE) is vital for our transformation into a Joint Force which dominates the multi-domain environment and leads national change. As technological advancements rapidly evolve the battlefield, we must aggressively pursue modernization across all levels. Whether facilities, equipment, people, or processes, we must ensure readiness for emerging, complex threats. This is evident in the USAF shift to an expeditionary Agile Combat Employment (ACE) philosophy to ensure survivability through austere and dispersed formations. Recruiting’s Joint Enlistment Enhancement Program is a national effort which, through imagination and hard work, we are doubling at the state level.

Investing in new facilities and acquiring cutting-edge equipment is essential for CONG to maintain operational effectiveness. Additionally, securing force structure that aligns with national defense priorities reinforces CONG’s critical role in state and national missions. For example, during election cycles, our cyber warriors are tasked with protecting our democratic processes, highlighting CONG’s pivotal position in national security. Transforming our force through education is another path to meeting this goal. COANG’s goal to certify 5% of its force as Six Sigma Green Belts demonstrates an investment in organizational excellence.

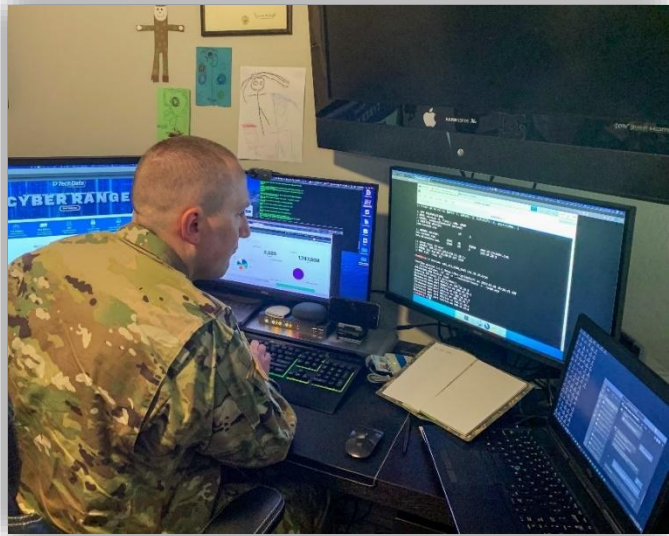
A key component of this transformation is building Joint capabilities. Through cross-service collaboration, Joint training, and integrated operations, the CONG must ensure seamless, multi-domain functionality. By fostering a culture of innovation, we will continue to set the national standard for operational excellence. A prime example is our leadership in developing the NGB Web Emergency Operations Center (WebEOC) application, enhancing coordination through collaboration with NGB and state offices. Other examples are the COANG “Centennial Spark” cell which capitalizes on the Air Force ARCWERX innovation program, and COARNG’s pivot to data-driven decision-making with PowerBI.

By embracing aggressive innovation and modernization, the CONG will continue to drive transformational change across the nation, ensuring dominance in a rapidly evolving multi-domain operational landscape.



MAJOR OBJECTIVE 3.1

Acquire Force Structure which Aligns the CONG with National Priorities



Define the vision and campaign accordingly:

Services must align their decision-making with a deliberate, sustainable, and holistic approach to growth which endures beyond the current chain of command. These plans should be approved by The Adjutant General and briefed regularly. *Decide who we want to be.*

Maintain interoperability with the Joint Force: The CONG must continue to deliver the interoperable, Joint Force combat capability our nation needs, and which is applicable to conflict anywhere, anytime. To achieve this, the Services should develop long-term strategies that include understanding headquarters' resourcing plans, assigning key individuals to exert influence, and actively participating in the development of equipment and force structure relevant to Colorado. *Broadening assignments can be force multipliers.*

Invest and divest in force structure: To prepare for multi/Joint all-domain operations, the CONG must assess existing force structures, identify irrelevant structures, and invest in new force structures that align with the long-term strategies of the respective Service headquarters. This evaluation should also consider the value of force structures for fulfilling our domestic mission and our roles in Homeland Defense. *Align opportunities with the long-term plan.*

Improve competitiveness: We must meet or exceed National Guard Bureau (NGB) growth criteria/metrics to become more competitive for desired force structures. Leaders at all levels must understand the part which they and their formations play in this role, from focusing on individual retention to understanding and advocating for growth at the highest levels. Regularly reviewing and updating these strategies will ensure that over time we will meet or exceed NGB growth metrics. *End strength, end strength, end strength.*

Collaborate with other organizations: The CONG must collaborate with relevant organizations, such as the Army National Guard and Air National Guard, as well as regional and state organizations, allowing for shared resources, ideas, and best practices, which will ultimately influence and shape the CONG's force structure. *Relationships are everything.*

MAJOR OBJECTIVE 3.2

Modernize Equipment to Posture the CONG for a Joint All Domain Operational Environment



Establish long-term modernization plans:

The COARNG and COANG must develop detailed long-term approaches for modernizing equipment and maintaining interoperability. These plans should incorporate service headquarters' resourcing plans and allow our warfighters to fully integrate with the Joint force and enable Joint interoperability. Avenues such as National Guard and Reserve Equipment Appropriations must be exploited to their full capacity. *Proactive, not reactive.*

Innovate and exert influence: We must understand, influence, and shape future equipping plans within the respective Services. Placement of individuals in key positions to exert influence has proven results. We must be active within the proponents of equipment and force structure relevant to Colorado, and influence plans to ensure CONG's relevancy in future warfighting through mechanisms such as the Leader Engagement Working Group. *This is a deliberate operation.*

Prioritize productivity-enhancing investments: Ruthlessly utilize available digital systems that improve productivity, collaboration, and decision-making. Ensure traditional Airmen and Soldiers can easily navigate, use, and propagate these systems to remain relevant members of the CONG's digital environment. In many cases we need to learn and master the tools we already have, such as Teams for collaboration and appropriate Artificial Intelligence for improved workforce productivity. *Redundant processes waste everyone's time.*

Advocate for modernization: Recognizing that some aspects are outside of our immediate control, we will continue to advocate for modernization in line with national priorities. We must focus on influencing decisions through deliberate leadership and by promoting the CONG as a key contributor to national defense priorities. By understanding the nuances of the Army's Transformation in Contact and Air Force fighter recapitalization and Next Generation Air Dominance, we can position ourselves for modernization. *We must posture ourselves to be next in line.*

Fostering a culture of innovation: The culture of innovation and continuous learning within the CONG must be deliberately nurtured to drive integration of modern technologies. Providing resources for professional development and increased productivity will contribute to creating a workforce capable of operating successfully in a Joint All Domain Operational Environment. *This is happening at the individual levels; it needs to be an enterprise effort.*

MAJOR OBJECTIVE 3.3



Invest in Facilities to Recruit, Train and Maintain a Force Capable of All State and National Missions

Institutionalize Service Stationing Committees: The CONG utilizes service stationing committees, force integration working groups and operational planning teams to maintain and update long range stationing plans that support strategic objectives and priorities. The ultimate purpose of these committees is to support unit training and operational requirements for valid requirements. Vital to the legitimacy of these groups is the input from unit level representatives. Recommendations from these groups are forwarded to senior leaders for further evaluation and prioritization. *Our facilities reflect our organization.*

Modernize and maintain existing facilities: The CONG will modernize its existing facilities to optimize their lifecycle, relevancy, resiliency, and energy efficiency. Maintenance channels will be utilized to ensure that work orders are completed effectively and efficiently. *Our Soldiers and Airmen deserve an office environment equal to their civilian counterparts.*

Acquire new sites and build to standards: The CONG will acquire new facilities that meet current and future security, space, and functional requirements of its units. New force structures will be provided with timely and appropriate unit stationing. New SCIF and classified capable classroom space will vastly improve our ability to acquire new force structure and offer additional multi-domain courses at our existing learning institutions. *Force acquisition is not only about people.*

Divest from nonessential facilities: The CONG must evaluate all facilities and develop a divestment plan for those that do not meet mission requirements, are poorly located, or cannot be effectively modernized. Reduction of facilities in the divestment plan will be achieved through a phased approach. *This is a complex and lengthy process for a reason.*

Innovate solutions to existing needs: MILCON requirements are clear and the process for new construction can span a career. Stationing and Force Integration committees should be familiar with financial thresholds and construction tiers to find solutions for pressing problems at the unit level. For example, by thoroughly evaluating the scope of the project with the end user, Sustainment, Restoration and Modernization funds were able to be used to build a new Readiness Center in Fort Lupton in a relatively short timeframe. *We can get to Yes.*

Innovation & Modernization: KPIs

1. Force Structure

Competitiveness:

- **KPI:** Quality of strategic initiatives implemented by Services to enhance competitiveness for acquiring new force structures. (I.E JEEP)
- **Target:** Implement 2-3 major strategic initiatives annually to position CONG as a top candidate for emerging force structures. Brief progress at TAG Staff.
- **Summary:** This KPI measures the organization's efforts to attract new, future-focused units and capabilities by aligning with national priorities and showcasing Colorado National Guard's competitive advantage.



2. Collaboration with External Organizations:

- **KPI:** Number of enduring and productive Joint initiatives and partnerships with federal, state, private sector, or international organizations.
- **Target:** Establish or enhance 3-5 key partnerships annually to drive innovation and readiness. Brief progress at TAG Staff.
- **Summary:** Fostering collaborations across sectors and with external organizations enhances the Guard's ability to innovate and respond to both state and national needs by leveraging a diverse set of skills, knowledge, and resources.

3. Productivity through Innovation:

- **KPI:** Ruthless elimination of manual processes and outdated policies. Measurable improvement in productivity or efficiency through innovative solutions and use of technology (PowerBI for task tracking, Viva Connections for inter-organizational communications, Workflows for repetitive tasks, etc.)
- **Target:** Identify 2-3 reporting requirements, meetings or manual processes to eliminate using technological tools available to the CONG.
- **Summary:** This KPI tracks the tangible results of innovation efforts, focusing on how new processes or technologies directly enhance productivity, efficiency, and operational effectiveness across the organization.

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