

A Word from the



Gen Richard B. Myers, USAF, meeting peacekeeping commanders in Haiti

Chairman

As we struggle against international terrorists, we have learned that the very freedoms that define America also create vulnerabilities. Terrorists attempt to exploit these vulnerabilities to force us to abandon the hard-won freedoms we enjoy and destroy our way of life. Benjamin Franklin once said, "They that give up essential liberty to obtain a little temporary safety deserve neither liberty nor safety." The challenge of maintaining America's security and freedom falls to our brave servicemen and women.

Today, violent extremists, with their potential to create catastrophic effects with weapons of mass destruction, make success imperative. Weapons of mass destruction, a global economy,

accessible technology, unregulated cyberspace, and widely available satellite navigation and communications provide our enemies with cheap resources that were previously available only to first world powers.

Many call the terrorists' strategy *asymmetric warfare*, that is, attacking us at our weak points—our citizens and commerce—while avoiding our strengths by generally steering clear of direct military confrontation. We spend considerable energy studying terrorists and their methods and motivations. While we must not underestimate the threat, we must also recognize that America possesses asymmetric advantages.

(continued on page 4)

JFQ

1 A Word from the Chairman

by Richard B. Myers

7 Communiqué

by Merrick E. Krause

JFQ FORUM

8 Battlespace Management in Integrated Operations



10 Joint Interagency Cooperation: The First Step

by Matthew F. Bogdanos

PHOTO CREDITS



The cover shows F-14 readying for launch from *USS Harry S. Truman* (U.S. Navy/Kristopher Wilson). The front inside cover features [top to bottom] Navy Seabees securing school in Fallujah for reconstruction (U.S. Navy/Jeremy L. Wood); Soldiers securing traffic control point near Ad Duluyiah, Iraq (U.S. Air Force/Shane A. Cuomo); Marines conducting security check on convoy to Harwan, Iraq (U.S. Marine Corps/Kevin W. Williams); and Air Force pararescue squadron members setting up communications in Green Zone of Baghdad (U.S. Air Force/Shane A. Cuomo). The table of contents depicts [left] mobile sensor platform providing surveillance at Kuwait naval base (U.S. Navy/Wes Eplen); [right] M1 battle tank

at checkpoint in Ah Salama, Iraq (U.S. Army/Jason Heisch). The back inside cover shows regimental combat team returning from border crossing inspection (U.S. Air Force/Shane A. Cuomo). The back cover reveals [top] Marines conducting security operation in Iraq (3^d Marine Division Combat Camera/James L. Yarboro); [left to right] testing Raven UAV in Iraq (55th Signal Company Combat Camera/Jeremiah Johnson); the first F/A-22 assigned to Langley Air Force Base (U.S. Air Force/Samuel Roger); and Littoral Surface Craft—Experimental under construction (U.S. Navy/Jesse Praino).

19 U.S. European Command and Transformation

by Charles F. Wald

27 Transformation and the United Kingdom

by Andrew Dorman

33 Airpower and Psychological Denial

by Wesley P. Hallman

40 Paralyzed or Pulverized? The Fall of the Republican Guard

by Howard D. Belote

46 The Commander's Emergency Response Program

by Mark S. Martins

53 ABCA: A Petri Dish for Multi-national Interoperability

by Robert L. Maginnis

59 Battle Damage Assessment: The Ground Truth

by James G. Diehl and Charles E. Sloan

65 Force Protection Lessons from Iraq

by Phillip G. Pattee

ICAF 80TH ANNIVERSARY

72 The Industrial College of the Armed Forces @ 80

by Frances C. Wilson



74 The Origins of Joint Professional Military Education

by John W. Yaeger

83 What's in a Name? The Future of the Industrial College

by Paul B. Davis, Jr.



87 The Economics of Mobilization in the Information Age
by Irene Kyriakopoulos and Donald L. Losman

COMMENTARY

96 In Defense of Service Component Commands
by Burwell B. Bell III and Thomas P. Galvin

105 Psychological Operations and Counterterrorism
by Jerrold M. Post

OF CHIEFS AND CHAIRMEN

111 John William Vessey, Jr.

OFF THE SHELF

112 Shake Hands with the Devil: A Book Review
by Robert B. Oakley

113 Airpower in Small Wars: A Book Review
by Dik Daso

114 An Army at Dawn: A Book Review
by John S. Brown

Joint Force Quarterly

Stephen J. Flanagan, PhD
 Director,
 Institute for National Strategic Studies
Editor-in-Chief

Martin J. Peters, Jr.
Production Supervisor

Colonel (S) Merrick E. Krause, USAF
 Director of NDU Press,
 Institute for National Strategic Studies
Editor

Calvin B. Kelley
George C. Maerz
Jeffrey D. Smotherman, PhD
Lisa M. Yambrick
Editorial Staff

Colonel Debra Taylor, USA
 Deputy Director of NDU Press,
 Institute for National Strategic Studies
Managing Editor

William A. Rawley, Inc.
Art Direction

Garrett M. Mills
Intern

Joint Force Quarterly is published for the Chairman of the Joint Chiefs of Staff by the Institute for National Strategic Studies, National Defense University, to promote understanding of the integrated employment of land, sea, air, space, cyberspace, and special operations forces. *JFQ* is the Chairman's flagship joint military journal designed to assist national security professionals in conducting informed debates on joint and integrated operations; supporting joint professional military education; assisting in policy development and security planning, execution, and the transition to peace; informing decisionmakers and the interagency community on important defense strategy matters, including winning the war on terror and transforming America's military to meet tomorrow's challenges.

The opinions, conclusions, and recommendations expressed or implied within are those of the contributors and do not necessarily reflect the views of the Department of Defense or any other agency of the Federal Government. Copyrighted portions of this journal may not be reproduced or extracted without permission of the copyright proprietors. *Joint Force Quarterly* should be acknowledged whenever material is quoted from or based on its contents.

This is the authoritative and official U.S. Government edition of *JFQ*. All previous issues are published online at: http://www.dtic.mil/doctrine/jel/jfq_pubs/index.htm.

Information on contributing to *JFQ*, distribution, or subscriptions is listed on the last page of this issue. Please direct editorial communications to:

Editor, Joint Force Quarterly
NDU Press
300 Fifth Avenue (Bldg. 62)
Fort Lesley J. McNair
Washington, D.C. 20319-5066

Telephone: (202) 685-4220 / DSN 325-4220
FAX: (202) 685-4219 / DSN 325-4219
e-mail: JFQ1@ndu.edu

ISSN 1070-0692

April 2005

Gen Richard B. Myers, USAF
Publisher

ADVISORY COMMITTEE

- Lt Gen Michael M. Dunn, USAF ■ National Defense University
Chairman
- BG David A. Armstrong, USA (Ret.) ■ Office of the Chairman
- Maj Gen John J. Catton, Jr., USAF ■ The Joint Staff
- A. Denis Clift ■ Joint Military Intelligence College
- RADM Patrick W. Dunne, USN ■ Naval Postgraduate School
- Maj Gen Robert J. Elder, Jr., USAF ■ Air War College
- Col George E. Flemming, USMC ■ Marine Corps War College
- Brig Gen (S) Randal D. Fullhart, USAF ■ Air Command and Staff College
- MG David H. Huntoon, USA ■ U.S. Army War College
- RADM Richard D. Jaskot, USN ■ National War College
- VADM Timothy J. Keating, USN ■ The Joint Staff
- Col Walter L. Niblock, USMC ■ Marine Corps Command and Staff College
- MG Kenneth J. Quinlan, Jr., USA ■ Joint Forces Staff College
- RADM Jacob L. Shuford, USN ■ Naval War College
- BG Volney J. Warner, USA ■ U.S. Army Command and General Staff College
- MajGen Frances C. Wilson, USMC ■ Industrial College of the Armed Forces

EDITORIAL BOARD

- Stephen J. Flanagan ■ National Defense University
Chairman
- Richard K. Betts ■ Columbia University
- Col John M. Calvert, USAF ■ Joint Forces Staff College
- Stephen D. Chiabotti ■ School of Advanced Air and Space Studies
- Eliot A. Cohen ■ The Johns Hopkins University
- COL Robert A. Doughty, USA ■ U.S. Military Academy
- Aaron L. Friedberg ■ Princeton University
- Alan L. Gropman ■ Industrial College of the Armed Forces
- Douglas N. Hime ■ Naval War College
- Mark H. Jacobsen ■ Marine Corps Command and Staff College
- Daniel T. Kuehl ■ Information Resources Management College
- Col Anne E. McGee, USAF ■ Industrial College of the Armed Forces
- Thomas L. McNaugher ■ The RAND Corporation
- Kathleen Mahoney-Norris ■ Air Command and Staff College
- William H. J. Manthorpe, Jr. ■ Joint Military Intelligence College
- John J. Mearsheimer ■ The University of Chicago
- LTG William E. Odom, USA (Ret.) ■ Hudson Institute
- Col Thomas C. Skillman, USAF ■ Air War College
- COL Robert E. Smith, USA ■ U.S. Army War College
- LtGen Bernard E. Trainor, USMC (Ret.) ■ Harvard University
- Col Gary West, USAF ■ National War College

(continued from page 1)

One of our key advantages is our battlespace management capability. Overall, I think of *battlespace management* as the aggregate of our command, control, communications, and computers (C⁴) and intelligence, surveillance, and reconnaissance (ISR) systems, or what we often call C⁴ISR. It is a *system of systems*.

In the past, we have used many of these systems in custom architectures that are elaborate and functional but expensive. Now we are learning how to integrate and standardize these systems, cutting across service and command stovepipes, to facilitate control of not just one battlefield but of multiple operations across a larger battlespace.

Taking a holistic view, the goal of the battlespace management system is to give commanders the best situation awareness possible. Accurate battlespace awareness provides the capability to turn knowledge into effects tailored to achieve our Nation's military and political objectives.

all battlespace management components must work together to facilitate information collection, fusion, and sharing

The information age has made it possible to achieve desired effects with such speed, precision, and power that new concepts of battlespace management are absolutely required. We also need to move past stovepipes that may have outlived their helpfulness. *ISR* was a Cold War term that many organizations continue to use. The acronym evolved as people recognized the connection between the elements. But today the distinction between these specific intelligence-gathering terms is blurred.

In the past, I have used *battlespace awareness* to replace *ISR*, and it is really a subset of the greater battlespace management system. Now all battlespace management components must work together to facilitate information collection, fusion, and sharing with the goal of enabling rapid, accurate decisions both in the field and at the national level. This data fusion must help build an accurate, real-time, common operating picture so all commanders can seamlessly share information and execute operations or missions.

In our present conflict with violent extremists, the battlespace includes the entire world. The conflict spans nation-states and cultures, continents and oceans, and international boundaries and combatant command regions of responsibility. Individuals fighting terrorists are operating

P-3 on battlespace
surveillance training



U.S. Navy / Alesha A. Starnalis

on nonmilitary and cross-border fronts, and their efforts involve law enforcement, diplomacy, and finance. We thus need new battlespace management capabilities to transform our military competencies from joint operations to integrated operations that reflect the new partners we must coordinate with to defeat terrorists, such as other U.S. agencies, allied militaries and governments, nongovernmental organizations, and private industry. And to maximize our effectiveness, we must integrate from planning, to execution, to the transition to peace. Employing a coherent strategy that uses all instruments of power in concert will ensure success over the long term.

While we traditionally have done fairly well at moving intelligence and other information up and down chains of command, we sometimes have trouble exchanging information horizontally. We need better horizontal integration, fox-hole-to-fox-hole and among agencies and allies, as well as across organizational stovepipes.

We also need a more coherent approach to building battlespace management and integrating all the moving parts. We built an effective but expensive custom command and control system for Operation *Iraqi Freedom* and another for operations in Haiti. But we cannot continue to fight that way because it takes too long to build a team and train it, and it costs too much.

To maximize effectiveness and better use limited assets, we need to standardize battlespace management capabilities across the joint force. Each regional combatant command is creating a standing joint force headquarters (SJFHQ). In peacetime, these organizations will train and stand ready to respond on day one of a crisis. In wartime, they become the core and cadre for the commander's headquarters. SJFHQs will be able to deploy using reachback to reduce the forward footprint or to fully deploy, as the situation requires.

Integral to the SJFHQ is a powerful, deployable joint command and control (DJC2) suite. Because we will have a standardized, comprehensive suite of tools and experts trained to use it, DJC2 will improve our battlespace management advantage in standing joint force headquarters. Some of the DJC2 systems are operational, and more tools will be coming on line over the next few years. This joint capability will soon be far more standardized among the combatant commands, cutting across traditional regional stovepipes. Standardized plug-and-play equipment and similarly trained personnel will enable commanders to more flexibly tailor their headquarters for each joint task force in their areas of responsibility.

Elements of the SJFHQ deployed to Haiti in the spring of 2004, but the headquarters ele-



1st Combat Camera Squadron (Andy Dunaway)

Marine officer and Director General of Haitian National Police reviewing map of Port-au-Prince, Haiti, March 6, 2004

JIACGs make it easier for commanders to build strategies that are better integrated with nonmilitary instruments of national power

ment and all its planning tools were not yet fully operational. With DJC2, we will have a scalable headquarters capability, with the latest standardized battlespace management tools, available and ready in each regional combatant command.

An important part of each SJFHQ is the Joint Interagency Coordination Group (JIACG), a team of interagency representatives working together to integrate from planning through execution and resident in each combatant commander's SJFHQ. JIACGs help integrate operations by sharing information and planning with other U.S. Government agencies. Ultimately, JIACGs make it easier for commanders to build more

coherent strategies that are better integrated with other nonmilitary instruments of national power.

The SJFHQ concept is a departure from the ad hoc staffing of our operations centers in the past. We are moving into the information age and realizing the vision of network centric operations. The SJFHQ is the kind of innovative organization we must pursue if we want to maintain our asymmetric advantage in battlespace management. We are linking computers, databases, sensors, and platforms while encourag-

ing a new information-sharing culture to grow across stovepipes.

More remains to be done to meet the high demand for joint task forces (JTFs) for the war on terrorism, humanitarian assistance missions, and emerging threats. The number of operational JTFs has increased nearly 150 percent since 2000, with 24 operational in 2004, creating enormous personnel challenges for the services and combatant commanders. U.S. Joint Forces Command is leading the effort to determine the best way to meet this demand.

America's command and control advantage is a combination of incredible tools, such as DJC2, and the people who expertly employ them. The services and combatant commands must ensure that enough personnel are available with the skill sets needed to maintain our superiority in battlespace management. Likewise, JTF commanders must balance the benefits and challenges associated with trading reachback for forward presence in their joint force headquarters, such as footprint, bandwidth, logistic impact, mobility, and personnel.

Our battlespace management capability is one of America's greatest military advantages. We are transforming the Armed Forces while we fight to secure our legacy of liberty. It is a tough task, but the stakes could not be higher. The enemy is agile and determined. Fortunately, we have the resolve, dedication, and ingenuity of millions of dedicated servicemen and women and civilians ensuring that freedom triumphs over fear.

GENERAL RICHARD B. MYERS, USAF
Chairman
of the Joint Chiefs of Staff

Communiqué

This issue of *Joint Force Quarterly* brings to the forefront two important new terms: *battlespace management* and *integrated operations*. General Richard B. Myers, Chairman of the Joint Chiefs of Staff, discusses these terms and other new ideas in his introduction to this issue. The two terms recognize a dynamic international environment, new partners, and a need for flexible strategies to defeat the enemies we face today, while preparing for the threats of tomorrow.

General Myers explains in this issue that joint operations are the common baseline for America's forces in the post-Cold War world. We must there-



U.S. Navy (Suzanne M. Speight)

Navy engineer and Army Soldiers assessing battle damage photo of Fallujah

fore consider how better to integrate new partners, including partners from other agencies, allies, nongovernmental organizations, industry, and the private sector. Commanders must plan with these parties across the spectrum of warfare, conduct exercises with them, experiment with them, employ them, and keep the peace with them. Integrated operations certainly require innovative thinking because post-Cold War threats, international terrorists, weapons proliferators, and rogue states have expanded the modern battlefield into a truly worldwide battlespace.

In this challenging environment, *JFQ* is evolving too. Though we will retain diversity in each issue, we are becoming more thematic in our approach. Beginning with issue 36, the Forum section became the journal's central focus. Also, in this issue, the table of contents is color-coded. The color of the section in the contents matches the runner at the top of the page for easy identification. Another addition is a style guide for *JFQ* and other NDU Press submissions on our Web site. Although *JFQ* has always been known for visual appeal, we have added more action photos of our greatest asset: the men and women of the Total Force. You also will see the terms *Soldiers*, *Sailors*, *Airmen*, *Marines*, and *Coast Guardsmen*—the men and women of America's Armed Forces—capitalized, even though it bucks some academic style guides. *JFQ* is a professional military journal, and the staff wants to emphasize the crucial role our people play in executing our national security strategy.

In addition to presenting a forum on important issues, commentary, letters to the editor, and book reviews, *JFQ* will continue to offer historical and international viewpoints as well as research on the full spectrum of warfare—from conflict to war to the transition to peace. We will also occasionally offer unique features, sections that showcase important research and the words of senior military and civilian leaders. The special Industrial College of the Armed Forces anniversary section in this issue is the first of these features.

Our NDU Press Web site at www.ndu.edu is a useful resource, offering readers access to many other *JFQ* and NDU Press publications. We are interested in publishing provocative articles from the defense community, military of all ranks, civilians, interagency employees, and international partners. Please see our Web site or the last page of the journal for more information on submissions. We have rigorous standards and can select only the best pieces for publication. We are interested in your feedback to help us stay on target, on time. And I assure you, your *JFQ* staff will continue to do its best to provide a stimulating forum for today's most crucial security debates.

Thank you for your continuing support of *Joint Force Quarterly*.

COLONEL (S) MERRICK E. KRAUSE, USAF
Director of NDU Press and
Editor, *Joint Force Quarterly*