



# Joint Operations

## Insights & Best Practices

*2<sup>nd</sup> Edition*

July 2008

Joint Warfighting Center  
United States Joint Forces Command

By GEN (Ret) Gary Luck,  
COL (Ret) Mike Findlay and the JWFC Joint Training Division

## Introduction

The Joint Warfighting Center's joint training division is afforded the unique opportunity to visit and support commanders and staffs of joint headquarters worldwide as they prepare for, plan, and conduct operations. We gain insights into their challenges and their derived solutions. We analyze and compare practices amongst the different headquarters, reflect on the various challenges, techniques and procedures, collaborate with other agencies and the Services, and draw out and refine what we term "best practices," which we share across the community. We particularly discuss many of the insights on design and planning laid out in joint doctrine, FM 3-0 (Operations), and FM 3-24/MCWP 3-33.5 (Counterinsurgency).

This 2<sup>nd</sup> edition supersedes the September 2006 "Insights" paper incorporating many of the insights and best practices observed over the past two years as we participated in ongoing operations and joint exercises, particularly in the irregular warfare environment. We continue to stress the commander-centric nature of planning and operations while recognizing the critical importance of the staff. We delve into the development of trust and confidence necessary for today's operations. We also discuss the importance of providing a common framework to bring planners and operators from different Service and US government agency cultures together to achieve the unity of effort necessary to accomplish national objectives.

We have added a section on "design," addressing the need for problem setting, questioning assumptions, and paradigm setting prior to conduct of the well known, established planning process. We also further discuss the integration of lethal and nonlethal capabilities. We additionally discuss the rationale to move away from "effects-based operations" terminology.

We emphasize that future conflicts may run the full spectrum from peace to general war and address the implications of irregular warfare and hybrid war.<sup>1</sup> These conflicts, especially those in irregular warfare arena, are multidimensional, rooted in the human dimension, and defy full understanding and predictable solution sets. Nor can these conflicts normally be solved by military means alone. Success often requires a long term approach with the military operating as part of a comprehensive, whole of government effort – the essence of unified action. This demands an inclusive mindset to harmonize and synchronize our military actions, both lethal and nonlethal, with the many stakeholders, both interagency and multinational. It also argues that we continue developing agility and adaptability in our leaders through education, training, and experience.

We will continue capturing and sharing insights and best practices in subsequent insight and focus papers. Please pass on your comments to the Joint Training Division POC for insights and best practices, Mike Findlay at (757) 203-5939 (DSN: 668) or email: [michael.findlay.ctr@jcom.mil](mailto:michael.findlay.ctr@jcom.mil).

---

<sup>1</sup> Frank Hoffman addresses the hybrid war concept (the simultaneous use of multiple types of warfare – a combination of traditional warfare mixed with terrorism and insurgency) in a Potomac Institute for Policy Studies paper titled "Conflict in the 21<sup>st</sup> Century: The Rise of Hybrid Wars" dated December 2007. (<http://www.potomac institute.org>)

## Contents

|  |    |
|--|----|
| 1) Executive Summary .....   | 3  |
| 2) Today's Complex Environment .....                                     | 7  |
| 3) Unified Action .....  | 12 |
| - A Comprehensive Whole of Government Approach                           |    |
| - The Move away from Effects-Based Operations                            |    |
| 4) Commander-centric leadership.....                                     | 16 |
| - A Human Endeavor   |    |
| - Developing Personal Relationships & Building Trust And Confidence      |    |
| 5) Commander's Decision Cycle .....                                      | 19 |
| - The Assess, Plan, Direct, Monitor cycle                                |    |
| - Event horizons – Current Operations, Future Operations, Future Plans   |    |
| - Inclusion with stakeholders  |    |
| 6) Headquarters Staff Organization and Battle Rhythm.....                | 21 |
| 7) JTF Headquarters Manning and Training Challenges .....                | 24 |
| - Newly Forming HQs  |    |
| - Rotational HQs   |    |
| 8) Design - Framing the Problem and Paradigm Setting .....               | 27 |
| - Framing the Problem  |    |
| - Setting the Paradigm and Questioning Assumptions                       |    |
| - Operational Design   |    |
| 9) Planning – Solving the Problem.....                                   | 30 |
| - Planning Process   |    |
| - Planning Organization  |    |
| - Integrating Lethal And Nonlethal Capabilities                          |    |
| 10) Assessment: Purpose – Deepen Understanding And Informing Planning... | 33 |
| - Levels and Venues of Assessment  |    |
| - Need for both Quantitative and Qualitative Analysis                    |    |
| 11) Directing and Monitoring .....                                       | 36 |
| 12) Command and Control .....  | 37 |
| - Synergy and Harmony - Mitigating Interdependence Risks                 |    |
| - Task Organization & Command Relationships                              |    |
| - Challenges   |    |
| 13) Strategic Communications .....                                       | 48 |
| 14) Intelligence Support .....   | 50 |
| 15) Legal Considerations .....   | 52 |
| 16) Logistics .....  | 53 |
| 17) Information Management .....   | 54 |

## **1. Executive Summary**

Our U.S. military has significantly evolved over the past 10 years as we have adapted to an increasingly complex environment experienced in such places as Iraq and Afghanistan, as well as all aspects of the Global War on Terrorism (GWOT) and other world-wide security challenges.

- **Complex environment:** Globalization, the information revolution, non-traditional adversaries, and our changing military capabilities have significantly changed today's security environment. It has changed from that of the conventional cold war "battlefield" to today's complex irregular warfare "battlespace" involving the violent struggle among state and non-state actors for legitimacy, power, and influence over the relevant populations. While our most likely enemy is currently the insurgent and terrorist, we must also be ready for conventional war, and as we have seen with the Hezbollah in Lebanon... hybrid warfare. And as noted in the introduction and FM 3-0, we recognize that today's conflicts are multidimensional, rooted in the human dimension, and defy full understanding and scientifically derived solution sets.
- **Unified action:** Commanders have experienced the absolute requirement (and challenges) for unified action - working inclusively with all stakeholders, both U.S. and international, to understand and visualize this complex environment. We must be prepared to integrate our military actions as part of a comprehensive, whole of government approach to achieve strategic objectives – Unified Action. This need for "inclusiveness" and "synergy" with other stakeholders is possibly the most significant adaptation we must achieve to reach ultimate success, particularly in today's conflicts.
- **Commander-centricity:** Observations clearly reinforce the absolute importance of commanders' guidance and intent, applying their experience, instinct and intuition in exercising "command" -- the "Art of War." Mission-type orders laying out the "what" versus the "how" are even more important in today's environment. Mission-type orders provide subordinates the requisite maximum latitude to adapt to continually changing situations. This broad latitude for subordinates is essential; we must guard against the tendency and lure of technology to entice us to wrongly attempt to scientifically model outcomes and centrally control operations. We see the most successful commanders building personal relationships, inspiring trust and confidence, leveraging the analytical ability of their staffs while shepherding and giving them guidance, and "decentralizing to the point of being uncomfortable"<sup>2</sup> to empower their subordinates.
- **Design and Problem Setting.** We're seeing much more attention given up front to design – to problem setting. "Where planning focuses on generating a plan--a series of executable actions-- design focuses on learning about the nature of an unfamiliar problem."<sup>3</sup> This focus is commander-driven, conceptual in nature, and questions assumptions and methods, while attempting to gain a fuller understanding to set the correct paradigm for subsequent planning and execution.

---

<sup>2</sup> We attribute this quote to LTG Stan McCrystal who has promoted decentralization coupled with unmatched information sharing to achieve remarkable agility and flexibility in operations.

<sup>3</sup> Source: FM 3-24 / MCWP 3-33.5 Counterinsurgency 15 Dec 2006

a. **The complex environment and catalysts for change:** The United States and its allies are engaged in a protracted global war within a very complex security environment. Our enemies are not only foreign states, but also non-state entities, loosely organized networks with no discernible hierarchical structure. These ‘thinking’ adversaries can not be defined only in terms of their military capabilities. Rather, they must be defined, visualized, and “attacked” more comprehensively by all elements of national and international power, both lethal and non-lethal, with a ‘campaign’ versus single ‘battle’ mindset.

Four major catalysts for change: globalization; the information revolution; the changing adversaries; and a smaller, more technologically enabled, military force are the major change agents which have contributed to the complexity of this environment and fundamentally changed the way the U.S. military operates today across the spectrum of conflict.

- Globalization, the world’s open economic system of interdependent global markets, global communication systems, ubiquitous media presence, and competition for scarce resources have all broadened security responsibilities beyond solely a military concern.
- The information revolution has allowed unprecedented sharing of information both for us and for our adversaries and has changed the nature and urgency by which we both engage the media and influence target audiences.
- Our adversaries attempt to counter our conventional military superiority by conducting varying forms of irregular warfare in their struggle for legitimacy, power, and influence over the relevant populations. We will discuss the implications of conventional, irregular warfare, and hybrid warfare later in this pamphlet.
- Lastly, our force while recently growing in size is still smaller than during the Cold War, albeit very powerful and technologically advanced, and we can no longer solely rely on pure “massed forces” in accomplishing missions. Rather, we’ve learned the value of an expeditionary mindset and the need to harmonize our actions, both within the joint force and also with our interagency and multinational partners, to best achieve our common objectives.

The combination of these factors has led us to adopt a more integrated approach to crisis resolution which seeks to integrate military planning and operations with those of other government and non government agencies and organizations together with our international partners to achieve our objectives.

b. **Unified Action:** To a greater degree than ever, diplomatic, informational, and economic factors, as well as military, affect and must contribute to national security in this complex environment. We continually hear our operational commanders saying that they cannot achieve strategic objectives solely through military action, but must depend on the full government team to reach appropriate goals.

Unified Action - A Comprehensive, Whole of Government Approach. Military operations must be carried out as part of a larger comprehensive, whole of government approach to problem solving. This includes not only our government and our USG agency partners, but also other nations and the private and non-governmental sector. We continue advocating several ‘truisms’:

- The need for continual dialogue with national leadership in ascertaining the problem, defining success, developing feasible policy direction and acceptable courses of action with the necessary USG-wide resources.
- Recognition of the complex, interconnected nature of the environment and need to work to better understand it.
- The value in analyzing the elements of the environment as interrelated and dynamic variables that emphasize its human aspects.
- The need for inclusion with our stakeholders in gaining a common understanding of the environment, problem, desired overarching end states, and necessary conditions or desired outcomes to promote harmonized action.
- The ultimate accountability of the commander for success regardless of the quality of higher direction, resources provided, and the degree of support by others.

Inclusiveness: We've observed numerous best practices in the area of inclusiveness with our interagency and multinational partners:

- Inclusiveness in understanding the complex environment and the problem: The environment is more than a military battlefield; it's a human-based network that is beyond a military-only ability to fully visualize and influence. We need the perspectives and support of our stakeholders to perform well in this environment. The stakeholders can help in defining the problem and visualizing/describing the way ahead.
- Inclusiveness in developing plans and during execution: The best plans and operations are those fully integrated with the other elements of national and international power – from the very beginning of planning.
- Inclusiveness in assessment: Our stakeholders have unique perspectives and expertise. Together they help us build a more enriched overall assessment. Inclusion of civilian stakeholders from the beginning in assessment, estimates and planning facilitate a more complete understanding of the nature of the problem to be solved and actions required to solve it.

Synergy and Harmony: We fight as one team with our joint, interagency, and multinational partners. These are not just words or a slogan; we depend on each other to succeed in today's complex environment. Obviously, such interdependence can be viewed in some aspects as a risk, for we are depending on capabilities that we don't control. However, access to others' unique capabilities can also better ensure mission accomplishment. The joint force commander (JFC) achieves synergy and harmony amongst the various joint force components through building of trust and confidence, and deliberate crafting of the task organization and command relationships to promote such synergy. The challenges of gaining synergy and harmony with other USG agencies and multinational partners are somewhat greater than with our joint partners because there may be no clear authority directing a clear relationship with them that help ensures such a relationship. We see commanders mitigating this risk through development of personal relationships and trust, use of liaison elements, and conscious decisions on the degree of reliance with those stakeholders for critical tasks.

Observed best practices continue to reinforce the value of gaining synergy and harmony within this interdependent framework with other USG agencies, international partners, and within the joint force. We've observed several best practices for achieving synergy:

- Development of strong personal relationships and the requisite trust and confidence that your partners will be there when you need their help to accomplish your assigned tasks – often referred to as “HANDCON” or “WARCON.” We'll discuss the building of trust and confidence in section 4.
- The higher commander's setting of conditions by establishment of clear command relationships, particularly supported/supporting command relationships between components of the joint and coalition force, together with measures to achieve unity of effort with our interagency partners.
- Recognition that you don't need to 'own' your partners' assets in order to have assured access to their capabilities.

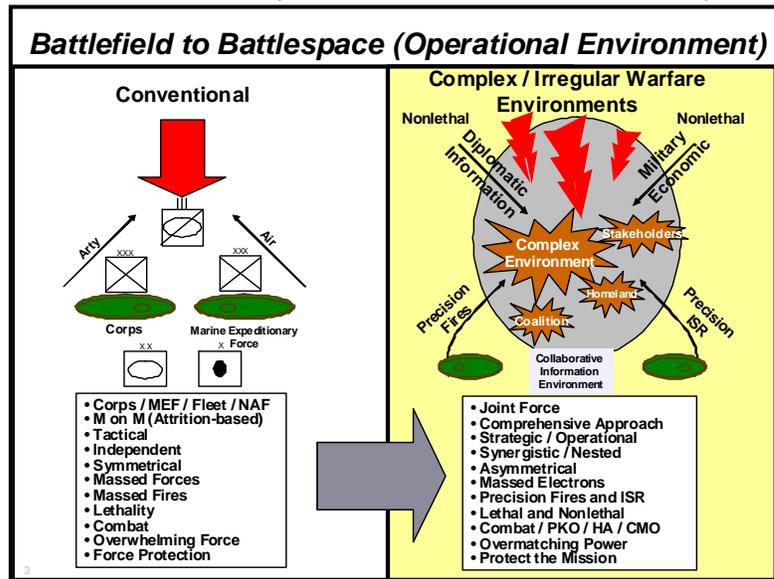
c. **Commander-centric operations:** The commander's role in “command” - applying the “Art of War” - in this complex environment is critical. Without exception, we find that commander-centric organizations out perform staff-centric organizations. Clear commander's guidance and intent, enriched by the commander's experience, instinct, and intuition are ingredients always found in high performing units.

Insights for commanders:

- “The more things change, the more they stay the same” in leadership.
- Personal relationships are essential – the foundation for successful joint, interagency, and multinational world. Build these relationships, and foster trust and confidence with your partners. We discuss trust building techniques later.
- Your vision / guidance and intent provide clarity in today's dynamic, ambiguous environment. Mission type orders remain key to success.
- Rely on your instinct and intuition while recognizing and leveraging the value of the staff to assist in understanding the increasingly complex environment.
- Working with your staffs, receiving benefit of their analysis and recommendations, and then giving guidance and staying with and guiding them, will result in better solutions in a fraction of the time.
- Build a command climate and organizational capability that fosters inclusion with your joint, interagency, and multinational partners in planning and operations.
- Focus on unity of effort, not unity of command. Recognize the reality of different perspectives and goals of your partners. Strive to arrive at a set of common desired outcomes to promote unity of effort.
- Stay at the appropriate level (i.e. the theater-strategic level for GCCs and operational level for JTFs) to set conditions for your subordinates' success.
- Decentralize where possible to retain agility and speed of action. This will likely entail decentralization – some operational commanders have termed the phrase “become or accept being uncomfortably decentralized” as the only way to be agile enough to take advantage of opportunities in today's operational environment. Too much structure can be the enemy.

## 2. The Environment.

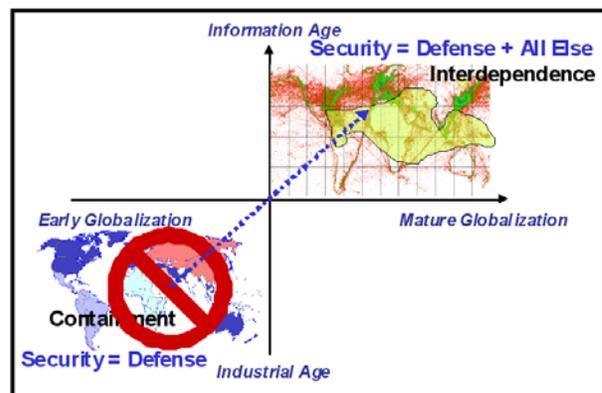
Globalization, the information revolution, and likely adversaries have made today's environment much more complex than what we faced just a few years ago. Operational commanders have adapted to the realities of this dramatically different and more complex security environment as depicted in the figure. They operate in today's irregular warfare "battlespace" while recognizing the requirement to stay proficient in fighting on the more conventional battlefield. And they are recognizing the challenges associated with hybrid warfare.<sup>4</sup>



**Globalization:** Thomas Friedman, in *The Lexus and the Olive Tree*, defines globalization as “The dispersion and democratization of technology, information, and finance.” We see this today. Open economic systems allow for increased trade on a global scale. Global brands foster familiarity and interdependence of economies and institutions. Communications, transportation, and information technology, together with this interdependency of economies, connects activity around the world all the time. Events in one region have immediate impacts in other regions.

Globalization has also brought to the forefront other actors such as ethnic groups, transnational, non-state sponsored terrorism, and organized crime organizations. Globalization has precipitated more visible clashes of ideology through much fuller awareness of contrasts and gaps in cultural, religious, and value differences. There is more blurring of internal and external threats, and diminishment of traditional notions and authorities of national sovereignty.

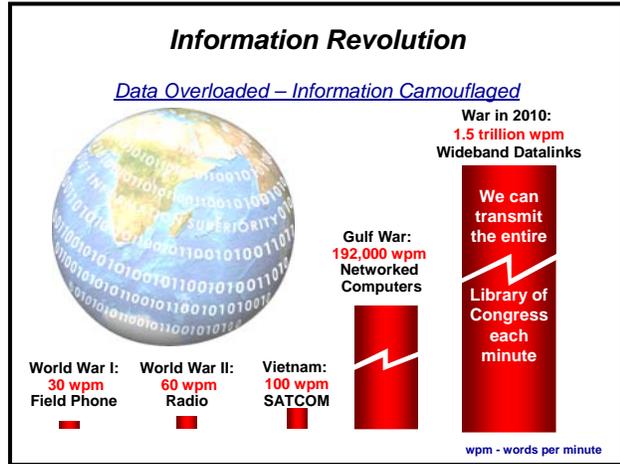
This globalization has security ramifications. The world is much more interdependent; it is more vulnerable to regional issues, things like world oil flow, terrorism, and population displacements. This is reality; we're there, and we can't back away from it. Security in this global environment can no longer be guaranteed by traditional, military means alone. It has shifted from



<sup>4</sup> The simultaneous use of multiple types of warfare – a combination of traditional warfare mixed with terrorism and insurgency. See footnote on page 1.

a military defense focus to that of using all elements of National Power.

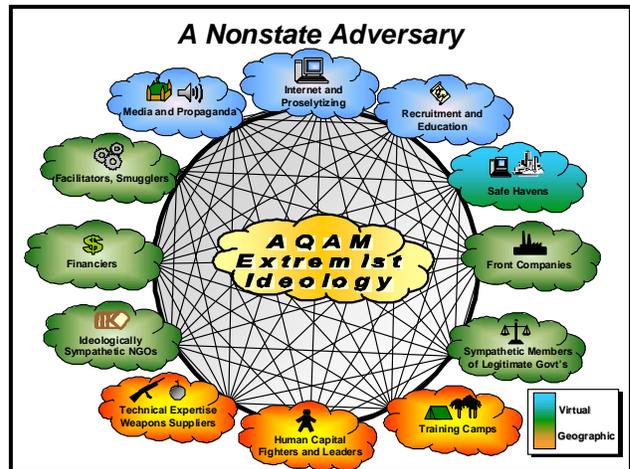
**Information Revolution:** The information revolution has clearly changed the way our world operates. We have unprecedented ability to transmit and receive data, and it is growing exponentially, both in speed and volume. This has affected us in many ways: our command and control systems have changed; we have unparalleled situational awareness; and we recognize the full fledged, real time fight in the strategic communication arena in the war of ideas and influence. The media has near instantaneous ability to broadcast events around the world, affecting both regional audiences as well as those in the U.S. Governments have access to information much more quickly and may unilaterally make national level policy decisions affecting our operations. And our adversaries have also gained ability to gain and share information much more quickly and in some cases surreptitiously.



Challenges: Together with the benefits of information revolution has come many challenges. First, the amount of information often exceeds our ability to manage, fully understand, and respond to it. Vital information is often camouflaged / buried in the volume of transmitted data. And the human brain has not grown exponentially to keep abreast of the flood of information. Second, not everyone is equal in their ability to send, receive, and understand data. The 'pipes' are different; tactical units are often not able to receive and process what higher headquarters can 'pump' out from their larger headquarters and more sophisticated systems.

The information revolution has also changed expectations. We're expected to keep up with or beat the numerous media reports; and tactical units may be inundated with requests for information based on the insatiable demand for information both from the media, national leadership, and higher headquarters.

**Adversary:** Our adversary has also changed. Our enemies are not only foreign states, but increasingly are nonstate entities, loosely organized networks with no discernible hierarchical structure. They operate in an environment of failed or failing governments, ethnic stratification, religious violence, humanitarian disasters, stateless militants, proliferations of information technology,



and increasingly dangerous weapons. Many of our adversaries are an increasingly complex mix of local, regional and international organizations that can no longer be defined or attacked solely in terms of their military capabilities.

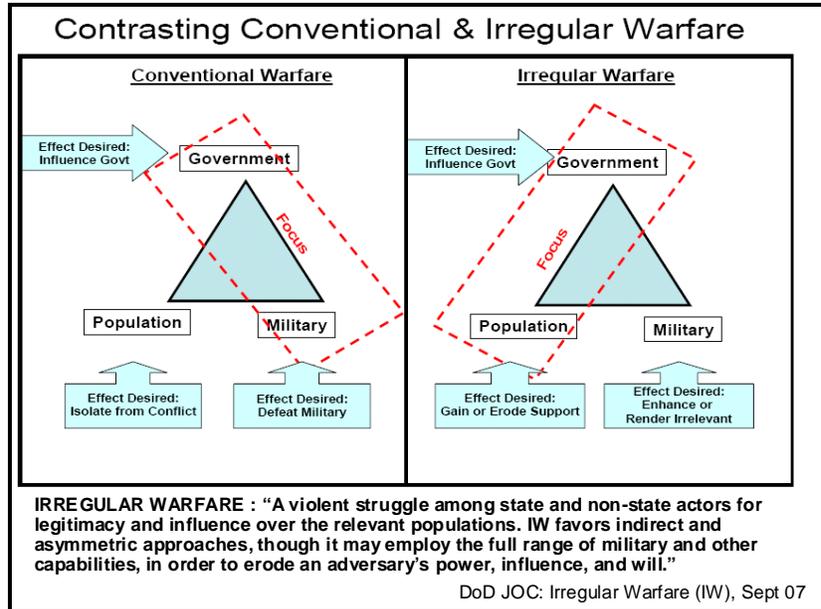
Many of these adversaries realize the senselessness in attacking us symmetrically in a conventional military-on-military fight.

They engage across a range of means, including irregular warfare, favoring indirect and asymmetric approaches as they fight for influence over the relevant populations. And as we've seen in Lebanon, these thinking opponents have innovatively combined forms of war and tactics to attack our vulnerabilities. They've discovered the more

advantageous way of operating on the fringes – in domains not traditionally associated as being within the realm of military operations. As a result, their actions seek to target or influence the population and military forces of targeted countries differently than in the past.

Even our potential nation state adversaries will fight us by taking advantage of globalization, easily available technology, and the information revolution – those same things that have dramatically improved our quality of life. They will fight us through the internet, through terrorism, through diplomatic means by leveraging sympathetic governments and international organizations, through the use of the media, and by hurting us and our allies both economically and financially. Their strength is no longer tanks, airplanes, and ships – it is financiers, webmasters, easy access to technology, hiding among the populace, and terrorists. These adversaries sustain themselves by nontraditional means – gone are the large, easily targeted supply depots, the characteristic communication systems and headquarters. They work out of nondescript locations, internet cafes, hotels, and safehouses.

**Visualization challenge:** We are challenged in both understanding and sharing our understanding of this complex environment. The traditional, military-centric, analytical approach that worked so well in the Cold War fight doesn't allow us to accurately analyze, describe, and visualize today's networked, adaptable, asymmetric adversary nor the adversary's linkages with the environment in which he operates. This adversary has no single identifiable 'source of all power.' Rather, because of globalization, the information revolution, and, in some cases, the non-state characteristic of our adversary, this form of adversary can only be analyzed,



described, and holistically attacked in a broader context through a prism of largely non-military variables.<sup>5</sup>

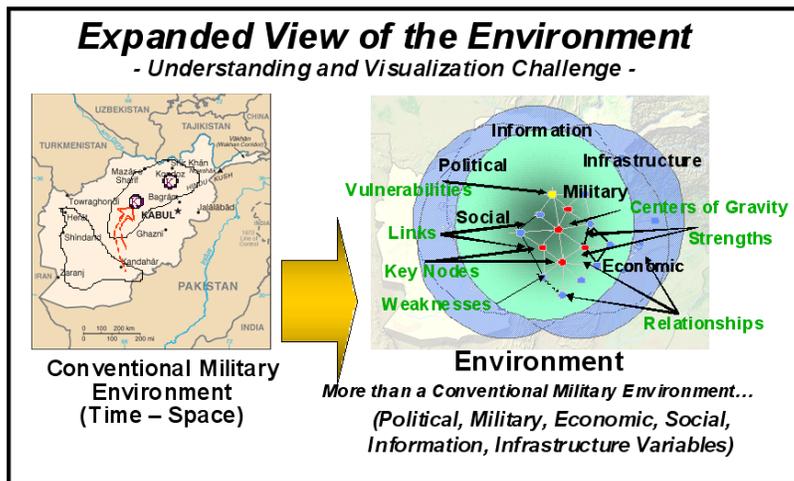
**Understanding and Analyzing the Environment:** Every joint headquarters we've observed has implemented some form of broader perspective to better understand and visualize the complex environment to assist in campaign and operational level planning. They have all emphasized the need for an expanded description of the environment beyond that solely of a traditional military battlefield view to a more multi-dimensional view. The need to view the world as complex and interconnected is becoming essential for many disciplines. Thomas Friedman described this well, "For me, adding financial market dimensions to politics, cultural, and national security was like putting on a new pair of glasses and suddenly looking at the world in 4-D. I saw news stories that I would never have recognized as news before ...

causal chains of events that I never would have identified before. I saw invisible hands and handcuffs impeding leaders and nations from doing things I never imagined before." [Lexus and the Olive Tree, p 22]

Successful Commanders understand this reality. They have recognized the importance of understanding the various aspects of the environment – many use some form of Political, Military, Economic, Social, Informational, and Infrastructure (PMESII) variables to view and describe the broad aspects of the environment recognizing that these may differ across environments.<sup>6</sup> Additionally, they recognize the complexity of the interrelationships between these variables of friendly, adversary, and neutral or unaligned groups.

The use of these "PMESII" variables within a broader paradigm better enables a shared understandable visualization of the complex environment across both military and non-military audiences. We see this common visualization framework as the first key step in promoting cohesive action amongst disparate players.

Some argue that our adversary can be precisely defined and modeled through "systems analysis" – and that we can predict his behavior. Operational warfighters and we both strongly disagree. Today's environment is far too complex and human based for reliable modeling and deterministic prediction of outcomes. That said, we have seen the value in using a systems perspective and some of the systems



<sup>5</sup> We use the term "variables" in lieu of the former use of the term "systems" to emphasize the changing nature of these variables, and to move away from any preconception that we can fully deconstruct and fully model the environment.

<sup>6</sup> We use these variables and the acronym 'PMESII' simply as one way to illustrate this broader view of the environment. These 'variables' could be described differently and include other aspects.

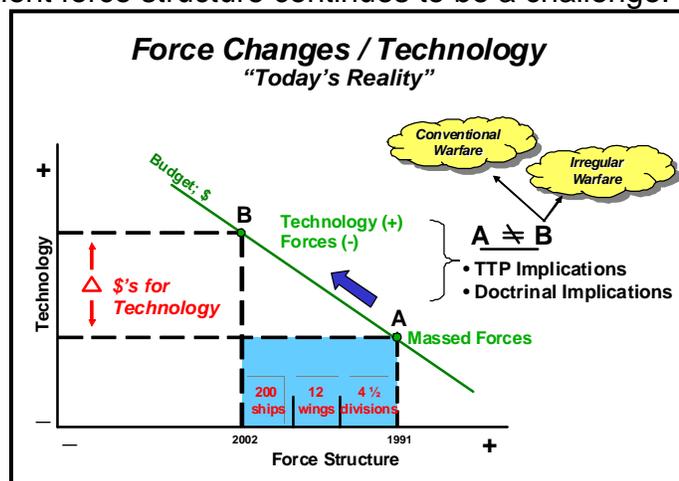
analysis means to better analyze and visualize the environment, gain a baseline appreciation of the environment, and organize information in a form useful to the commander and stakeholders. We have also seen its value in helping to project likely enemy courses of action, identify centers of gravity and possible key nodes and links as decisive points for action. In all cases though, continued feedback and assessment remains critical to deepen our understanding and adjust actions to ensure we are achieving the conditions to attain our objectives.

**Friendly Forces:** The ‘friendly environment’ has also changed significantly. We’ve changed from the days when General Colin Powell made famous the so-called Powell Doctrine, also known as the Powell Doctrine of Overwhelming Force, as part of the run up to the 1990-1991 Gulf War. His doctrine was based on the large force structure we had in 1990 - point A on the figure. However, since then we have become a smaller military in size, albeit very powerful and technologically advanced, and can no longer solely rely on “massed forces” in accomplishing missions, especially against this evolving, adaptive enemy. Looking at the figure, we as a nation lost military force structure to pay for new technology in the years after Desert Storm. We moved to point “B” with more technology and less forces. And since then, these forces have had to be able to fight across the spectrum of conflict.

A is different from B, not only in types of forces and our technology, but also in terms of the doctrinal and TTP<sup>7</sup> implications of those differences. We can’t simply transfer the old doctrine and TTP that was so successful at point A (when we had a much larger force structure and different environment) to point B. Old doctrine (overwhelming force) and TTP won’t always work in today’s complex environment and smaller force structure. Nor will doctrine and TTP for conventional warfare necessarily be the same for irregular warfare. We need new doctrine and new TTP.

Another observation on our changing military is that our national leadership and the American people expect the “B” capabilities to be equal or greater than “A” capabilities. The technology enhancements have served us well in the more conventional fights. However we’re still finding the need for more ‘forces,’ both military and other elements of national power, for today’s challenges, especially the counterinsurgency fights. Since 2001 we have gained more ground forces in recognition of this, but building sufficient force structure continues to be a challenge.

The joint force commanders and their component commanders have made great strides in enhancing their capabilities to operate in this complex environment despite being a smaller force – to keep B capabilities greater than A. They are leading the way in thinking through the doctrinal and TTP implications of point B.



<sup>7</sup> TTP – tactics, techniques, and procedures

### 3. Unified Action.

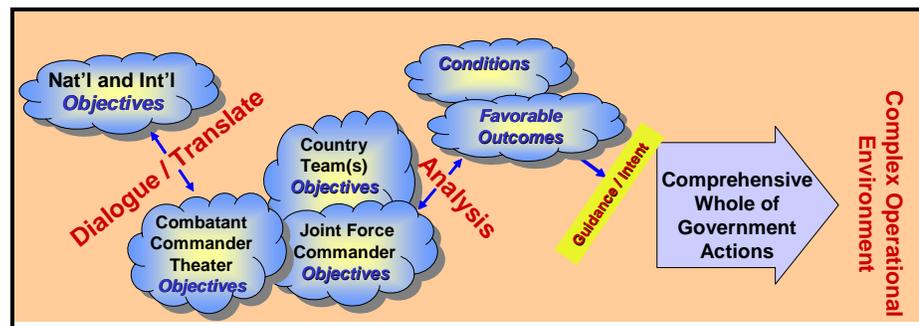
Every headquarters we visit identify the need for continuing efforts to maintain effective unity of effort with both our USG agencies and multinational partners as a key to success in achieving strategic objectives in this complex security environment. All recognize the value of harmonizing and

synchronizing military actions with the actions of other instruments of national and international power. This is basic and long standing; JP 0-2 even states “The United States relies for its security on the complementary application of the basic instruments of national power: diplomatic, economic, informational, and military.”

We’ve observed a very inclusive approach of working hand in hand with stakeholders (both interagency and multinational partners) in achieving this unified action. These commanders understand the different perspectives and ‘cultures’ among both our interagency and multinational partners, and focus on gaining unity of effort.

**A comprehensive whole of government approach:** Solutions to today’s complex problems require changing our perspective from that of friendly versus enemy military warfare (military on military thinking) to the use of all elements of national power in achieving our objectives. Commanders are thinking this way, and developing and using end states, objectives, and conditions addressing the “PMESII variables” as means to provide common visualization and better achieve unity of effort with our partners.<sup>8</sup>

Four key insights (referring to the figure):



- 1) Dialogue: We need continual dialogue with national leadership to ascertain the ‘real’ (*and often changing*) problem, and identify national objectives, desired end states, risks, and feasible policy direction. We see continuing commander and staff dialogue with national and international leaders, and then translating what they see, hear, and feel into solid, logical Combatant Command level objectives. This takes a lot of effort and never ends. National and international positions and objectives change. Our theater-strategic headquarters recognize this and

**Unified Action:** The synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort.

**Unity of Effort:** Coordination and cooperation toward common objectives, even if the participants are not necessarily part of the same command or organization - the product of successful unified action.

Joint Doctrine

<sup>8</sup> Many use the term DIME to express the diplomatic, informational, military, economic elements of power. The DIME is simply an iconic acronym that gets to the broader means to achieve objectives. There are numerous other acronyms / elements of national and international power.

maintain dialogue to ensure they remain nested within these national and international objectives. (the ends)

- 2) Analysis: We recognize the complex, interconnected, and largely unpredictable nature of the environment and the need to work to better understand it and the problem. We need to be inclusive with our stakeholders in gaining a common understanding of this environment, the associated often changing problem, and determination of necessary conditions or desired outcomes to achieve success. This analysis helps provide common visualization and better achieve “unity of effort” with our partners – it bridges the gap between all elements of national and international power. (the ways)
- 3) Actions: We harmonize military actions with those of our stakeholders. We see the use of mission type orders coupled with guidance and intent to empower decentralized military operations that are synergized with those of our partners. We continually see the importance of establishing a “command climate” and organizational capability that facilitates “inclusion” by all members of the joint, interagency, and multinational team. (the means)
- 4) Accountability: We’ve seen over and over again that the combatant and joint task force commander is ultimately held accountable for success in the end regardless of earlier higher direction, lack of resources, or absence of support by others.

### **Interagency Coordination.**

We’ve observed numerous best practices, all centered on an atmosphere of inclusiveness, in how operational commanders and our interagency partners work together to achieve objectives, often in coordination with intergovernmental and nongovernmental organizations. Our interaction with other USG agencies is different in domestic and foreign operations. We address interagency coordination for domestic and foreign operations and insights and best practices more fully in our November 2007 Interagency focus paper.<sup>9</sup>

There are challenges associated with unified action and interagency coordination. Our interagency partners do not have the budget, the number of personnel, nor the capacity of the military, and our ‘cultures’ and perspectives are very different. Interagency coordination is not as easy as theory would suggest – the agencies have different authorities, different priorities, different organizations, and different capabilities. National level direction may not always be sufficiently clear to prevent differences in understanding of national goals and end states. However, experience continues to reinforce the obvious – that we’re all on the same team and everyone is trying to do the right thing to support national policy within a unity of effort framework.

We’ve observed the following interagency coordination insights and best practices gained from our joint commanders and their interagency, intergovernmental, and nongovernmental partners.

---

<sup>9</sup> JWFC Focus Paper #3, Interagency, Intergovernmental, and Nongovernmental Coordination, July 2007.

- Today's complex environment demands Unified Action to achieve National Objectives.
- Understand partners' roles, authorities, perspectives, and processes in both foreign and domestic operations, and how they differ from U.S. Armed Forces.
- Coordination and execution are never perfect and need continuous effort to keep on track.
- Think inclusion rather than exclusion with stakeholders during planning, execution, and assessment. This has significant classification and information sharing implications. Write for Release.

### **Multinational operations.**

We are and will continue operating together with our multinational partners. They have become an inseparable part of our way of operating in both peace and war.

We normally think of multinational operations in terms of us leading, and focus on working through the necessary command relationships, caveats, and information sharing with our multinational forces. However, as we've seen – as exemplified in Afghanistan, we can also be 'part' of a coalition force.

### **Some insights.**

- Keep a one team one fight mentality. Don't allow anything to get in the way of maintaining the coalition. This requires a command climate and organizational design that facilitates inclusion and partnership.
- Coalitions are built on personal relationships and trust and confidence. Focus on building personal relationships and trust. These personal relationships will overcome the bureaucratic impediments that can threaten synergy and harmony with your partners. Your coalition partners can communicate with and influence their national governments much better than you can through formal channels. Stay focused on building unity of effort.
- Coalition operations are human-based; don't allow technical limitations of information sharing networks, tools, and databases fracture the coalition.
- Recognize the important role of national command element (NCE) and national support elements (NSE). Forces participating in a multinational operation will always have at least two distinct chains of command: a national chain of command and a multinational chain of command.<sup>10</sup> Commanders spend much of their time working the national chain of command to maintain the coalition cohesion.

---

<sup>10</sup> JP 3-16 addresses this well. "Each nation furnishing forces normally establishes a national component, often called a national command element, to ensure effective administration of its forces. The national component provides a means to administer and support the national forces, coordinate communication to the parent nation, tender national military views and recommendations directly to the multinational commander, and facilitate the assignment and reassignment of national forces to subordinate operational multinational organizations. The logistic support element of this component is referred to as the national support element."

## **Our Move Away from Effects-Based Operations (EBO).**

In the late 1990s a number of revolution of military affairs (RMA) concepts such as rapid decisive operations, operational net assessment, systems of systems analysis, precision strike, collaborative information environment, and effects-based operations explored both the advances in technology and means of gaining unity of effort with our stakeholders to help achieve simple, rapidly obtained solution sets to the complex nature of war. Some argue that these experimental concepts may have depicted conflict as an overly simplistic clash of opposing systems which could be analyzed and modeled. However, war is not simple; it is dirty, ugly and a bloody fight between humans. It is a nondeterministic endeavor whose outcome is never guaranteed. Our enemy is a thinking, adaptive human being. The subsequent approval and adoption of operational net assessment, systems of systems analysis, and effects-based operations (EBO) 'deterministic' concepts resulted in a confusing joint operational concept that impeded effective operational design and warfighting.

Most warfighters have lauded the concept of thinking through targeting and operations in terms of the 'effects' they may have on a series of targets or aspects of the environment. They have supported the move beyond simple BDA on single targets toward better understanding the effects of our actions on the broader aspects of the environment. However, any construct that mechanistically and deterministically promises certainty and predictability in an inherently uncertain environment is fundamentally at odds with the nature of war.

While many may correctly argue that EBO has evolved to a much more 'art of war' type of thinking recognizing the complexity of war, we must recognize that the term "effects-based" has garnered too much excess baggage and far too many interpretations – even if most are dead wrong. We must return clarity to our concepts of employment, linking "ends" to policy, strategy, campaigns and operations through clear "ways" and "means." We feel the best way forward is to baseline our terminology and concepts by returning to time-honored principles while incorporating where logical the issues introduced by today's more complex environment and the need for unified action.

We recognize four overarching truths:

- first, we need to continually work on better understanding today's complex environment,
- second, this environment and our adversaries cannot be fully modeled or predicted,
- third, unity of effort is needed in planning and action to achieve our strategic goals,
- fourth, we need to keep in mind how to define success and be clear in our direction. Our concepts of employment must clearly link "ends" to policy, strategy, campaigns, and operations. Commander's intent will articulate desired results, outcomes, impacts, or circumstances.

#### **4. Commander-centric Leadership.**

The commander's role in "command" - employing the "Art of War" - in this complex, unified action environment remains critical, regardless of the technological and informational improvements in "control" -- the "Science of War."

We strike a balance between the art of war (human interface) and the science of war (technological solutions) by emphasizing the inherently human aspects of warfare. Command and control is commander-centric and network-enabled to facilitate initiative and decision-making at the lowest appropriate level. We recognize that our pure technological and network advantage over the enemy can be eroded overnight especially at lower echelons. In practice, this translates to the need to enable subordinates to act without instructions per commander's intent. Without exception, we find that commander-centric organizations out perform staff-centric, process oriented organizations. Clear commander's guidance and intent, enriched by the commander's experience and intuition and quality staff analysis, are ingredients always found in high performing units. These commanders develop and implement ways to continually update their understanding of the operational environment and assess their progress in achieving assigned objectives – not confusing activity with progress.

The various Services all address the importance of command. For example, Army FM 3-0 describes what we discuss here in terms of "Mission Command." They define mission command as "the conduct of military operations through decentralized execution based on mission orders. Successful mission command demands that subordinate leaders at all echelons exercise disciplined initiative, acting aggressively and independently to accomplish the mission within the commander's intent. Mission command gives subordinates the greatest possible freedom of action. Commanders focus their orders on the purpose of the operation rather than on the details of how to perform assigned tasks. They delegate most decisions to subordinates. This minimizes detailed control and empowers subordinates' initiative. Mission command emphasizes timely decision making, understanding the higher commander's intent, and clearly identifying the subordinates' tasks necessary to achieve the desired end state. It improves subordinates' ability to act effectively in fluid, chaotic situations."<sup>11</sup>

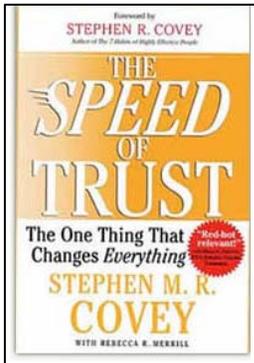
#### **Building trust and confidence.**

We've spoken a lot about the importance of personal relationship and building trust and confidence. Building trust with your partners is the most important action that you'll perform. Building this trust is a conscious act; it's not something that just happens. You've got to plan for it, actively build it through your words and actions, and continue reinforcing it throughout your time in command.

---

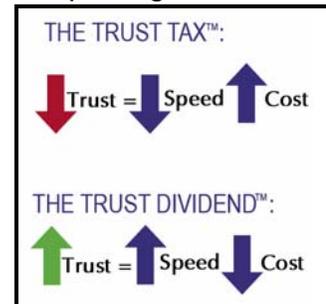
<sup>11</sup> FM 3-0 (Operations), Feb 2008, pg 3-6

There's a great deal of literature on building trust. Stephen Covey in The Speed of Trust talks to trust as the "hidden variable" in the formula for organizational success.<sup>12</sup> He describes the traditional business formula (Strategy x Execution = Results), but then brings trust into the equation (Strategy x Execution) x Trust = Results. He also brings out how trust always affects two outcomes: speed and cost (see figure). When trust goes down, speed goes down and cost goes up. Covey notes 13



behaviors that establish trust (talk straight, demonstrate respect, create transparency, right wrongs, show loyalty, get better, confront reality, clarify

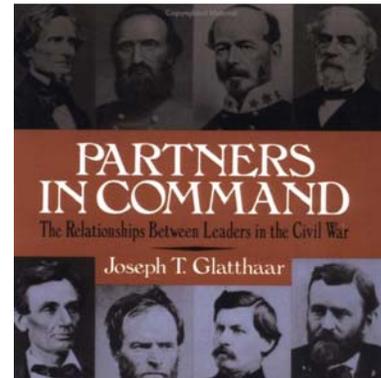
expectations, practice accountability, listen first, keep commitments, and extend trust). These principles have direct applicability in military command.



History also provides us excellent examples in building trust.

For example, Joseph Glatthaar in Partners in Command addresses several key leadership relationships in the Civil War.<sup>13</sup> He states "Political and military leaders had to collaborate, to establish effective partnerships that could translate strategic vision into battlefield execution." The book is about those relationships and

partnerships. It focuses on how the two commanders in chief interacted with their top field generals and how those generals worked with critical subordinates. Glatthaar brings out both good and bad relationships and how they directly affected mission success. He addresses the good relationships between Robert E. Lee and Stonewall Jackson; Ulysses Grant and William Sherman; Grant and Abraham Lincoln. He also addresses bad relationships: between Lincoln and McClellan, and Jeff Davis and Joseph Johnston.



Trust and confidence is very important to synergy and harmony, both within the force, and also with our interagency and multinational partners. Suggest you take time to think through how you gain and maintain trust and confidence with your higher commanders, your subordinates, and your partners.

### Insights:

Leadership remains a key force multiplier. We offer several best practices gleaned from our observations (several are also noted in the executive summary):

- Leadership "the more things change the more they stay the same..."
  - Commanders' courage and character remain paramount.
  - Commanders' vision / guidance and intent enriched by their experience, education, and training provide clarity in today's dynamic, ambiguous

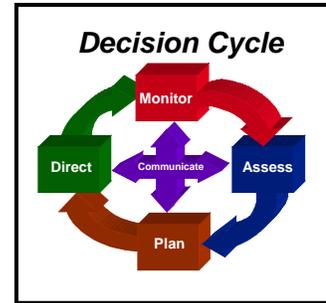
<sup>12</sup> Suggest reading The Speed of Trust by Dr Stephen Covey. Figures from book and Covey's web page.

<sup>13</sup> Also suggest reading the book by Joseph Glatthaar, Partners in Command, 1998.

- environment. Rely on your instinct and intuition. Anticipate and seize opportunity.
- Mission type orders remain key to success. Work with and through your subordinate commanders. Continue battlefield circulation to build trust and enrich your situational understanding.
  - Commanders must maintain a broad perspective on the environment, adversary and “friendly forces – both military and non-military.” It’s more than a military versus military conflict. They understand the broader context in which their operations take place and the implications of those actions on that environment.
  - Ensure planning and operations are Commander-centric versus Staff-centric. Provide guidance to your staff, and help them. You’ll get a better solution in a tenth of the time. Guard against the tendency to “over-control” operations.
  - Be a learning organization before & during the fight, NOT after it.
- Commander Insights in the interagency and multinational world:
    - Personal relationships are essential in the joint, interagency, and multinational world. Build these relationships, and foster trust and confidence with your partners to keep this a one team, one fight.
    - Be inclusive versus exclusive with your joint, interagency, and multinational partners in how you assess, plan, and make decisions. Establish a command climate and organizational capability to facilitate inclusion.
    - Focus on unity of effort, not unity of command. Recognize the reality of different perspectives and goals of your partners. Strive to arrive at a set of common desired end states and conditions to promote unity of effort.
  - Commander insights in the “joint” world:
    - Stay at the operational level. Set conditions for operational and tactical success. Delegate authority to subordinates to fight the tactical fight.
    - Instill a one team, one fight mentality. Build and reinforce trust and confidence.
    - Recognize the value of the ‘horizontal’ piece of warfighting. Establish supported/supporting command relationships between subordinates. Demand integration and promote synergy. Condition/teach subordinates to plan and execute within a framework of ‘access to others’ forces’ versus requiring ‘ownership of those forces.’
    - Establish mission approval processes that allow you and subordinates to retain agility and speed of action. This will likely entail decentralization – some operational commanders have termed the phrase “become or accept being uncomfortably decentralized” as the only way to be agile enough to take advantage of opportunities in today’s battlespace.

## 5. Commander's Decision cycle.

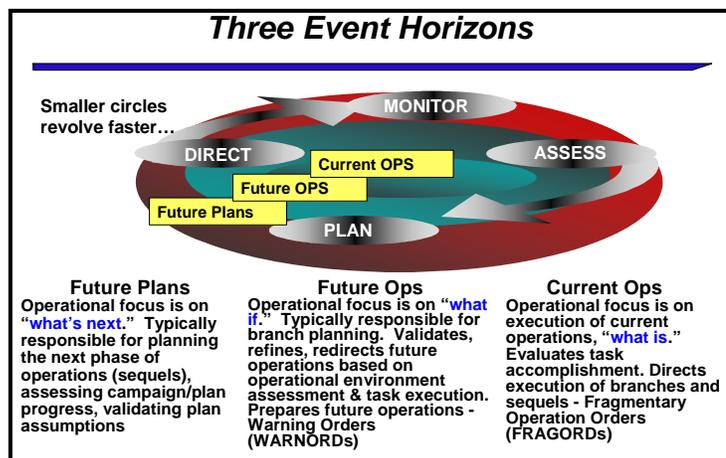
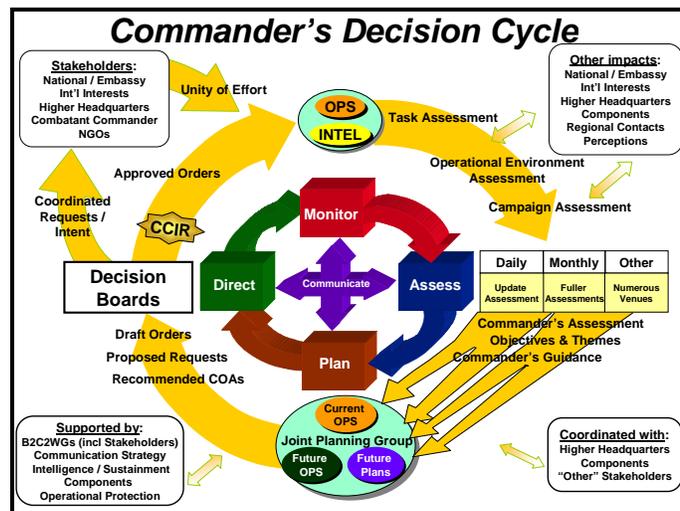
The decision cycle assists the commander in understanding the environment and in focusing the staff to support critical decisions and actions. We see every command using a cycle similar to the one depicted here. They all assess how they're doing, conduct planning based on this assessment, direct tasks to subordinates, request or recommend actions to stakeholders, and monitor operations and the environment to support assessment. They communicate throughout this cycle, both within the headquarters and with higher, adjacent, and subordinate commands.



We have observed that inclusion of stakeholders in this decision cycle is critical for achieving unity of effort. We will further describe this cycle after touching on event horizons and how the headquarters interact in terms of their decision cycle with its higher, adjacent, and subordinated headquarters.

**Three event horizons:** We find that the joint headquarters orient on three general event horizons – current operations, future operations, and future plans. We find each event horizon moves (spins) at different rates in terms of how it goes through the key aspects of the decision cycle. Each event horizon also requires supporting battle-rhythm events supporting its planning, execution, and assessment.

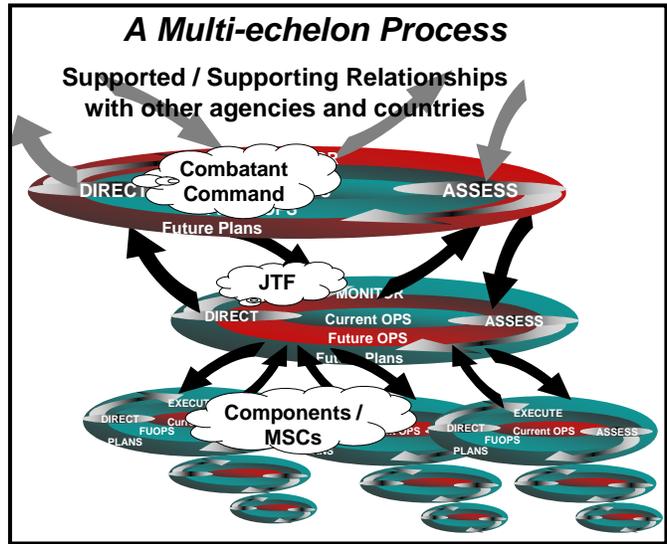
- The current operations event horizon focuses on the 'what is,' and can rapidly progress through the decision cycle – sometimes minutes for quick breaking events. Current operations produce a larger volume of orders including fragmentary orders (FRAGORDs). These kinds of activities generally do not require detailed full staff integration entailing the full headquarters. They do, however, require some limited planning capability within the joint operations center (JOC).
- The future operations event horizon focuses on the 'what if,' and normally moves slower with more deliberate assessment and planning activities resulting in such things as major FRAGORDs directing major tactical actions (e.g. named



operations) and troop movements within theater (e.g. movement of a brigade from one area to another). It generally requires full staff integration.

- The future plans event horizon is focused on the ‘what’s next,’ interacts heavily with higher headquarters planning efforts, and moves very deliberately through the decision cycle. It focuses on activities such as development of OPLANs and FRAGORDs to Campaign Plan and Policy directives or Major troop rotations. These kinds of activities also normally require full staff integration.

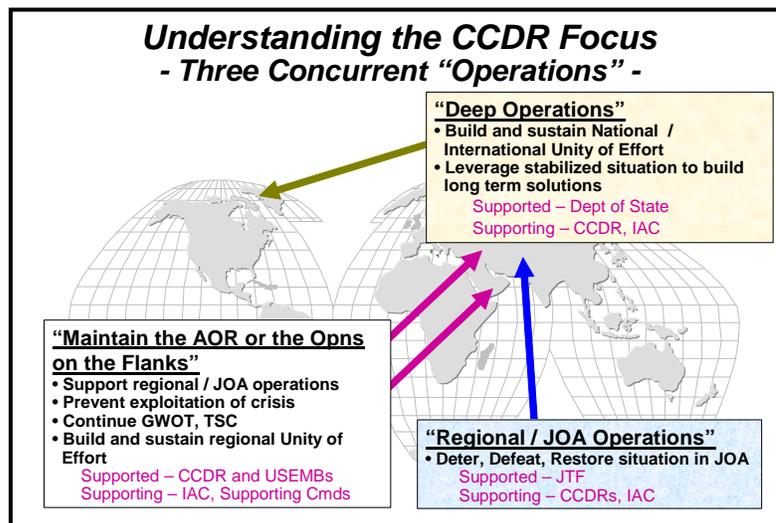
This decision cycle nests with other echelon headquarters’ decision cycles across all three event horizons as depicted in the adjacent figure. It’s continually interfacing with the higher headquarters’ decision cycle (which is normally more deliberate and slower moving), with adjacent units, and with subordinate unit decision cycles (which will likely be moving more rapidly).



At the Combatant Command level, we observe one additional “complication” to this decision cycle – the numerous concurrent operations. Every Geographic Combatant Command (GCC) is

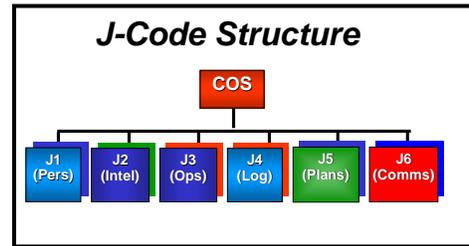
concurrently operating on three “planes,” conducting three concurrent operations as depicted in the below figure. The GCC is supporting the “deep global fight” sustaining international unity of effort, operating throughout the AOR in attaining theater strategic objectives, while concurrently setting conditions and supporting crisis or other “JOA” operations – what we loosely term the close fight. And each of these three operations has current operations, future operations, and future plans event horizons. Many of these senior headquarters too often focus on “JOA” operations at the expense of the other two areas.

These three concurrent operations across the three event horizons result in nine (3X3) planning and monitoring challenges at the Combatant Command level. In the planning section, we’ll discuss means by which we see the GCC managing planning and prioritizing staff resources for these activities.



## 6. Headquarters Staff Organization and Battle Rhythm.

This section addresses staff organizational insights to support the decision cycle addressed above, and then addresses insights on a headquarters' development of a battle rhythm. One comment up front; we have seen in some cases a predilection toward building very large headquarters to ensure the organization is fully and 'properly' manned to perform all headquarters functions. However, there is value in keeping the headquarters "lean." Large headquarters require more internal coordination actions; there is always the real risk that the internal coordination requirements can overshadow output. In other words, large headquarters can be less effective. Too much structure can be the enemy. Balance the penchant for increasing headquarters size with the recognition of the challenges of large headquarters.



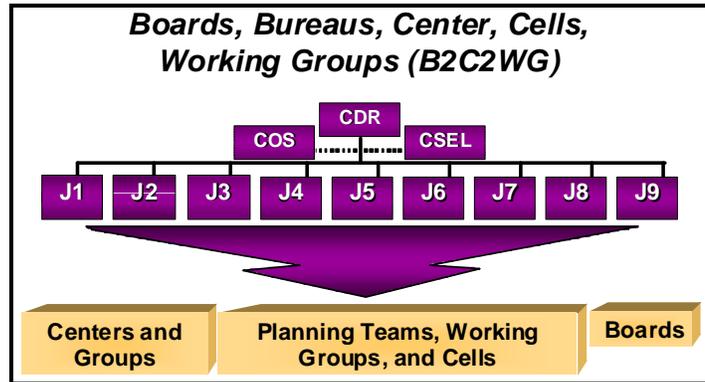
**Staff Organization Insights:** This sub-section shares insights and best practices on how the staffs are organized to support the decision cycle and commander decision making.

- J-Code structure: We still find the J-code structure as the preferred basic staff structure, particularly at the JTF level. It provides a common reference point on where expertise, staff oversight, (e.g. intelligence or logistics) and accountability exists on the staff, allows for easy cross talk with external organizations, and effectively supports other staff integrating structures such as functional boards, cells, and working groups B2C2WGs<sup>14</sup> that support the decision cycle. Other advantages of this structure are its well known and understood structure together with time-proven 'TTPs' on the required B2C2WGs to ensure coherent staff recommendations to the commander, and its commonality with many of the Service staff organizations.
- Functional organizations: We're seeing several Combatant Commands implementing what they term "functional organization" structures, organizing the staff by other than the traditional J-code functional organization. Key advantages, per these Combatant Commands, are a resultant better focus on specific mission areas (e.g. Security Cooperation, etc) and an atmosphere for better unity of effort with our partners. We find these types of organizations experience several 'growing' challenges: confusion in delineating respective counterparts in other 'J-code' military headquarters; education and training of incoming staff personnel; different, unforeseen "seams" that may require

| Organization options                                | J-Code                             | "Functional" (Plans, Opns, Information, Superiority...)   | Event Horizon (CUROPS, FUOPS, FUPLANS)                    | Hybrid (Fcn'l & J-code)                                   |
|---|------------------------------------|---|---|---|
| Accountable SME (e.g. J2) for staff-wide uniformity | Yes (e.g. J2, J4)                  | Not always unless 'dual hatted'                           | Not always unless 'dual hatted'                           | Yes (e.g. J2, J4)   |
| Staff Size  | SM-MED                             | MED   | MED   | LG  |
| Awareness / Coverage of staff SEAMS                 | Well known: Across event horizons. | TBD: Seams with other staffs, and internal "J-code" fcns. | TBD: Seams with other staffs, and internal "J-code" fcns. | TBD: Seams with other staffs, and internal "J-code" fcns. |
| Coordination with non military organizations        | Known                              | Potential benefit   | Not Known   | Potential benefit   |

<sup>14</sup> Boards, Bureaus, Centers, Cells, and Working Groups

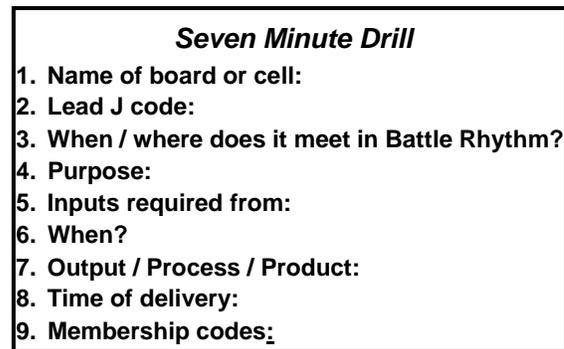
new integrating mechanisms (B2C2WGs); and development of unique standing operating procedures. The chart on the preceding page depicts various macro staff organization options and observations.



- Boards, Bureaus, Centers, Cells, and Working Groups (B2C2WG): We see the extensive use of B2C2WGs in every joint headquarters regardless of staff

organizational structure. These functional integrating structures provide the forums for bringing together the various expertises of the staff focused on specific problem sets to provide coherent staff recommendations to the commander. They make staff coordination more routine, increase cross-functional integration, facilitate monitoring, assessment, and planning, provide venues for command decisions, and allow for the management of current operations, future operations, and future plans. These boards are physical venues but also support virtual collaboration and participation with other stakeholders and headquarters.

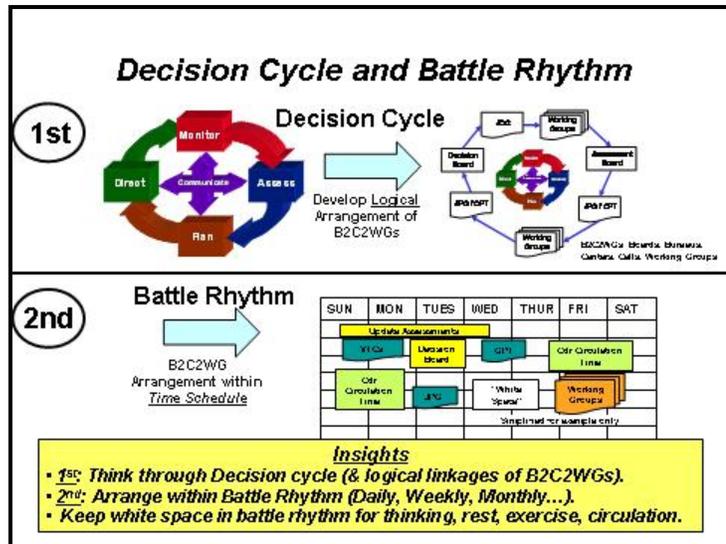
- We observe a continuing challenge in the staffs on balancing the potentially large number of B2C2WGs necessary for *full* staff analysis and integration with the limited number of personnel on the staff, time available, and other competing scheduling requirements for the principals and leaders. A number of chiefs of staff of the various joint headquarters have forced discipline on the numbers of B2C2WGs by requiring the staff proponent to defend the need for the B2C2WG in terms of what it brings to the decision cycle (in terms of specific inputs, outputs, and recipients of that information). They use a form of the '7 minute drill' outlined in the adjacent figure to vet and focus B2C2WGs. The 7 minute drill provides a format by which the staff proponent is required to concisely summarize the purpose for a prospective B2C2WG, its linkage to other B2C2WGs, and its support to decision making requirements.



**Battle Rhythm:** Battle rhythm is a continuing focus area in every joint headquarters we visit. These headquarters must not only operate within their own decision cycle across the three event horizons, but they must also interface with higher headquarters, stakeholders, and adjacent headquarters, all while supporting their subordinate headquarters with timely direction and information.

Insights:

- First, think through the decision cycle and develop the logical arrangement of B2C2WGs to support decision making. Then arrange them in a time schedule keeping the appropriate amount of white space for circulation, thinking, and unforeseen events. (See figure)



- Implication of three event horizons. A challenge in every headquarters is orchestrating the battle-rhythm events for each event horizon ensuring that they also support pertinent information requirements of the other event horizons. Many headquarters attempt to minimize the total number

of meetings by organizing battle rhythm events by function – e.g. an assessment, planning, or information operations meeting, and then further setting the agenda of that meeting to satisfy any needed actions for all three event horizons. This both reduces the requirement for the leadership to attend three separate meetings, and reduces the time demands on the supporting staff officers.

- Interaction with other headquarters. We've stressed inclusion throughout this insights paper. However, this inclusion comes with a price in terms of time – both staff time and commander time. That said, we normally have seen that this inclusion pays off. We've seen headquarters use well informed, empowered liaison elements and virtual collaboration means (e.g. video teleconferences, Information Work Space, conference calls) as some of the ways to reduce the time demand implications. We also find that every joint headquarters recognizes and fully accommodates the precedence of certain battle rhythm events with higher headquarters and key stakeholders – even when those schedules change. This flexibility and willing accommodation demonstrate these headquarters' recognition of the value of inclusion and unity of effort.
- Time management. The operational commanders and their staff all recognize several related facets of time management: time for staff preparation and coordination of analysis and recommendations, decision making forums, battlefield circulation, sleep, physical fitness and stress relief, command atmosphere, and creative thought. They all guard the commander's and principal's time to give them time to circulate and think, vice filling their schedule with meeting after meeting. We've seen this time management as one of the chief of staff's primary responsibilities.

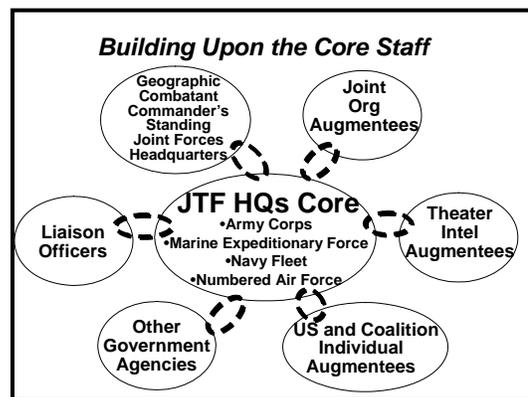
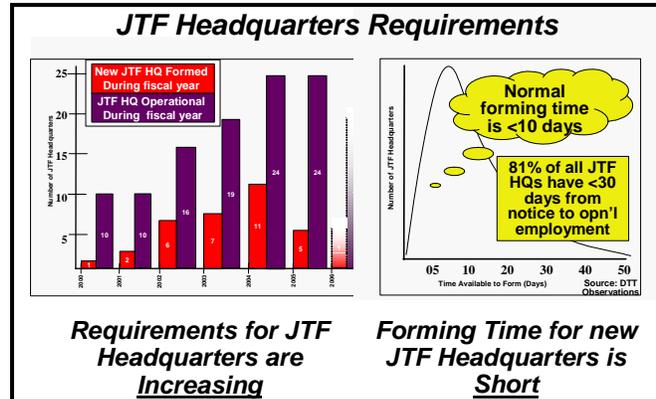
## 7. JTF Headquarters Manning and Training Challenges.

This section addresses insights on both forming new JTF HQ and the continuing readiness requirements of rotating headquarters.

Newly forming JTF HQ. It is common knowledge; we're in a time of high OPEMPO. We're seeing the common practice by Geographic Combatant Commanders (GCCs) to stand up JTFs to conduct required operations as they arise.

### Insights:

- Not all JTFs are the same. They all have different missions. Their operational mission requirements should drive the JTF headquarters' organization and manning.
- Inclusion: The uncontrolled tendency for newly formed JTF HQ is to 'simply survive' the almost overwhelming challenges in forming, deploying, planning, and providing direction to subordinates. That said, we've seen a best practice of early reach-out to partners (particularly our interagency and multinational partners) and the various supporting DoD agencies and commands during the initial formation of these headquarters – both through commander interaction and exchange of liaison elements – all with the intent of inclusion. A command climate, organizational design, and internal staff procedures are all necessary to achieve the inclusion required to achieve unified action.
- The JTF hqs personnel will work in the interagency and multinational arena. This has implications for training, required expertise, and organizational considerations addressed further below.
- Manning will be a challenge. The joint manning document development, validation, and fill process is tedious and slow. The designated Service or Theater SOC hqs will normally provide the 'core' of the joint headquarters and be augmented in accordance with mission requirements. This augmentation will come in the form of both joint plug enablers and individual augmentees from within theater and CONUS. The 'core' headquarters must be prepared to 'go it alone' initially with key support by the GCC's SJFHQ and individual augmentation from within the Theater (both GCC HQ and component hqs personnel).
- Key billets: Upfront, the commander will need to pursue getting some key billets filled with the right people. Some of these are: Deputy Commander, Chief of Staff, Foreign Political Advisor, Cultural

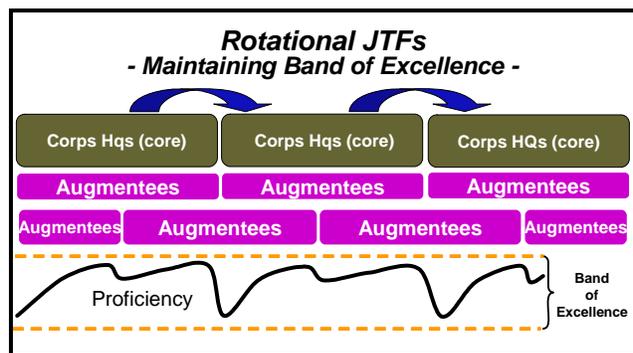


advisors (a new best practice seen in current JTFs), Command Senior Enlisted Leader, Information Management Officer (IMO), HQ Commandant, and Coalition embedded staff.

- Different Service cultures. We've continually observed what many would call common knowledge – that our Military Services have different cultures. The various Service augmentees will come to the JTF HQ with their Service viewpoints and understanding in terms of expectations on their staff duties and responsibilities. We find that the Services also have unique skill sets in terms of being more suited for 'filling' the different staff principal positions. For example: USA and USMC cultures and assignments seem to produce effective CofS and J3s, and USAF and USN have unique J2, J5, and J6 attributes. Obviously, this is not sacrosanct; the type of mission, source of the 'core' headquarters and commander, and headquarters organization will likely weigh in the type of Service 'flavor' to the staff.
- There are numerous enablers from the Services, SOCOM, STRATCOM, TRANSCOM, and JFCOM available to assist a joint HQ. These enablers may not always be pushed to the JTF HQ; the JTF leadership may need to request their support.
- JFCOM has several joint enabling capabilities that are mission tailorable, trained and ready for rapid deployment to support the warfighter, and easily accessible through the JFCOM SJFHQ. Those designated and authorized for rapid deployment by Cdr, JFCOM include Joint Communications Support Element (JCSE), Joint Public Affairs Support Element (JPASE), intelligence and targeting Quick Reaction Teams (from Joint Transformation Command – Intelligence (JTC-I)), and functional staff subject matter experts from the current Standing Joint Force Headquarters (SJFHQ). JFCOM can also support operational requirements with the Joint Warfare Analysis Center (JWAC), Joint Personal Recovery Agency (JPRA), Joint Center for Operational Analysis (JCOA), and the Joint Fires Integration & Interoperability Team (JFIIT). Additionally, trainers from both JWFC and the Special Operations Command for JFCOM (SOCJFCOM) can provide tailored training assistance.
- Reachback has both benefits and limitations. The JTF headquarters needs to balance a forward deployed concept and its challenges in terms of footprint, size, fidelity, and feasibility of support, with that of potential reachback and its limitations in terms of situational understanding and responsiveness.

Continuing (rotational) JTFs:

Rotational JTFs such as those in Iraq and Afghanistan also have unique challenges. The continuing rotation of personnel, combined with unit rotations can impact on overall headquarters proficiency. We normally see a period of decreased proficiency both immediately after 'core' headquarters rotations and during periods of high individual augmentee turnovers.



### Insights:

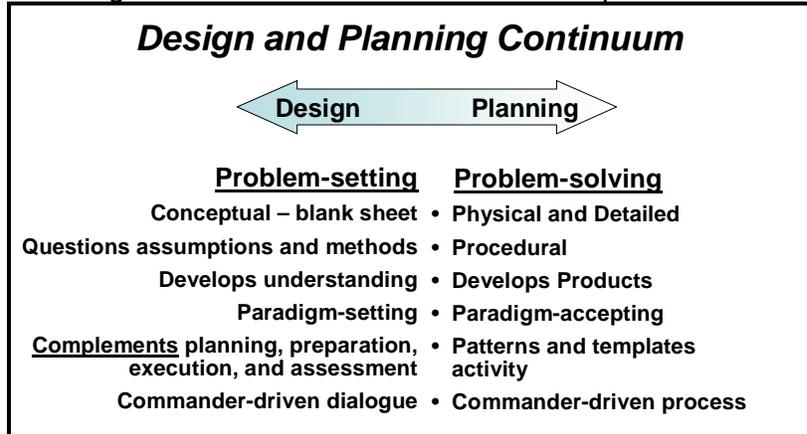
- Without exception, one of the best means of minimizing a decrease in proficiency of an incoming rotational core headquarters is through the proactive involvement of the in-place organization. We're finding that the in-place headquarters are fully sharing their insights, experiences, and lessons learned to their follow-on headquarters. They're supporting both preparatory academic training and exercises. They're also fully supporting pre-deployment site surveys and visits.
- Individual training: This is still relatively weak. A relatively small percentage of individual augmentees, and even members of the 'core' staff, take advantage of the many resources available for increasing their proficiency prior to deployment. There are on-line resources, technical training courses in GCCS, intelligence systems, and information systems such as Information Workspace, and web portals, and short term resident courses for individual augmentees such as the course at Joint Warfighting Center. JTF leadership can identify these kinds of programs as prerequisites to their Geographic Combatant Command headquarters for subsequent dissemination to force providers for necessary preparation of augmentees prior to deployment. The operational headquarters have also instituted an on-site reception and training program for augmentees.
- Predeployment training of 'core' staff. We've observed that the ongoing Joint Warfighter Center mission rehearsal exercise (MRX) series and Service programs successfully support the unit commander's training program in getting the unit to 'high walk – low run' level of readiness prior to deployment. A continuing shortfall in the program is lack of identification and participation in the training of individual augmentees who will subsequently deploy and be part of the JTF staff, recognizing that a number of augmentees will already be in theater supporting the current operational headquarters. This prevents the JTF staff from fully training as a team prior to deployment. We see a best practice in commanders and key staffs continuing to work to ensure augmentees are identified and participate in predeployment training.

## 8. Design.

This section on design addresses the need for problem setting and paradigm setting prior to the conduct of the well known, established planning process.

Design: “Where planning focuses on generating a plan--a series of executable actions-- design focuses on learning about the nature of an unfamiliar problem.”<sup>15</sup>

This upfront focus is commander-driven, conceptual in nature, and questions assumptions and methods, while attempting to gain a fuller understanding of the nature of the problem to be solved and the context within which subsequent planning and execution will attempt to solve it.



We’ve seen the requirement for this design kind of thinking throughout the joint community over the past 8 years. We’ve learned the importance of the continual dialogue with national decision makers to determine the end state, clarify (and reclarify) the problem, determine the key assumptions, and set the appropriate paradigm that will provide the basis for planning. This focus on design is a key responsibility of the theater-strategic and operational level commander. Another key responsibility is in the subsequent “socialization” of the paradigm / design with the many stakeholders to gain their buy in of the way ahead.

Some examples may help illustrate the importance of design. In 2001, we saw the dialogue and paradigm setting addressing use of SOF versus a larger conventional force in Afghanistan. However, we still saw a close in focus on the required fight – not one on crafting desired end states or seriously questioning key assumptions. Consider also the reportedly limited amount of dialogue and questioning of key assumptions and methods for operations in Iraq circa 2003 & 2004 in terms of:

- the state of the infrastructure in Iraq
- incorporation of lower ranking Bath party members on providing the middle management in running the country
- role and makeup of the Iraqi military in post-invasion Iraq
- degree of State Department capacity for reconstruction
- costs for reconstruction
- implications for U.S. international and regional influence and leadership
- required size of the military force and capability of the remaining headquarters after the early drawdown to maintain order and conduct the myriad of other tasks associated with a de facto military occupation.

---

<sup>15</sup> This source of this quote and the figure is: FM 3-24 / MCWP 3-33.5 Counterinsurgency 15 Dec 2006

On the other hand, we see the questioning of assumptions and problem setting in GEN Petraeus' recommendation for the surge operations and focus on security operations in Iraq in 2007-8. Consider also the paradigm setting in 1st Marine Division in which Gen Mattis coined the phrase "No better friend, no worse enemy" to guide his Marines. He had identified the populace as key to his operation and focused the fight on legitimacy and influence over the relevant populations.

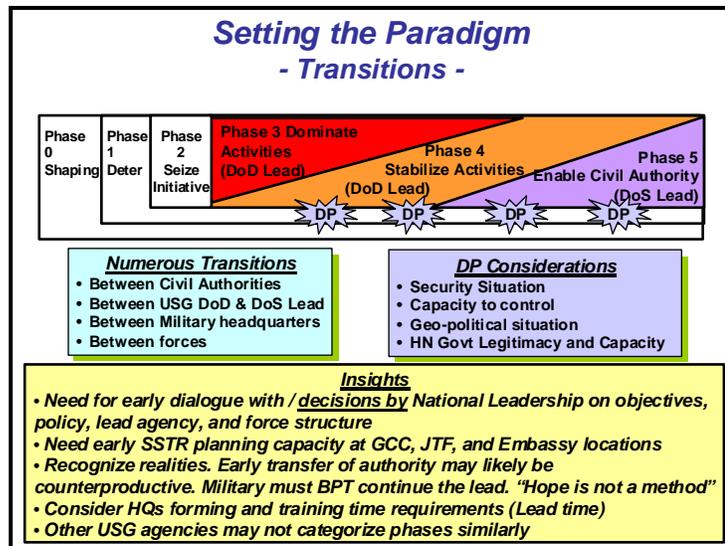
We've also seen several excellent examples of questioning assumptions and methods and paradigm setting in several recent Geographic Combatant Command joint exercises in which they question assumptions and methods on: the degree of interagency involvement in post conflict reconstruction and stability (R&S) operations; decision to implement the Interagency Management System (IMS) under NSPD-44; USG lead agency and other interim civil authority decisions during phase 4 & 5 operations (see figure); make up of a reconstruction phase military headquarters; and type, number, and force provider challenges of forces to support reconstruction and stability operations.

Operational Design. As we noted earlier, this design aspect is heavily based on commander-driven dialogue. The commander, based on experience, intuition, instincts, and advised by the staff and stakeholders, translates the dialogue into logical theater-strategic objectives. In conjunction with stakeholders (e.g. host nation, USG agencies, and other countries) the commander develops the paradigm to guide subsequent planning. It's during design that the commander and staff start crafting the operational design as the framework for the operation. The challenge for the commander is to identify the problem from the visible symptoms – to separate the important from the unimportant - before he begins to shape his guidance and intent and the paradigm within which his staff will translate his "art" into action.

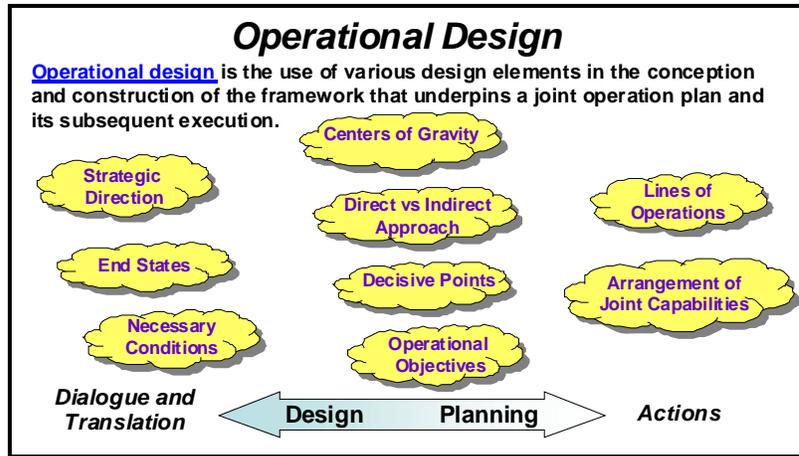
Considerations for Utilization of Interagency Management System (IMS)

- Significant actual or potential (near-term) U.S. military involvement
- Large scale displacement of people
- Embassy drawdown or evacuation in an R & S environment and/or significant threat to U.S. citizens or U.S. facilities
- International organizations' or allies' crisis response, such as formation of a U.N. Peacekeeping operation

Source: NSC Deputies Committee approved Interagency Management System for R&S dtd Mar 07



The adjacent figure defines operational design and generally depicts a logical progression of thinking in the conception and construction of the framework progressing from design to planning. During design the focus is on identifying and defining end states, necessary conditions (of which the key military conditions become some form of theater-strategic objectives), centers of gravity, type of approach, decisive points, and operational level objectives. These aspects of paradigm setting provide the requisite direction to guide subsequent detailed, process-centric planning that result in the arrangement of joint capabilities.



JP 3-0 (Operations) discusses operational design in terms of ends, ways, and means to help commanders understand, visualize, and describe complex combinations of combat power and help them formulate their intent and guidance. The elements of operational design are essential to identifying tasks and objectives that tie tactical missions to achieving the strategic end state.

## 9. Planning.

Planning is the problem-solving piece of the design and planning continuum introduced in the last section. It is procedural, following the joint operational planning process (see the 7 steps in the adjacent figure), and produces the requisite plans and orders to direct action. While not prescriptive, it provides a common framework for joint planning. It also provides interagency and multinational partners an outline for how US joint forces plan and where to provide their input as stakeholders.

We frame planning as occurring from the 3 to 9 o'clock position on the decision cycle as depicted in figure below. Planning efforts are driven by assessment and resultant commander's guidance.

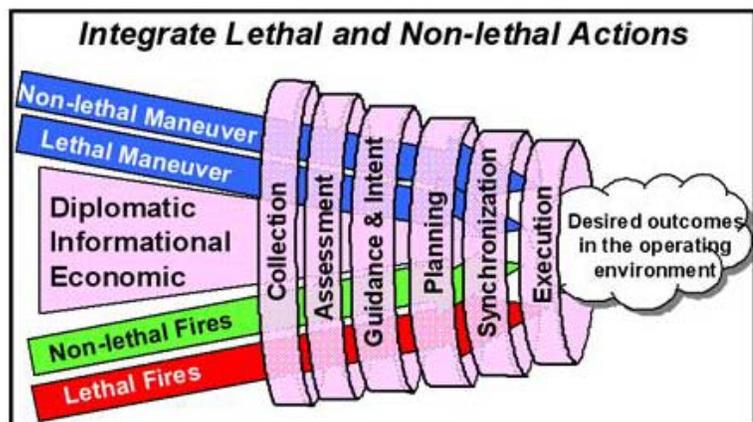
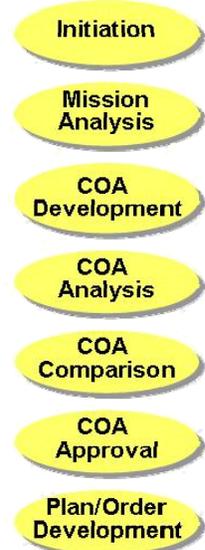
Insights we've gained in planning are:

- Commander involvement upfront in design, and then subsequently in the planning process enhances and focuses planning efforts. Commander's guidance and intent, informed by assessment, focus and guide planning efforts.
- Recognition of the more complex environment and need to determine desired outcomes and conditions is necessary before attempting to develop solutions to achieve success.

Maintain a broad perspective on the environment; it's more than a military on military conflict. We find that the staffs and commanders, together with

stakeholders, are continually deepening their understanding of the operational environment through both traditional and non-traditional collection means (e.g. polls), analysis, and both subjective and objective assessment venues to better guide planning and operations.

- Integrate Lethal and non-lethal actions. Integrate them from the very beginning: from collection, through assessment, guidance, planning, to near term synchronization & execution. Though each situation requires a different mix of violence and restraint, lethal and nonlethal actions used



together complement each other and create dilemmas for opponents. Thus planning of lethal and nonlethal actions is inseparable. We must use both traditional and nontraditional collection means to gauge adversary and population reaction to our lethal and non-lethal actions. Our assessment must take both into account. Planners must integrate lethal and non-lethal actions upfront in the planning process rather than “adding on” non-lethal actions at the end, and we must continue the near term synchronization of these actions to ensure our actions match our words in execution.

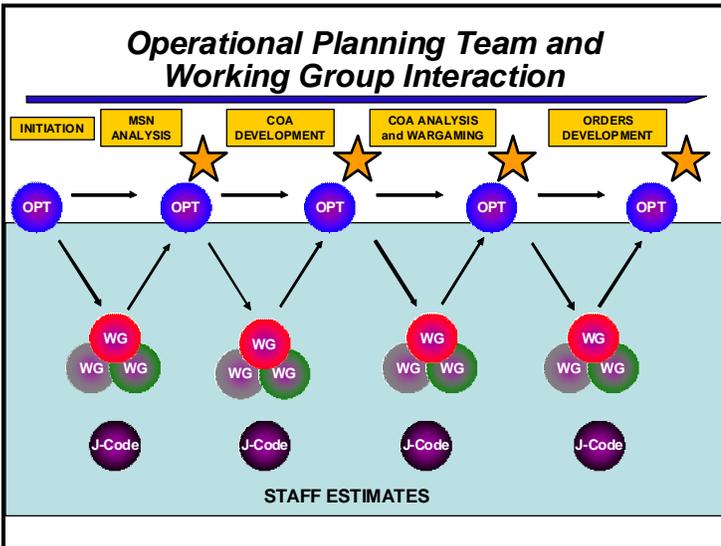
- Fully bring stakeholders into planning from the very beginning (in design), enriching mission analysis, through course of action (COA) development and analysis to orders development. Commanders have found that extensive consultation with stakeholders in visualizing the environment, developing guidance and intent, determining broader analysis criteria to analyze COAs, and making decisions pay big benefits in arriving at optimal plans and subsequent success in achieving objectives. This requires an important commitment to establishing and maintaining a command climate and organizational capability that actively seeks out and integrates stakeholder input into all phases of planning, operations, and assessment.

**Management of Planning**

- **Prioritize and Resource planning efforts across all three event horizons**
- **Manage planning activities:**
  - Coordinate and synchronize planning efforts across event horizons
  - Manage planning team interaction with working groups, decision boards, and staff directorates
  - Manage planning timelines

- The staff wide planning effort must be managed to ensure limited staff resources are properly focused on the most important tasks. Manage planner capacity and supporting staff capability to support all three event horizons: current operations, future operations, and future plans. We recommend some form of planning management board chaired as necessary by the COS to ensure management and prioritization of staff-wide efforts.

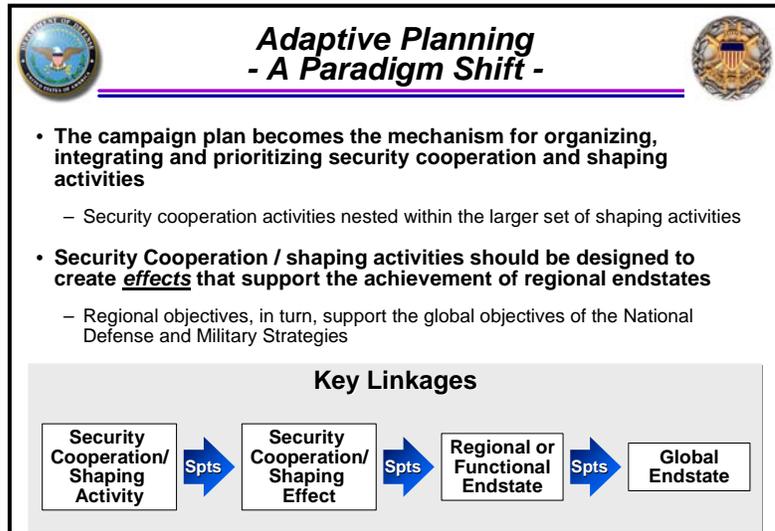
- Planning teams are central to integrating staff efforts in planning. Integral to the J3 and J5, these planning teams should be the conduit to both inform and be informed by functional working groups (e.g. Information operations, ROE, logistics, etc). The planning team should then provide coherent, fully coordinated staff recommendations to the



commander for guidance and decision. The composition of these planning teams should be tailored based on the planning task; we normally see a minimum of a planner, an intelligence, and a logistics officer as the core of the planning team.

GCC Planning challenges: GCC Cdr's have a unique challenge in that they have broad theater responsibilities that both shape and define how they respond to crisis within their AOR. With adoption of the Adaptive Planning process we've seen the implications of this DoD-wide attempt to provide longer range guidance, more responsive planning efforts and senior level involvement in development of those plans. The Adaptive Planning process "provides the foundation for a constellation of joint and combined operations, and living plans designed and resourced to achieve national defense, and military strategic objectives in a manner that is both militarily and politically acceptable."<sup>16</sup>

The Adaptive Planning process incorporates two key planning guidance



documents, the Guidance for Employment of the Force (GEF) and Joint Strategic Capabilities Plan (JSCP). The GEF combines guidance from the SecDef to Combatant Commanders on theater security cooperation and contingency planning. The JSCP, issued by the CJCS, refines guidance provided in the GEF based on current military capabilities. It apportions limited forces and resources to combatant commanders. For both GCC and JTFs, these documents provide guidance and establish requirements for:

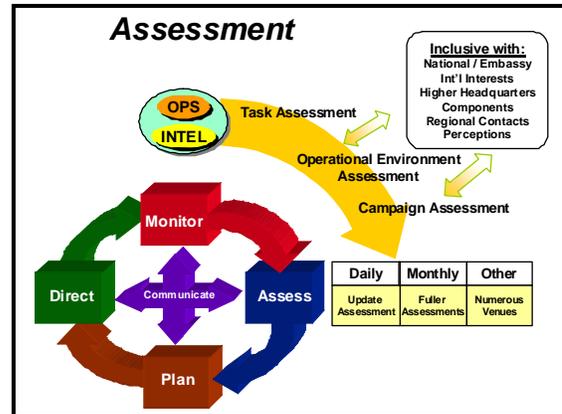
- Need for “inclusion and a whole of Government” approach
  - IA and coalition partners involvement early in planning
  - Know what IA organizations and agencies “bring to the fight”
- Integration of Phase 0 (current Theater Security Cooperation (TSC) activities) within a campaign plan, and linking these steady state TSC actions to contingency requirements to achieve strategic end states. Linking ongoing campaign planning and phase 0 activities to authorities, approvals, funding and sourcing (contingency and execution sourcing) is key to success.
- Address short term contingency responses within the context of a broader, longer term theater campaign strategy.
- Synchronize theater plans with global plans – requires cross GCC coordination.
- Organization. Avoid internal HQ “stovepipes” (J3 and J5) – a common problem.

<sup>16</sup>For more on the Adaptive Planning initiative, see OSD Memorandum, Adaptive Planning Roadmap II, 5 Mar 2008.

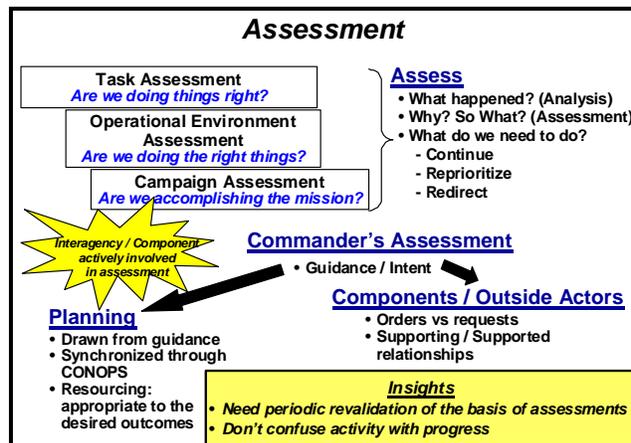
**10. Assessment:** Assessment drives both design and planning. It is an important best practice whose need is reinforced time and again in operational headquarters. These headquarters all recognize that they need both quantitative and qualitative feedback to deepen their understanding of the environment and adversary. They recognize they cannot precisely ‘model’ the behavior of the complex environment nor ‘predict’ results. Thus they all use assessments to measure how they’re doing (see the three areas of assessment – task, operational environment, and campaign assessment on the adjacent figure) and then adjust (following commander’s guidance and intent) to stay on course.

Insights:

- There is a danger in over-engineering and over-structuring assessment. A balance is needed between a quantitative and qualitative approach to assessment. Assessment, especially assessing the operational environment and the campaign, is tough, and in many cases subjective. Because of the difficulty in measuring and documenting progress on attainment of operational or strategic objectives, we’ve seen some staffs over-engineer assessment, building massive quantifiable briefings. These do not always logically or clearly support a commander’s assessment requirement nor assist him in developing guidance and intent. Some assessments incorrectly focus on assessing activity versus progress toward achieving the objectives. We find that quantitative indicators should only serve as a potential start point for commanders’ and staffs’ subjective assessments based on their observations and experience. We’ve seen as a best practice a balance of quantitative and qualitative input to assessment with the commander using numerous venues (including battlefield circulation and discussion with commanders and stakeholders) to gain his personal assessment. These commanders balance a possible staff tendency toward a quantitative solution, limit the amount of time and effort their staffs put into quantifying assessments, and recognize their personal role in applying their experience, intuition, and own observations in an ‘art of war’ approach to assessment. They also recognize that activity does not necessarily equal progress.



- Recommendations based on assessment: Another staff challenge is developing and making recommendations to the commander on ‘what needs to be done’



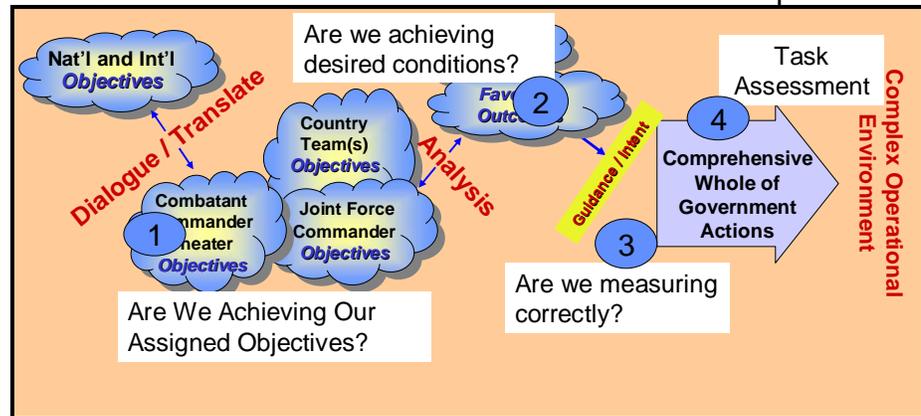
based on assessments. Often, just developing the 'what happened' and the 'so what' of assessment 'exhausts' the staff and they don't get to the most important aspect – recommending 'what needs to be done.' An observed best practice is always providing recommendations during all assessment venues (daily, weekly, monthly, other)

- Focus of assessments: Different level headquarters have a different assessment focus. Lower level headquarters focus on how well they are performing assigned or implied tasks ("doing things right?" - task assessment) so that they may improve future actions (e.g. work on TTPs). They also assess tactical mission accomplishment. Operational level headquarters focus on whether they are achieving the necessary conditions for the larger mission success (assessing if they're "doing the right things" - operational environment assessment). Theater level headquarters look more broadly at the AOR assessing whether they are achieving theater-strategic or campaign objectives ("accomplishing the mission" - campaign assessment).
- Frequency & venues for assessment: Assessment is continuous with numerous venues for informing and being informed by the commander. We've observed that tactical and operational level headquarters conduct task assessments fairly frequently using friendly measures of performance answering 'are we doing things right.' These task level assessments normally occur within the current operations event horizon. (Think hot washes after an operation) Venues for this type assessment at HQs are both formal (at daily and weekly update assessments) and informal (based on battlefield circulation, crosstalk, and other informal venues such as discussions with stakeholders). Operational level headquarters (i.e. most of the JTF headquarters we observe) assess the operational environment, specifically the achievement of conditions (or desired outcomes) answering 'are we doing the right things' at the frequency (weekly or monthly) to drive future operations and future planning. Venues for this level of assessment also range from formal to informal with formal assessments presented by the staff. Theater-strategic headquarters normally focus on campaign assessment answering 'are we accomplishing the mission' (achieving our objectives). These theater-strategic venues are fairly formal, occur quarterly or semi-annually, and are heavily informed by other stakeholders. Regardless of the venue or frequency, we find that the operational headquarters attempt to minimize unnecessary assessment reporting workloads on subordinate headquarters.
- Stakeholder involvement: Every command we've visited extensively reaches out to stakeholders and other venues in arriving at their assessments. Without exception, these stakeholders' perspectives enrich the assessments. In many cases, the stakeholders have not traditionally conducted these types of assessments, may not always understand the benefits, and may be leery to 'commit' to a position. But upon recognizing the value of involvement in the assessment process, they share their perspectives and enrich (and influence) the process.

- Periodic validation of the basis of assessments: We noted earlier that we can't predict outcomes in the complex environment we operate in today. We also recognize that our actions will change the environment and often require that we relook or reframe the problem and subsequent 'design' and 'plan.' We've seen joint headquarters periodically reframe their understanding of the problem, relook their paradigm, and revalidate their developed objectives and actions based on this analysis. This is different from the assessment process discussed earlier. It often necessitates a change to the plan. Like the assessment process, this review / validation is also conducted at different levels and different frequencies.

Obviously, revalidation of the objectives occur at the level at which they were developed – normally the theater-strategic or above level.

Review of the attainment of necessary conditions or desired outcomes occurs at the operational level, while review of our actions occurs at both the operational and tactical level. These reviews and revalidations keep the units on course by taking into account both higher level direction, adversary actions, and other changes in the security environment.



## **11. Directing and Monitoring:**

**Directing:** We find three key activities occurring in this ‘directing’ function.

- The commander provides mission type orders to subordinates specifying objectives and conditions, the arrangement of required actions, and required assets and command relationships that will enable mission accomplishment.
- The commander requests necessary support (in terms of actions) from other stakeholders necessary for the attainment of identified objectives and conditions. These requested actions will likely have been determined earlier during planning with the stakeholders and should come as no surprise to the stakeholders. We emphasize this best practice of early and continuous collaboration with stakeholders.
- The command issues a collection plan that supports subsequent assessment activities.

**Monitoring:** Joint headquarters monitor the environment consisting of friendly, adversary, and nonaligned actors to gain information for assessment and decisions, provide feedback to higher headquarters (in support of their directed information requirements), and share information to enable synergy and harmony of operations.

### **Insights:**

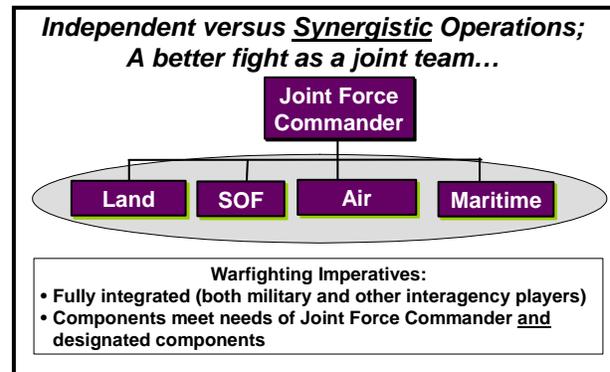
- The Joint Operations Center (JOC) is the focal point for monitoring and reporting relevant information to the commander. Common awareness of Commanders Critical Information Requirements (CCIR) is essential for current operations personnel to focus this monitoring and reporting function. We find that proactive attention to maintaining this awareness is necessary.<sup>17</sup>
- An inclusive mindset with stakeholders assists in ensuring a broader monitoring function. Liaison with these stakeholders pays big dividends.
- Liaison elements can assist in situational understanding, but should not be the ‘conduit’ for subordinate unit reporting. These liaison elements, assist the current operations monitoring primarily by surfacing their commanders’ issues, and will likely spend most of their time in the planning area where they can provide their respective components’ perspectives and ideas to enhance planning. Current operations desk officers should be responsible for maintenance of communications and reporting with subordinate and adjacent commands.
- Notification criteria and channels should be clearly understood to prevent stovepiping of information or inadvertent failures in notification.
- Staff battle drills based on likely contingencies should be developed and rehearsed to minimize confusion during actual crises.

---

<sup>17</sup> We discuss CCIR more fully in a separate JWFC Focus Paper (CCIR) dated July 2007.

## **12. Command and Control:**

As noted upfront, our operational commanders are leading the way in the move away from independent, stovepipe operations to synergistic operations. This synergy and harmonization is a mindset change from a 'vertical' focus on receiving and unilaterally accomplishing tasks from the higher commander to that of working much more closely - harmoniously - with our *horizontal* warfighting partners as depicted by the oval in the adjacent figure. This synergy results from more than interoperability - the technical ability to work together. It is the recognition that the Armed Forces fight as one team of joint, interagency, and multinational partners – and depend on access to each other's capabilities to succeed. We are interdependent. Achieving synergy and harmony is one of the most important and urgent tasks of a joint commander in setting conditions for subordinates' success; it has to be gotten right from the beginning.



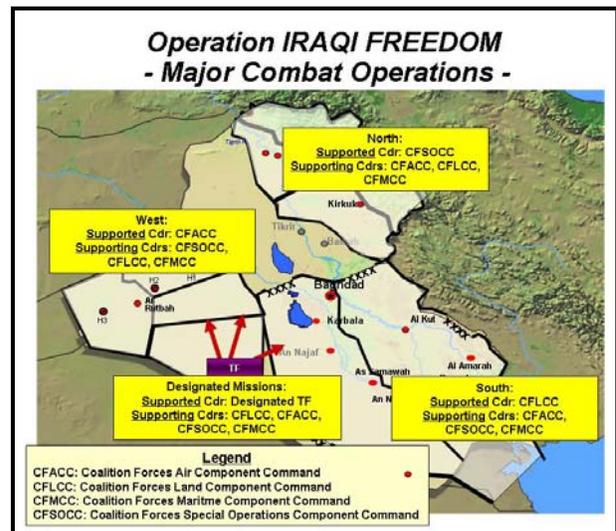
Interdependence with one's joint, interagency, and multinational partners can be viewed in some aspects as a risk, because we depend on capabilities we don't own or control for success. However, our access to others' unique capabilities can help us achieve our mission. We live this interdependence within our joint force daily, in which the joint force commander (JFC) purposely crafts the task organization and command relationships to achieve synergy and harmony amongst the various joint force components, directing that each support the other in an atmosphere of trust and confidence to accomplish the mission. The risks associated with "interdependence" with other USG agencies and multinational partners are somewhat greater than with our joint partners because there may be no clear authority directing a clear 'command' relationship with them that would help ensure synergy and harmony. We see commanders mitigating this risk through establishing a command climate of cooperation, coordination, and collaboration by developing personal relationships and trust, use of liaison elements, and conscious decisions on the degree of reliance with those stakeholders for critical tasks.

This section addresses our observations and insights on how our operational commanders are setting command and control conditions for their subordinates' success. We find that they focus on six key elements. These elements are interrelated; together they set conditions for success:

- A focus on personal relationships, and building trust and confidence.
- Mission type orders providing the 'what' versus 'how' of operations.

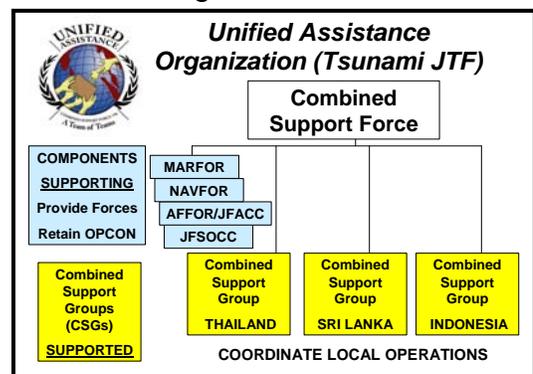
- A task organization comprised of both battlespace<sup>18</sup> owners and functional task forces to take best advantage of all of the military force capabilities.
- A battlespace geometry that provides sufficient control measures in terms of boundaries and fire support coordination measures without over-controlling the fight.
- Command relationships that promote synergy amongst the components, instill a one team one fight mentality, and provide authorities commensurate with responsibilities.
- Decentralized authorities that empower subordinates to operate within commander's intent and take advantage of unforeseen opportunities within the chaos of the complex environment.

**Task Organization:** We've seen a huge evolution in how joint force commanders are following the well known adage "Form follows Function" in task organizing their joint force and even naming their subordinate task forces. They've evolved beyond the traditional Service force (e.g. ARFOR, NAVFOR...) and the air, land, and maritime-based functional components (e.g. JFACC, JFLCC, JFMCC...) to that of tailored organizations comprised of both battlespace owners and capability-oriented functional task forces (e.g. SOF, CIED) to take best advantage of all the military force capabilities in accomplishing the mission. We're seeing three key insights in task organizations:



**Insights:**

- Clear designation of battlespace commanders. Our joint commanders still primarily organize to fight along a geographic orientation with those battlespace owners being the supported commander within their battlespace. For smaller contingencies, we're seeing the GCCs establishing subordinate JTFs with focused missions and geographic oriented joint operations areas (JOAs). For larger GCC-controlled operations, we're seeing the GCC use of traditional functional components (i.e. JFLCC and JFMCC) being given AOs. We've even seen in some cases the JFACC and the JFSOCC being given AOs. At the JTF level in land-centric operations we're also seeing a geographically-based task

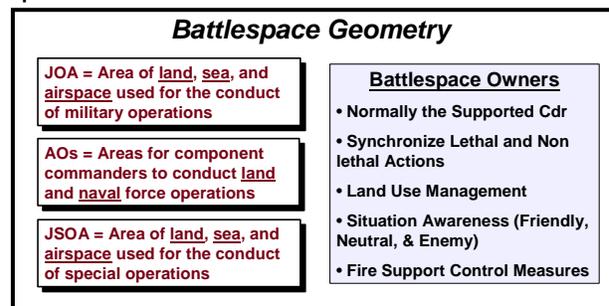


<sup>18</sup> We use the term battlespace vice the more doctrinally correct 'operational environment' term throughout this paper to directly address the joint operations area (JOA) and area of operation (AO) associated battlefield geometry considerations of C2.

organization (e.g. the regional commands (RC) in Afghanistan, MNDs in Iraq and Bosnia, and CSGs in the Unified Assistance operation – see figure).<sup>19</sup>

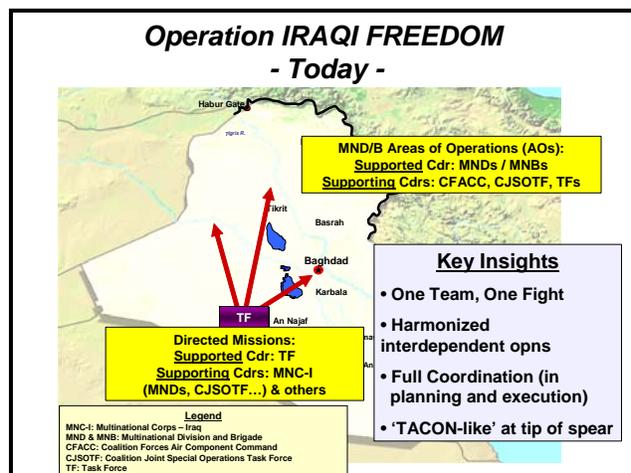
- Use of capabilities oriented, functional task forces (e.g. special operations, counter IED, Medical, Engineer). This is a significant evolution. In addition to the above use of battlespace commanders, and air, land, and maritime-focused functional commanders, we've seen almost every joint force commander establish more capabilities-based, functional task forces to conduct specific mission sets required throughout the joint operations area. Often, the forces capable of performing these specific missions are low-supply/high-demand forces, and the expertise and C2 capabilities necessary for their employment may not be resident in each of the battlespace headquarters (e.g. an MND). We discuss how the joint force commander promotes harmony and synergy between the battlespace owners and these functional task forces in succeeding sections on battlespace geometry, command relationships, and challenges.
- Dual-hatting Service force commanders to increase efficiency and effectiveness. We're seeing very few cases of separate and distinct service force command headquarters within the joint task forces. In almost every case, the joint commander opts to dual hat either himself or his subordinates as service force commanders. The joint commanders are also using their authorities to consolidate selected Service Title X responsibilities for more efficient use of resources.

**Battlespace Geometry:** As noted above, we see joint commanders laying out the battlespace in terms of 'areas of operation (AO)' and identifying battlespace owners (BSO). They then empower these battlespace owners with the requisite authority commensurate with their responsibilities as battlespace owners.



Insights:

- Today's battlespace is very complex. Many nonmilitary stakeholders and other forces operate in the battlespace owners' joint operations area and the areas of operation. The battlespace owners need the 'support' of these other players even though they may not 'own' them. We've seen a huge evolution in this area in which the battlespace owners are



<sup>19</sup> JFLCC – Joint Force Land Component Command  
 JFMCC – Joint Force Maritime Component Command  
 RC South – Regional Command controlling the southern AO (used in Afghanistan)  
 MND-N – Multinational National Division Controlling the Northern AO (used in Iraq and Bosnia)

becoming increasingly more comfortable “harmonizing” with these ‘non-assigned’ players in their battlespace while still recognizing and retaining their authorities and responsibilities noted in the figure.

- Delineation of battlespace together with supported/supporting command relationship provides sufficient control measures without overly restricting the commanders. Commanders are increasingly using horizontal linkages means such as supported/ing command relationships (discussed below), situational awareness tools, liaison, and commander crosstalk to create synergy.
- Empower battlespace owners with “coordinating authority” over other units that may operate within their battlespace. A continuing challenge in today’s decentralized operations with numerous forces all operating in close proximity is the loss of situational awareness by the battlespace owner of everything happening in the battlespace. We sometimes find that military forces not

**Coordinating Authority:** A commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more Military Departments or two or more forces of the same Service. The commander or individual has the authority to require consultation between the agencies involved, but does not have the authority to compel agreement. In the event that essential agreement cannot be obtained, the matter shall be referred to the appointing authority. Coordinating authority is a consultation relationship, not an authority through which command may be exercised.

assigned to the battlespace owner and other interagency players do not always keep the battlespace owner apprised of their activities and movements. We’ve heard several joint commanders and subordinates emphasizing the need for these other players to keep the battlespace owner informed. We find that these ‘other’ players must recognize the battlespace owner authorities and responsibilities as they all work to accomplish the mission. Battlespace owners must also understand functional task force responsibilities in accomplishing their respective missions across AO boundaries.

- Direct functional task force commanders to understand BSO responsibilities and comply with BSO coordinating authority for activities occurring within their assigned AOs. Direct functional task force commanders and subordinates to conduct the necessary coordination with BSOs and keep them apprised of all activities within their AO.

**Command relationships:** We’ve seen that getting the command relationships right up front is absolutely critical to success.

We see the use of OPCON, TACON, and Supported/ing Command relationships to allow for both unity of command of habitually organized forces (primarily OPCON and TACON authorities), and access to the capabilities of other forces (primarily Support authority).

OPCON provides for “ownership” of the forces. It allows the commander to task both “what to do” and “how to employ.” It requires expertise in planning and employment. It remains the preferred command relationship over forces that the commander will continuously own and employ, and for which he and his staff have the expertise and capability to command and control.

TACON, a subset of OPCON, also provides for ‘ownership’ of the forces. It allows for local direction and control for accomplishment of a specific mission.

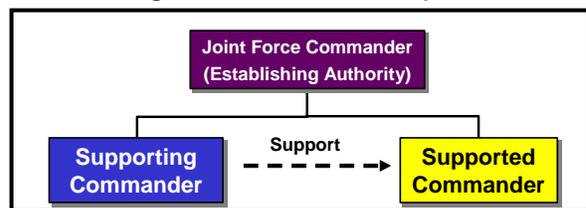
We often see supporting commanders ‘providing’ forces TACON to a supported commander. While most normally attribute this ‘forces provided TACON’ to air sorties provided by the Navy or Marines TACON to the JFACC, another, very effective use is the supporting commander horizontally providing ground or SOF forces TACON to a supported commander. The key significance is that it’s the supporting commander directly delegating the TACON authority. This TACON is not directed from the higher commander in the form of a FRAGORD, but rather delegated horizontally between supporting to supported commander. This TACON authority provides for unity of command at the tip of the spear – at the tactical level. We see this delegation of TACON, or in some cases a direct support relationship, as a best practice.

Support. We have learned in OEF and OIF that the support command relationship is probably the most powerful command relationship in terms of gaining access to additional capabilities. It provides the authority and basis for synergy and harmony, and may be the most appropriate in today’s operational environment. This support relationship in essence makes the supporting commanders responsible for the success of the supported commander. They can’t simply provide some forces and walk away from the challenge. Rather, it requires them to stay involved with the supported commander and continue to aid and assist him as he conducts operations – thus creating harmony.

**Supported / Supporting**

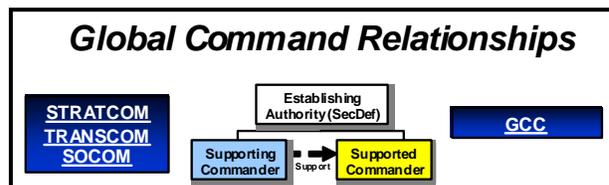
“Support is a command authority...  
 The support command relationship is, by design, a somewhat vague, but very flexible arrangement.  
 ...The establishing authority is responsible for ensuring both the supported and supporting commander understand the degree of authority granted.” Joint Pub 0-2

This support relationship allows for the horizontal integration discussed upfront in this section. The support command authority is increasingly being used to provide a supported commander access to capabilities that he doesn’t own. The flexibility of this support command relationship is one of its greatest advantages. It supports decentralized execution within mission type orders and commander’s intent. There will normally be multiple, concurrent supported and supporting commanders – often the commanders will be in mutual support - thus there is a need for clear priorities being established by the establishing authority.



Insights:

- The establishing authority is the higher joint commander – it may be a Combatant Commander, a JTF commander, or even at the SecDef level in the case of certain GWOT or STRATCOM activities. This higher



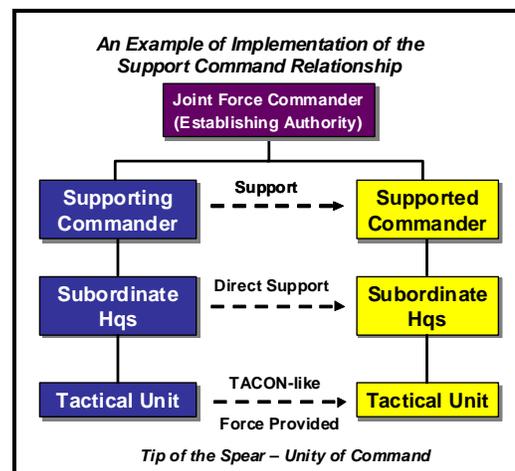
commander defines the support command relationships amongst his subordinates in terms of who is supported and supporting, the respective degree of authority, and overall priorities – especially where there are limited resources supporting numerous operations. SOF and Air are good examples of some limited resources. He is also the referee, the tie breaker, when subordinates cannot work out the necessary balance of access to capabilities. Some establishing authority best practices:

- Give clear direction to subordinates in terms of priorities and intent to allow subordinates to work horizontally with each other in accomplishing tasks.
  - Set conditions for and demand crosstalk amongst supported and supporting commanders to build and reinforce the necessary horizontal personal relationships, and trust and confidence.
  - Challenge your subordinates to 'self regulate' their apportionment of capabilities to one another through horizontal crosstalk. This crosstalk amongst your components will allow them to arrive at the optimal apportionment of capabilities to accomplish both their assigned tasks and support the designated supported commanders.
  - Staying involved when necessary to arbitrate / resolving conflicting understanding of priorities.
- Supported Commander. The supported commander is given access to supporting capabilities and has the authority to provide general direction, designate and prioritize missions, targets, or objectives, and other actions for coordination and efficiency (to include requesting liaison and directing of reporting requirements). Some supported commander best practices:
    - Identify needs to supporting commanders. This is a continuing, not one time, activity.
    - Request liaison from supporting commanders to help coherently integrate supporting capabilities in the operation.
    - Bring lack of support first to supporting commanders, and if necessary to establishing authority for resolution.

- Supporting Commander. The supporting commander is responsible to both ascertain and satisfy the needs of the supported commander within the priorities directed by the establishing authorities.

Some supporting commander best practices:

- Recognition of your role in ensuring the success of the supported commander. We see those believing and following through on the 'one team one fight' view set the conditions for success.
- Understand and respect the authority of supported commander. Recognize that your support to another supported commander may have even a higher



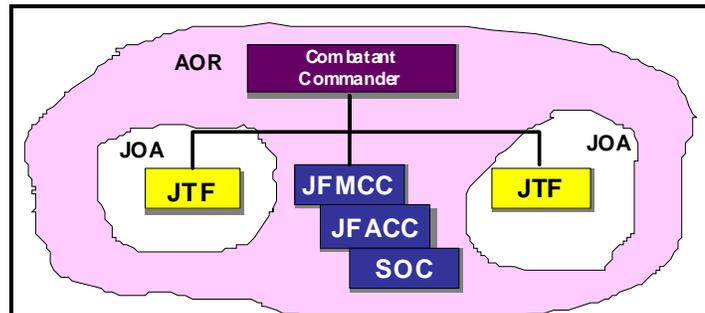
priority than a mission for which you have been tasked.

- Take time in ascertaining supported commanders' requirements and understanding the overall priorities in apportioning your forces to accomplish both your assigned tasks and those of other supported commanders.
- Send liaison to supported commanders to assist them in planning and in ascertaining your requirements.
- Direct appropriate command relationships to your subordinates to ensure you fulfill your supporting responsibilities. You, as the supporting commander, can 'provide forces or capabilities' in a 'direct support' or even 'TACON' relationship to a respective supported commander to ensure his success.

Administrative Control (ADCON). Defined as "The direction or exercise of authority over subordinate or other organizations in respect to administration and support," ADCON normally includes the organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. ADCON for the numerous Service Title X responsibilities remains an important authority and responsibility. This is another area in which we're seeing the Combatant Commanders, JTF commanders, and Service Component Commanders focusing on to make administration and support as efficient and effective as possible. It is further discussed later in the logistics section.

### **Challenges: Theater Functional Component interaction with JTFs**

We're continuing to see a degree of lack of synergy and harmony in operations of a Combatant Command's functional components (e.g. JFACC, JFMCC, JFSOCC/SOC) working with JTFs (see figure). We see these functional components and JTFs not always sharing the same understanding of the GCC's concept of operation and priorities. Resultant challenges include lack of responsiveness and agility in support of the JTFs, and apportionment, allocation, ISR, and targeting disagreements.



This is not a simple challenge; nor are there simple solutions. The global nature of challenges and responses coupled with high demand and low density forces have increased the need for agility at the GCC level across an AOR in enabling rapid access to capabilities. This has led to an increased use of combatant command level functional components (e.g. the theater JFACC) together with the use of supported and supporting command relationships with established JTFs. This has changed the paradigm at the GCC level; we find that the GCCs must provide the requisite direction for the interaction of their theater-level functional components with

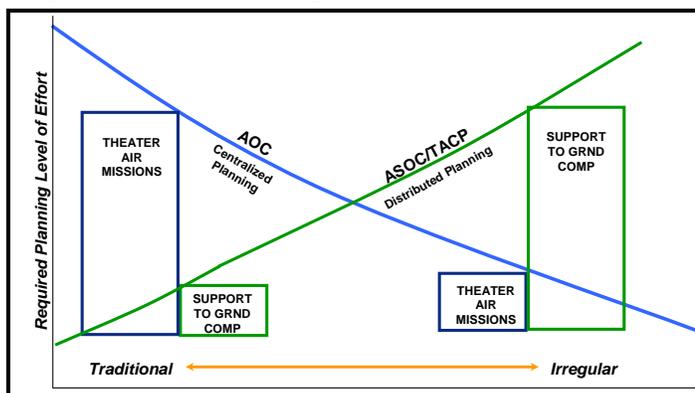
established JTFs rather than the traditional concept of providing all assets (including a JFACC) OPCON to the JTF.

Two areas help bring out these challenges: Air and SOF.

The Theater JFACC. We're seeing the use of theater level JFACCs throughout all the GCCs coupled with the use of air component coordination elements (ACCEs) at adjacent functional components and JTFs.

The USAF instituted the Theater JFACC concept was developed for several reasons: a requirement to optimize airpower across multiple JTFs in an AOR (i.e., 'the CENTCOM model' as depicted in the previous figure); a requirement to optimize low density / high demand airpower assets in general; and insufficient Air Force resources to establish additional Air Operations Centers (AOCs) below Theater JFACC level. The Theater JFACC model arguably retains the Geographic Combatant Commander's agility and flexibility of airpower, enabling centralized planning, and allowing for rapid shifting of airpower throughout the AOR.

However, this centralized Theater JFACC approach poses a key challenge in today's operations in which we find most airpower supporting decentralized ground operations in a predominantly irregular warfare environment.<sup>20</sup> As depicted, conventional (or traditional as noted in figure) warfare may be characterized by



centralized planning, a theater strategy to task model, in which the AOC apportions/allocates for missions and MAAPs (plans) assets to targets. Irregular warfare is characterized by distributed planning, requiring a localized strategy to task model, and requires the focus of air assets to support ground force missions. Thus, one could strongly argue that Air C2 is optimized for centralized control and theater air missions even though we operate primarily in an irregular warfare environment with the requirement for airpower to be fully integrated with the ground component.

We see the need for more integrated airspace control and fires deconfliction over and within a ground commander's AO in this IW environment, particularly in areas of high density operations. This is difficult due to the significant increase in unmanned aircraft systems (UAS), multiple supported commanders within the same AO, lack of reliable communications and common operating picture, ad hoc integrating organizations and processes, and no single C2 authority/system facilitating horizontal component integration of air-ground operations at the lowest tactical levels. This inability to integrate all airspace users, fires, and air traffic control in near-real time restricts combat effectiveness, efficiency and increases risk.

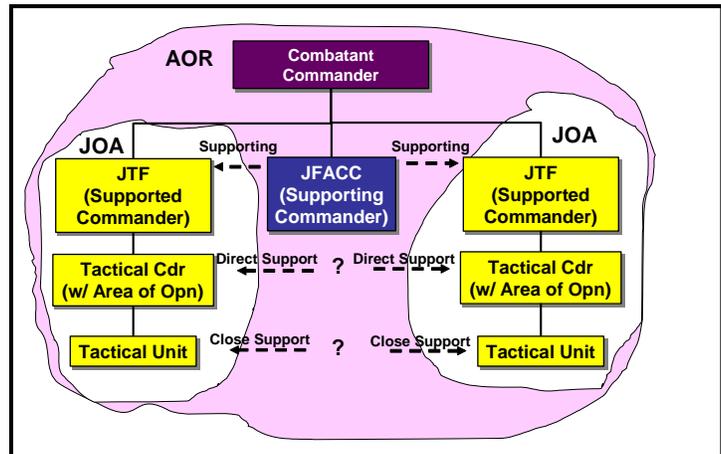
<sup>20</sup> We attribute much of this discussion on centralized and distributed air planning to the Concept for Joint Integrated Air-Ground Operations work being done by the ACC and the Army. For more on this discussion, see Curtis "Gator" Neal, Joint Air Ground Combat Division, HQ ACC/A3F.

We find that the Theater level JFACC and Joint Air Operations Center (JAOC) construct can work, but that JTF level JFACCs with assigned JAOCs may be more responsive to a JTF commander.<sup>21</sup> We also find that both options (i.e. Theater or JTF level JFACC) must have clearly delineated supported and supporting command relationships between the JFACC and JTF, the GCC must be fully involved in apportionment decisions and the targeting process, and there must be increased integration of air-ground operations at the lowest tactical level.

We've found that the GCC can set the conditions for success by clearly stating (and emphasizing) the supported command status of geographic JTFs and the supporting command status of the JFACC. The GCC must also make the hard calls on apportionment decisions working with the supported JTFs in order to provide the Theater JFACC sufficient detailed direction for their subsequent allocation decisions. And the GCC must establish a robust ISR and targeting oversight capability to ensure theater-wide intelligence collection and targeting is occurring in accordance with GCC priorities. We often find the GCCs passing off some of their key apportionment, ISR management, and targeting responsibilities to the theater JFACC – at times to the possible` detriment of the JTFs.

Insights:

- Clarify and enforce the supporting command relationship of Theater JFACC to other GCC organizations, particularly JTFs. Ensure sufficient liaison is provided from supporting commands (e.g. JFACC) to supported commands (e.g. JTF) to ascertain and provide support.
- Clarify GCC, JTF, and JFACC roles and authorities for targeting and ISR nomination, approval, and dynamic retasking to ensure responsive support. Consider establishing a JTF level JFACC and JAOC, or at a minimum the integration cells noted below.
- Clarify airspace control authority (ACA), and ROE and collateral damage estimate (CDE) approval authorities for air operations in the AOR and JOAs focused on mission accomplishment.
- Establish air-ground integration cells at the JTF and tactical components designed to fully integrate and coordinate fires and airspace over and within the ground commander's AO.



SOF. The global networks of terrorist organizations transcend JTF JOA boundaries. Both National and Theater SOF are focused on attacking these global networks while supporting JTF operations in their respective JOAs.

<sup>21</sup> The JTF level JFACC and associated JAOC will have some resourcing and coordination challenges that both the joint and air commander should consider while organizing to best fight the fight.

National SOF operations are global, require national level agility, and may transcend GCC AORs. Thus National SOF is normally subordinated directly under the respective GCCs for operations in their AORs. National SOF typically has a mutual support relationship with other GCC forces including JTFs. They normally enjoy the benefit of a high priority from the GCC to accomplish their missions.

Theater SOF is focused on regional threats that may cut across JTF JOAs within the AOR. The Theater SOC is normally tasked with AOR-wide missions for which they may be specified as the supported command. They also normally have a supporting command relationship with JTFs and may provide a joint special operations task force (JSOTF) to the JTF in a TACON role to ensure unity of command.

Despite major increases in transparency and synergy of SOF operations in JTF battlespace, we still see challenges in tactical level coordination and integration. We still see cases where the brigade or battalion level battlespace owners are not fully aware of rapidly developing SOF operations in their battlespace. And at times, SOF operations may disrupt battlespace owner operations and relationships with the population. We find this is normally the result of limited proactive crosstalk between headquarters, normally due a physical lack of liaison elements available to maintain full time presence at every tactical headquarters. While fusion cells and other coordination means attempt to mitigate this shortfall, we find that the friction of war still exists for these rapidly developing types of missions.

Insights for joint force commanders:

- Instill an atmosphere of mutual trust and confidence at all levels to mitigate the risks associated with interdependence. This is a command climate issue. Articulate the need for synergy of operations in intent, planning guidance, and orders.
- At GCC level, clarify command relationships between the JTFs and both national and theater SOF. Establish at minimum a mutual support relationship together with delegating Coordinating Authority to BSOs for operations in JOAs and AOs. Clarify TACON command relationship authorities between the JTFs and the Theater SOC.
- At JTF level, establish appropriate command relationships (typically mutual support) between SOF and tactical units. Develop horizontal linkages with SOF at all levels down to brigade combat team (BCT) level to ensure decentralized, tactical level integration with SOF. Direct the exchange of LNOs and delegate coordinating authority down to tactical level battlespace owners.
- At battlespace owner level, request liaison elements from national and theater SOF hqs (i.e. the Theater SOC), and from any provided or attached SOF hqs to better integrate their capabilities. Ensure the liaison elements have planning, current operations information sharing, and intelligence liaison capabilities.
- Provide JTF liaison elements to any national SOF hqs operating in the JTF JOA to facilitate information exchange.
- Develop clear staffing processes for coordinating and supporting SOF operations in JOAs and AOs. Articulate the level at which different types of operations (e.g.

politically sensitive, high risk...) must be approved, or at a minimum, coordinated. Include public affairs release, casualty evacuation, intelligence exchange, ISR support, quick response force, detainee handling staffing procedures.

- Be prepared to provide logistical support on an area basis to SOF. Plan for this upfront.

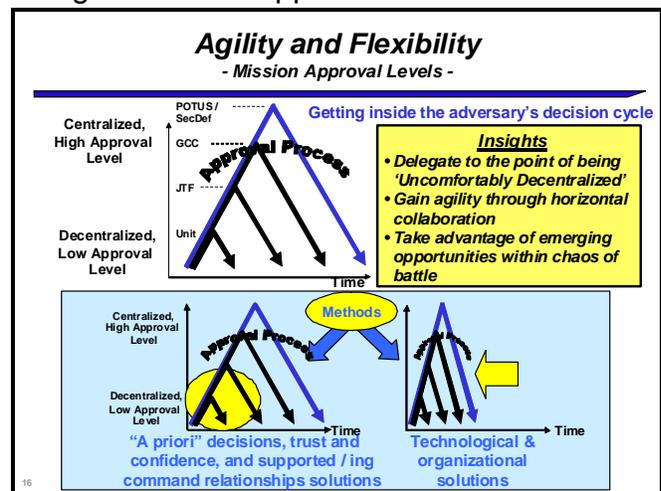
**Decentralized authorities.** Our commanders have made great strides in developing the decentralized authorities to allow their subordinates to operate within the adversaries' decision cycle. They recognize the reality that the higher one needs to go in the chain of command to receive mission approval for an operation, the longer it will normally take. Fleeting targets may be lost. The ability to rapidly take advantage of chaos in the environment is lost. Initiative can be lost. Additionally, complicated mission approval processes take both time and effort – and take staffs and commanders away from the operations at hand to work through mission approvals.

Mission Approval. The adjacent figure portrays the challenges and means to operate inside the adversary's decision cycle. The vertical axis addresses the mission approval level – with all the various levels of command culminating with the President at the top. The horizontal axis is time – the time to request and gain mission approval. So, what we see is the higher one goes along the vertical axis (i.e. centralized / higher approval level), the longer it takes to gain mission approval and the more likely you will miss targets of opportunity.

At the bottom of the figure we depict two methods that we've seen out in operational headquarters to shorten the time required to gain mission approval.

The left option focuses on decentralizing mission approval levels – pushing them down into the lower left quadrant... Here we see the value of mission type orders, trust and confidence, and a priori decisions.

The right side addresses streamlining the processes, especially where mission approval can't be delegated. Here we see the value of technological and organizational solutions.



**Insights:**

- Delegate authorities to the point of being ‘uncomfortably decentralized’ in order to get inside the adversary’s decision cycle. We must accept becoming uncomfortably decentralized in order to achieve mission success.
- Gain agility and flexibility through horizontal collaboration in which supporting commanders work directly with supported commanders, providing capabilities and delegating authorities to take advantage of emerging opportunities within the chaos of battle.

### **13. Strategic Communication – Developing and Executing a Communication Strategy to Support the Mission.**

Informing and influencing numerous, disparate audiences is one of the greatest challenges facing our military commanders in today’s information age. People’s perceptions, beliefs, and behaviors are critical to the success or failure of our mission, particularly in today’s irregular warfare environment where the fight is for legitimacy and influence over the relevant populations. The ability to persuade these selected audiences, through informing and/or influencing, is a critical element to successful operations.

Our warfighters recognize the potential of persuasion and communication in today’s information environment. They’re continually proactively planning and exploiting opportunities to leverage tactical actions to inform and influence these populations.

Strategic Communication is clearly an interagency process. Successful communication in today’s information environment requires a well-coordinated approach among all the players, one of which is the military.

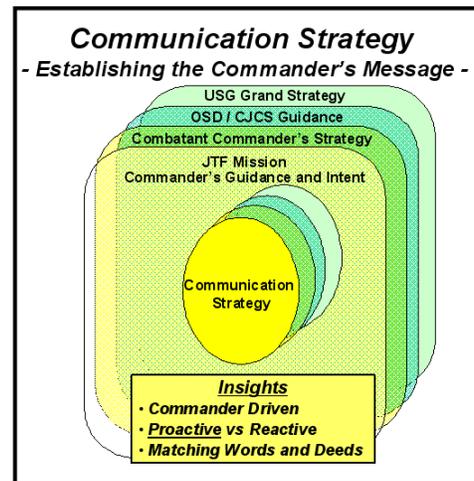
**Strategic Communication**  
*“Focused United States Government efforts to understand and engage key audiences to create, strengthen, or preserve conditions favorable for the advancement of United States Government interests, policies, and objectives through the use of coordinated programs, plans, themes, messages, and products synchronized with the actions of all instruments of national power.”*  
Joint Pub 1-02

We continually see the need for a

commander’s “communication strategy” guiding military communication that is both:

- An integral part of the commander’s larger overall strategy (depicted in figure)
- Supports and supported by the broader Interagency strategic communication effort.

We draw a distinction between a military commander’s communication strategy and the interagency nature of strategic communication. This communication strategy must be an integrating process to promulgate the commander’s message synthesizing all means of communication and information delivery to inform and influence the various audiences.

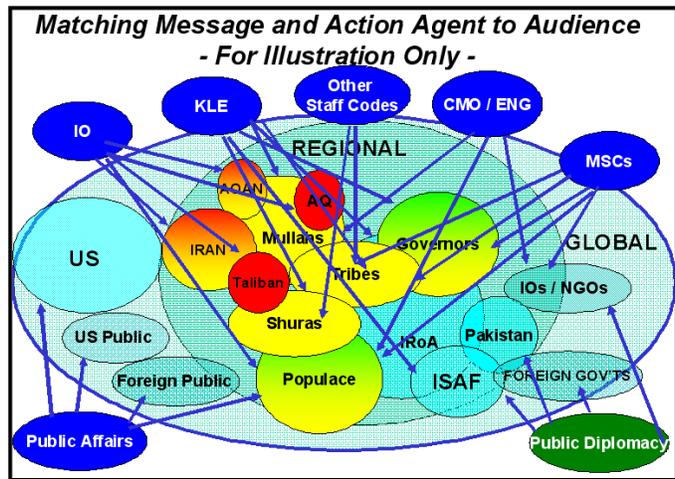


**Insights:**

- As noted, it’s essential to have an integrated process bringing together all means of communication and information delivery. This communication strategy must support the commander’s overall strategy, and inform and be informed by the broader U.S. government strategic communication efforts. This strategy:
  - is commander driven
  - is proactive vice reactive in design
  - “matches words with deeds.” It synchronizes the actions of subordinates, not only what they do but how they do them, with the verbal themes and messages being sent by commander. We often see a synchronization matrix as an effective tool in matching words and deeds directed toward the various audiences.

- The staff role in facilitating the communication strategy. We've seen most of the joint headquarters utilizing a 'communication strategy' working group (CSWG) process to integrate and guide the functional-level working groups (e.g. IO working groups, public affairs (PA) staff meetings, civil-military operations (CMO) groups). This CSWG is informed by the interagency stakeholders, and supports planning across the current operations, future operations, and future plans event horizons. It helps eliminate independent informational campaigns and better integrates these 'non-lethal' actions within the existing military planning process. This staff integration also breaks through the doctrinal walls between the PA and IO communities while respecting the delineation of which audiences they are authorized to engage.

- Themes and Messages are different. Themes are the overarching ideas the commander wants to reinforce in the cognitive realm for all audiences. They support the overall strategy, and are generally enduring. Messages are specific ideas targeted at specific audiences in support of the broader themes.



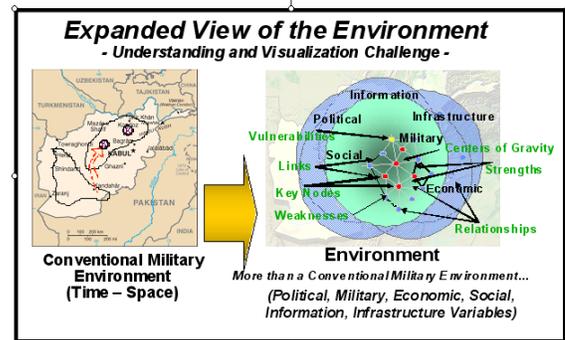
- Messages can be words or actions. These messages are continually assessed and recast, and must be tailored to the audience – to influence their specific perception, belief, and behavior. We have found the value in using every possible means (what we term 'action agents') to get out the messages in both word and actions. Traditionally, we have relied on Public Affairs and Information Operations (principally PSYOP assets) to carry tailored messages to the various target audiences. However, our operational commanders realize that everyone who has contact with the local population sends a message. They've expanded the 'action agents' to include senior leader engagements, soldier engagement, civil-military operations, and any of the many activities of subordinate commands which interact with target audiences.
- Delineation of roles for the Commander's Info Opns staff and the traditional 'JPOTF' (Joint Psychological Operations Task Force). The staff is responsible for the development of proposed themes and messages that support the overall strategy. The JPOTF, as one of the action agents, is responsible to develop and disseminate supporting products to selected audiences. Traditionally, the JPOTF took on both a staff and a command role in both the development of themes and messages together with their dissemination. However, today's commanders have more robust Information Operations staffs that perform the staff tasks of analysis, planning, and monitoring. We've seen a best practice in pulling some of the organic expertise resident in the JPOTF up to the JTF staff to assist in this themes and message development.

## 14. Intelligence Support.

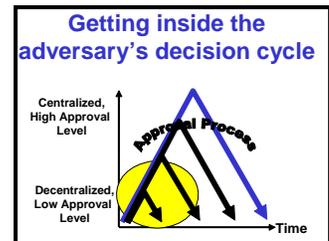
Intelligence is another area in which our commanders in the field have led the way in evolving our doctrine and TTP. This section addresses three key insights in this evolution of how intelligence is supporting operations:

- Expanding the view of the environment beyond a military threat only view.
- Decentralization of intelligence to support decentralized operations.
- Focusing on minimizing data storage delays to make intelligence more responsive.

Expanding the view of the environment beyond a military threat only view. As discussed earlier, the commanders have recognized the complexity of the environment as much more than a military-only threat. While realizing that understanding this complex environment is beyond the capability of the military force's intelligence staff, they have still tasked the intelligence staff with the responsibility of being the focal point, the coordinating staff, in bringing together this understanding. It requires a cross-staff, interagency and multinational approach to gain the respective expertise of this collective group.



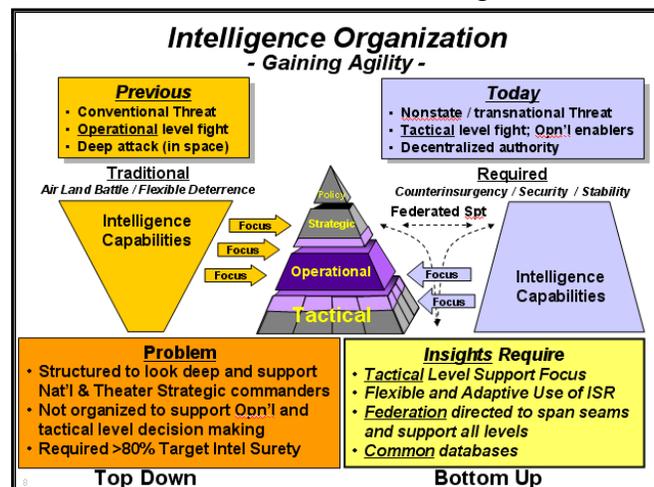
Decentralization of intelligence to support decentralized operations. The need for agility and flexibility to get inside the adversary's decision cycle was discussed in the earlier section of operational design in terms of decentralized mission approval levels. Our commanders and staffs have learned that the intelligence support for these more agile and flexible operations also had to significantly change.



Intelligence has evolved to support these decentralized operations. The Cold War model that focused on large conventional threats supporting strategic decisions doesn't support today's operational and tactical level decision-making and execution. Today's operations against non-state actors and transnational threats range from

combat (often at small unit level) to security, stability, and humanitarian support. Our intelligence organizations in the field are changing to support these kinds of operations:

- They've decentralized selected intelligence capabilities to better support the tactical level requirements.
- They've also better defined and strengthened their vertical and horizontal linkages with other intelligence capabilities to take

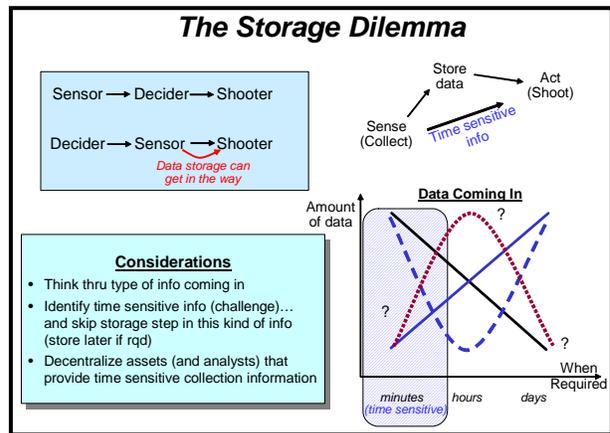


advantage of their collection and analysis capabilities – what is called federation. They need these other organizations’ capabilities for collection and both 2<sup>nd</sup> and 3<sup>rd</sup> order analysis and exploitation. Cross cueing between these capabilities is becoming increasingly more important.

- They’ve worked hard on developing common databases to allow this crosstalk. This is tough work and something that they need help on, starting at the national level. We’re still not there.

Focusing on minimizing data storage delays to make intelligence more responsive. A related insight to agility and responsiveness is in minimizing the data storage delay between the ‘sensor’ and ‘shooter.’ We’ve seen the common challenge when you put the decider between the sensor and the shooter. It slows execution. We’ve seen how the warfighters have addressed the need to decentralize when they can, and make ‘a priori’ decisions to take the ‘decider’ out from between the sensor and shooter. But data storage can still get in the way between the sensor and shooter.

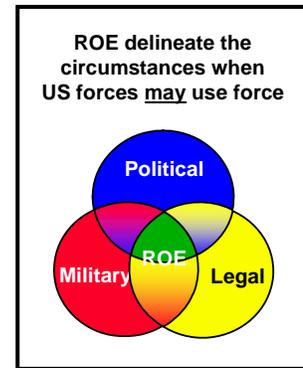
The data storage problem. A tremendous amount of information is collected to support the warfighter. It is collected by national, theater, operational, and tactical assets and by our interagency and multinational partners. So there is ample opportunity for inadvertent storage of time sensitive data to occur – and for “blinks” to occur in both the collection, cross cueing between sensors, and in the reporting between the sensors and shooter. Our operational commanders have found it is very difficult to prevent these blinks or data storage from occurring when intelligence support is centralized. The commanders and staffs have also found it difficult to decide on an ‘a priori’ basis of what is time sensitive versus what is longer dwell information, and ensuring time sensitive information is rapidly disseminated, while not losing important data that requires 2<sup>nd</sup> and 3<sup>rd</sup> order analysis.



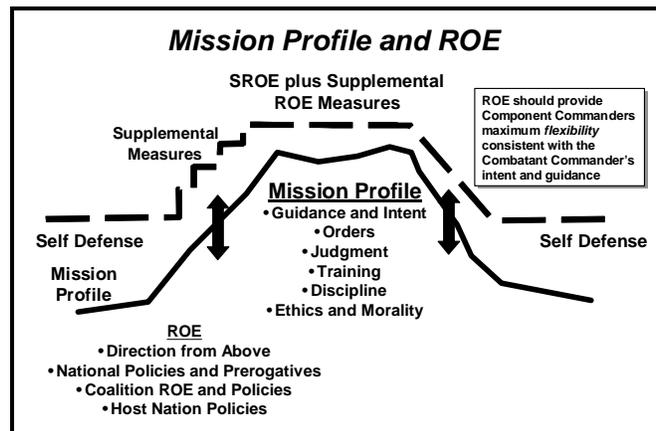
One solution...fusion cells at the tactical level. Commanders have opted to form 'fusion' cells with the capability and manning to receive intelligence from all of these collection assets and processing centers. These tactical level fusion cells then screen the information for time sensitive information to pass directly to the operator for action. We’re finding that operators are fully integrated, and in some cases, even in charge of these fusion cells. The fusion cells keep an unblinking eye focused on the critical information, waiting for the right piece of information necessary to act. This is greatly different from the more traditional centralized model, in which the higher headquarters’ large intelligence centers screen information, and then pick out and pass time sensitive information down to the tactical level – often too late for successful execution. We have found that procedures must also be in place to ensure data in these fusion cells is captured for dissemination to higher analytical headquarters for further analysis.

## 15. Legal Considerations & Rules of Engagement.<sup>22</sup>

Next to timely and clear commander's intent and guidance, possibly the greatest aid a Joint Task Force (JTF) Commander can give to his component commanders is well coordinated, wargamed, clearly stated, and flexible ROE which stay ahead of operational events. Commanders' dialogue with policy makers is important in setting conditions for effective ROE; dialogue helps ensure the ROE (the intersection set of the political, military, and legal aspects in "Venn" diagram depicted in the figure) are sufficient to accomplish the mission.

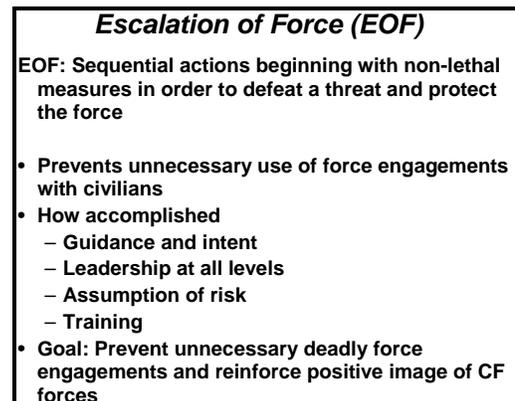


We see operational commanders proactively developing ROE as a "security umbrella" (noted by the dashed line in the adjacent figure) under which they may use force while crafting mission profiles (solid black line in figure) for the actual use of force. We see this concurrent development of ROE and mission profiles during planning. Escalation of force (EOF) is a recent concept we're seeing used in Iraq to address those sequential actions employed in order to defeat a threat and protect the force without unnecessary use of force with civilians.



### Insights:

- ROE is operator business. We see ROE development led by planners, assisted by the Staff Judge Advocates (SJAs). SJAs may not have the operational background to address all of the capabilities and limitations of a joint or coalition force.
- Understanding coalition ROE is critical. Multinational forces will probably retain their own national ROE.
- Have a system in place to ensure timely dissemination, training, understanding, and implementation of ROE.
- Escalation of force (EOF) is about protecting the force and the civilian population. EOF does not equal ROE.



<sup>22</sup> Defined in JP 1-02 as "Directives issued by competent military authority which delineate the circumstances and limitations under which United States forces will initiate and / or continue combat engagement with other forces encountered." We find that the word "will" in this definition does not clearly describe ROE. We use the word "may" as this more clearly depicts the commander's discretion in use of force in terms of the mission profile.

## 16. Logistics.

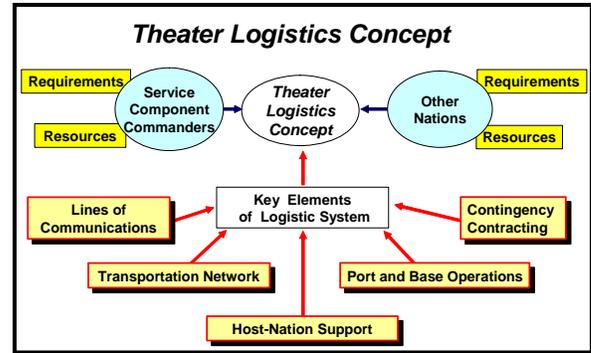
We've seen joint commanders and staffs spending significant time and effort on joint logistics. These joint headquarters are continually focused on increasing efficient and effective logistics support for military operations within the Theater logistics structure.

These Theater logistics concepts lay out the roles and functions of the Service Component Commanders and other agencies, define the elements of the logistics systems, and identify other partner nation requirements and resources. The Theater will also have developed a common user logistics concept that lays out the respective Lead Service for the various services, materiel, and facilities based the dominant user and most capable Service.

We've seen the JTFs working in conjunction with the Combatant Command staffs to address the various challenges depicted in the figure.

### Insights:

- Take time to understand the Theater Logistics Concept available to assist your JTF, to include the resources and limitations of the Combatant Command and supporting agencies such as TRANSCOM, DLA, and Service Component Commands. Request and use liaison officers from the Combatant Command, Service Components, and numerous support agencies to ensure efficient and effective support.
- Understand the different responsibilities associated with executing Title X, National Support Element and Lead Service logistics functions.
- Understand the Acquisition and Cross Service Agreements (ACSAs) process for approving, sourcing and paying for support to and from coalition partners.
- Use the 'area support' concept to share resources. Capture costs under the Interservice Support Agreements (ISSAs).
- Understand legal and financial responsibilities associated with the management of multi-million dollar contingency contracts. Establish oversight procedures with assistance from Defense Contracting Management Agency or Joint / Service Contracting Commands.
- Have contract administration expertise to ensure contracts satisfy your requirements and to monitor contractors' performance. Understand your role in managing, accounting and supporting contractors.
- Define focus areas and responsibilities between your J4 (decision making support) and your Joint Logistics Command (execution).



| <b>Common Logistics Challenges &amp; Best Practices</b>        |   |
|--|---|
| <u>Challenges</u>  | <u>Best Practices</u>   |
| • Logistics Authorities  | • Planning, Clear DAFL and C2                                 |
| • Limited Infrastructure                                       | • Planning, HNS, JLOTS, LOGCAP                                |
| • Force Caps   | • Planning, LOGCAP, HNS                                       |
| • Multinational Rqmts  | • Planning, ACSAs, Defined Responsibilities, inclusiveness    |
| • Other Service & SOF rqmts                                    | • Planning, Liaison, DCA, ISSAs, inclusiveness                |
| • Blurring of Staff & Logistics Organizations responsibilities | • Clear delineation of planning vs execution responsibilities |

## **17. Information Management.**<sup>23</sup>

Information management (IM) continues to be one of the greatest challenges for our joint forces. Think through information management focusing on inclusion and information sharing as you develop your decision-making processes.

### Insights and best practices:

- CCIRs serve as control measures for information management by establishing collecting, processing, analysis, and disseminating priorities. Use CCIRs to meter flow of information.
- Take charge of Information Management. It is Commander and Operator's business supported by technology and is too important to be left to techies or an individual J-Code staff. Task the Chief of Staff (COS) with responsibility for IM and designate an 'operationally focused' (JOC Experienced) information management officer (IMO) to work for the COS as his surrogate to oversee and manage the IM means and processes.
- Develop and refine information management processes and procedures through an integrated IM working group led by the IMO and comprised of J-code IM representatives that report to a IM Decision Board chaired by the COS.
- Disseminate approved IM processes through an authoritative Information Management Plan (IMP). The IMP should lay out how to gain and maintain situational awareness, share information, and collaborate with higher, lower, and adjacent organizations throughout the decision cycle.
- Up front identify the required communications networks based on information sharing requirements (e.g. CENTRIXS, SIPR or Unclassified as primary network). Develop processes to share information with interagency and coalition partners not on your communication network.
- Clearly define the headquarters' decision making processes before determining the information management "means and tools." (See section on decision cycle)
  - o Use an operator-friendly web page / portal as the primary means to share information. Ensure information can be easily inserted, found, and retrieved on the web page / portal. Think through how to collaborate with others to enhance assessment, planning, and execution. Consider both physical and virtual collaboration means – it runs the gamut from physical meetings and phone calls to virtual means such as SVTCs, chat rooms, and other collaborative tool suites.
  - o Carefully select tools that are 'user friendly.' Recognize the impact of personnel turnover and training requirements. An adequate Information Technology (IT) tool well understood and used by your staff is much more effective than a 'perfect, continually changing' IT tool that is too complicated for your staff to use.
- Be prepared for change – do not allow your IM plan to become stagnant and not stay up with your decision making processes.

---

<sup>23</sup> Information management refers to the processes a command uses to receive, obtain, control, and process data into useful information.