



CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-6
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CJCSI 5127.01
23 May 2014

JOINT FIRE SUPPORT EXECUTIVE STEERING COMMITTEE GOVERNANCE AND MANAGEMENT

References: See Enclosure C.

1. Purpose. This instruction implements the Joint Fire Support (JFS) Executive Steering Committee (ESC) as a Joint Requirements Oversight Council (JROC) sponsored, flag officer/general officer (FOGO) level joint body established to analyze and recommend solutions to joint fire support issues. This instruction further codifies JFS ESC roles and responsibilities, and defines duties and coordination methodology for its subordinate working groups, and other organizations with equities in joint fire support integration and interoperability.
2. Superseded/Cancellation. This instruction replaces the previous JFS ESC Charter implemented by Joint Requirements Oversight Council Memorandum (JROCM) 032-09, 20 February 2009 (reference b).
3. Applicability. This instruction applies to Combatant Commands (CCMDs) Joint Staff, Services, DoD agencies, and participating partner nation representatives.
4. Policy
 - a. CJCS provides direction, advice, assessments, and recommendations on JFS capability needs, non-material and materiel development, and functional management to support JFS requirements and enhance mission area capabilities. In support of CJCS, this instruction implements the JFS ESC and its subordinate working groups to provide a joint forum for the CCMDs, Services, Office of the Under Secretary of Defense for Acquisition, Technology and Logistics (OSD AT&L), Joint Staff, Services' Centers of Excellence, other governmental agencies, and partner nations to address joint fire support issues

across the full doctrine, organization, training, materiel, leadership, personnel, and facilities (DOTMLPF) spectrum.

b. Enclosure A outlines the organization, roles, and membership of the JFS ESC and its subordinate working groups, as well as processes related to JFS ESC methodology for issue development and resolution.

c. Enclosure B outlines the responsibilities for each organization represented on the JFS ESC and its subordinate working groups, as well as responsibilities for organizations with equities in the JFS ESC process.

5. Definitions. See Glossary.

6. Responsibilities. See Enclosure B.

7. Summary of Changes. This CJCSI is a new instruction and is a complete revision of the original JFS ESC charter.

8. Releasability. This instruction is approved for public release; distribution is unlimited. DoD components (to include the CCMDs), other Federal agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Electronic Library at: http://www.dtic.mil/cjcs_directives.

9. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:


DAVID L. GOLDFEIN, Lt Gen, USAF
Director, Joint Staff

Enclosures:

A – Organization, Roles, Membership, and Processes
B – Responsibilities
C – References
GL – Glossary

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ENCLOSURE A

ORGANIZATION, ROLES, MEMBERSHIP, AND PROCESSES

1. Background. In January 2000, the JROC chartered the Joint Close Air Support (JCAS) Executive Steering Committee (ESC) to identify shortfalls across the JCAS mission area, analyze potential materiel and non-materiel solutions, and make recommendations to the Services, Combatant Commands, and DoD agencies to fix or mitigate those shortfalls. The JCAS ESC was co-chaired by the Air Force and the Marine Corps until October 2002, when the Department of Defense changed the responsibility for chairing to U.S. Joint Forces Command (USJFCOM). Commander, USJFCOM, designated the Director, Joint Requirements and Integration Directorate (USJFCOM J8), to serve as chairman. At Secretary of Defense direction, beginning in 2005 ESC participation was expanded to include partner nations, with Australia being the first signatory. Subsequently, partner nation membership expanded to a total of 15 countries (current as of January 2014). In February 2009 and in response to requests to expand ESC scope, the JROC approved transition of the JCAS ESC to a newly chartered Joint Fire Support (JFS) ESC, which took effect on 1 March 2009. The mission was therefore modified to assist the Services and Combatant Commands in providing enhanced, jointly integrated, interoperable and cost efficient JFS capabilities to the Warfighter. Upon disestablishment of USJFCOM in August 2011, Joint Staff J8 assumed responsibility for chairing the JFS ESC. In March 2012, the CJCS reconstituted the Joint Staff J6 and shifted the JFS ESC chairmanship to that directorate. JS J6 delegated ESC Chairmanship duties and authority to Deputy Director for Cyber, Command, Control, Communications, and Computer Integration (DD C5I).

2. Organization

a. Executive Steering Committee. The ESC, chaired by JS J6, DD C5I, consists of 1- or 2-star (or civilian equivalent) representatives from each of the Services, CCMDs, Joint Staff, OSD, and partner nations who are signatories to one or all of the JFS ESC Action Plan memoranda of agreement (MOAs). Joint fire support experience is desired for membership.

b. O-6 Level Working Group. A subordinate O-6 level (or equivalent) JFS ESC Working Group (WG), chaired by JS J6 DD C5I, Joint Fires Division (JFD) Chief, consists of representatives from the organizations/agencies comprising the JFS ESC. The intent is for each organization to have a single O-6-level representative on the WG. However, ESC members may assign additional O-6-level representatives to manage issue development by individual

subordinate working groups. Regardless of the number of representatives from each Service/organization, the organization can register only one formal position per issue. Joint fire support experience is desired for membership. This body serves to facilitate joint recommendations for JFS ESC principals' approval.

c. Action Officer Working Groups. There are two standing JFS ESC Action Officer Working Groups (AOWGs): JCAS)and JFS. Additional WGs will be established as required and will be populated with appropriate Service, CCMD, OSD, and partner nation subject matter experts. Each JFS ESC AOWG will also include a JS J6/DD C5I/JFD member assigned as a Secretariat point of contact (POC) for Action Plan issues and initiatives as tasked by the JFS ESC O-6 WG. This Secretariat POC is responsible for monitoring issue status and ensuring the JFS ESC O-6 WG Chair receives regular updates as warranted. Figure 1 depicts the JFS ESC membership structure.

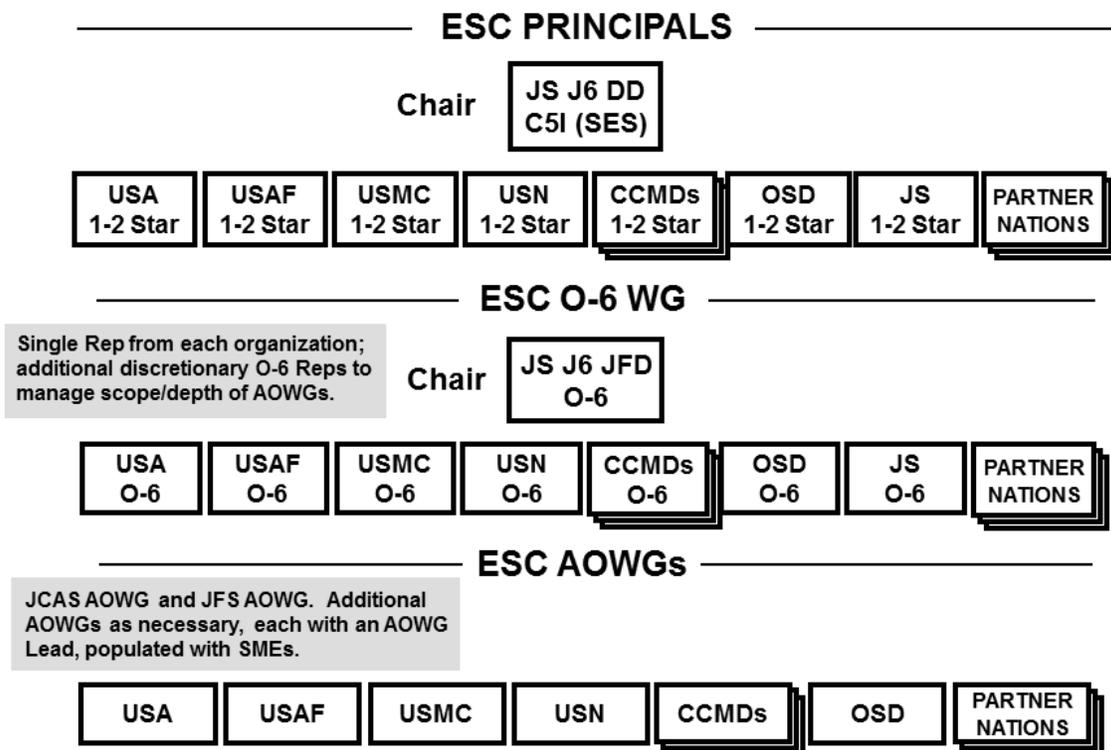


Figure 1. JFS ESC Organizational Structure

d. Standardization and Accreditation Teams

(1) The JFS Action Plan (reference c) is a product of the JFS ESC developed to identify capability requirements and validated joint fires capability gaps. One of the primary issues identified in the Action Plan is training standardization for terminal attack controllers and joint fires observers. Utilizing the JFS Action Plan as the parent document, the JFS ESC developed MOAs to establish joint terminal attack controller (JTAC), forward air controller (airborne) (FAC(A)), and joint fires observer (JFO) minimum certification and qualification training standards.

(2) Signatories to the MOAs agree to comply with the established standards and allow their training programs to be assessed by standardization teams formed at the direction of the JFS ESC. The JFS ESC Standardization Teams are led by JS J6 DD C5I/JFD and are comprised of subject matter experts provided by the United States and partner nation signatories. MOA signatory responsibility resides at the U.S. Operations Deputies (OpsDepts) level or partner nation equivalent. For a more detailed discussion of the standardization process, refer to each of the JFS Action Plan MOAs (references d, e, and f).

(3) The JTAC MOA (reference d) contains a provision allowing signatories to utilize synthetic environment training (i.e., simulation) to replace a portion of the live terminal attack controls required for qualification training, provided the simulation system is accredited by the JFS ESC. As with the standardization teams, the JFS ESC JTAC Simulation Accreditation Teams are led by JS J6 DD C5I/JFD, and are comprised of subject matter experts provided by the United States and partner nation signatories.

e. Joint Fire Support Coordinated Implementation Change Control Board

(1) The Joint Fire Support Coordinated Implementation Change Control Board (JFS CI CCB) provides Services and Program managers with a single entity responsible to determine and execute engineering and fielding related courses of action to deliver incremental improvements in Digitally Aided Close Air Support (DACAS) and Digitally Aided Fire Support (DAFS) capability. Its Charter (reference g) establishes the responsibilities, composition, and work product outputs of the JFS CI CCB, DACAS Working Group, DAFS Working Group, and the Engineering Change Implementation Group (ECIG) in supporting the coordinated implementation of interoperable solutions within the context of the JCAS and JFS missions.

(2) The JFS CI CCB provides Services and Program Managers with a single supporting the coordinated implementation of interoperable solutions within the context of the Joint Close Air Support and Joint Fire Support missions.

3. Methodology for Issue Development and Resolution

a. The issues in the JFS Action Plan contain specified tasks that provide a framework for developing recommended solutions to improve joint fires integration and interoperability between U.S. and coalition (mission partner) forces.

b. JFS ESC members will nominate only specific JFS issues that require joint or combined resolution. JFS ESC Action Plan candidate issues are to be submitted to the JFS ESC Secretariat as outlined in Attachment 1 of the Action Plan.

c. JFS ESC members shall submit JFS action issues to the Secretariat (JS J6 DD C5I/JFD) to staff through designated AOWGs, JFS ESC O-6 WG, and the JFS ESC Principals for approval and inclusion in the Action Plan.

d. Other sources, such as annual symposium, curriculum reviews, or higher headquarters directed actions may also provide input to Action Plan development.

e. Issue resolution is generally formulated through a consensus-building approach utilizing face-to-face meetings, video and telephonic teleconferencing, and e-mail coordination. Joint Staff Action Processing is utilized to obtain U.S. FOGO coordination on contentious issues, or when a signature is required on official documents such as the Action Plan or its associated MOAs.

f. For those situations where consensus cannot be reached among the U.S. membership at the Principal (FOGO) level, issues will be brought forward to the OpsDepts tank or the JROC for resolution. While it is the goal of the JFS ESC to reach consensus among all the membership (including partner nations), U.S. interests will take precedence when making recommendations to higher-level decision makers.

4. Meeting Frequency, Administration, and Tasks

a. JFS ESC Meeting Frequency, Administration, and Tasks

(1) JFS ESC Principals meet semi-annually and as directed by the chairperson. When appropriate and approved by the Principals, meetings can take the form of a "Paper ESC" wherein the agenda topics are provided via e-mail and the Principals are briefed by their supporting O-6 and/or Action Officer Representative to the JFS ESC.

(2) JFS ESC provides an annual status report to the appropriate U.S. Functional Capabilities Boards for consideration and possible follow-on actions using the Joint Capability Integration Development System process.

(3) JFS ESC reviews the Action Plan every 2 years, at a minimum, and conducts revisions as necessary. Administrative changes that do not alter the intent of the Action Plan issues are not required to be re-staffed through the JFS ESC prior to incorporation.

(4) JS J6 DD C5I/JFD performs Secretariat duties in support of the JFS ESC. Secretariat tasks include: management of the Action Plan; management of the JFS ESC Membership Distribution List; management of the JFS ESC annual schedule and associated announcement messages; recording all levels of JFS ESC meeting minutes; management of tasks and suspense dates; management of the annual JFS ESC report capturing status of actions and ESC tasks; and management of ESC historical documents and information. Minutes are prepared and provided for all attendees by the Secretariat.

b. JFS ESC O-6 WG Administration and Tasks

(1) JFS ESC O-6 WG meets three times a year and as directed by the chairperson to resolve directed JFS issues and submit them to the JFS ESC. Meeting frequency and format will be determined by the JFS ESC O-6 WG Chairman (JS J6 DD C5I/JFD Chief) after coordination with the O-6 WG membership.

(2) JFS ESC O-6 WG coordinates, organizes, and supervises an annual JFS symposium, subject to DoD conference guidance and funding availability. The symposium serves as a forum to exchange information, identify issues, examine capability shortfalls, assess emerging technologies, and recommend areas for inclusion in the JFS Action Plan.

(3) JFS ESC O-6 WG Chairman reports directly to the JFS ESC Principals on the status of assigned actions.

(4) The Secretariat prepares minutes and disseminates to all attendees.

c. JFS ESC AOWG Administration and Tasks

(1) Action Officers work on JFS ESC generated JFS Action Plan issues with individual AOWG Leads reporting directly to the JFS ESC O-6 WG.

(2) There are two standing AOWGs, JCAS and JFS. AOWGs meet three times a year and as directed by the chairperson to resolve directed JFS issues

and submit them to the JFS ESC O6 WG for approval or further direction. Additional or issue-focused AOWGs are formed as required or directed by the JFS ESC.

(3) The Secretariat prepares minutes and disseminates to all attendees.

(4) JCAS AOWG coordinates, organizes, and executes an annual JCAS curriculum review that can be in conjunction with the JFS Symposium if one is conducted. The Curriculum Review provides a forum for the U.S. Services, USSOCOM, and partner nations to share curriculum development, lessons learned, and best practices from respective JTAC, FAC(A), and JFO training programs. It also coordinates standardization team composition and schedules.

ENCLOSURE B
RESPONSIBILITIES

1. Functional Responsibilities

a. Joint Fire Support Executive Steering Committee

(1) Performs the following duties consistent with the guidance provided by the JROC or CJCS:

(a) Assists the Services, Combatant Commands, and partner nations in providing enhanced, jointly integrated, interoperable and cost efficient JFS capabilities to the Warfighter.

(b) Assists the JFS ESC Chairman in preparation of the annual report to the JROC detailing status of JFS ESC efforts to resolve issues identified in the JFS Action Plan.

(2) Conducts assessments and grants accreditation of U.S. and partner nation JTAC, FAC(A), and JFO training programs for compliance with Action Plan MOAs.

(3) Conducts assessments and grants accreditation of U.S. and partner nation JTAC simulation systems for compliance with JFS ESC-approved accreditation criteria.

(4) Provides oversight and guidance to the JFS CI CCB, which directs activities of the DACAS/DAFS/ECIG.

b. JFS ESC Chairman

(1) Provides oversight of the JFS ESC and related subordinate working groups, to include the JFS CI CCB.

(2) Approves the agenda for, and convenes, JFS ESC meetings; oversees JFS ESC work; and ensures prompt execution of JFS ESC business.

(3) Acts on behalf of the JFS ESC in maintaining liaison with the Services, Combatant Commands, Joint Staff, other DoD components, and participating partner nations.

c. JFS ESC Secretariat

(1) Coordinates the actions of the JFS ESC membership in its support of the JFS ESC Chairman.

(2) Develops the agenda for the JFS ESC meetings and schedules briefings by Services, Combatant Commands, Joint Staff, other DoD components, and participating partner nations on issues requiring JFS ESC resolution or recommendation.

(3) Records and distributes JFS ESC decisions and recommendations by publishing associated meeting minutes.

(4) Maintains responsibility for all internal and external coordination among the JFS ESC membership.

(5) Develops and establishes JFS ESC administrative procedures.

(6) Provides necessary continuity and Joint Staff POCs for all JFS ESC business.

d. JFS ESC O-6 WG

(1) Conducts JFS ESC activities in accordance with guidance provided by the JFS ESC Chairman and the JFS ESC Principals.

(2) Nominates topics for JFS ESC consideration and advises the JFS ESC Chairman on issues requiring JFS ESC review.

(3) Performs other duties as assigned to support the JFS ESC.

e. JFS ESC O-6 WG Chairman

(1) Supports the JFS ESC Chairman and the JFS ESC Principals in executing JFS ESC responsibilities.

(2) Coordinates oversight of the JFS ESC process and coordinates other issues requiring JFS ESC review.

(3) Conducts JFS ESC pre-briefs with the JFS ESC Chairman to ensure format, content, and presentation are appropriate.

(4) Assists the JFS ESC Chairman in maintaining liaison with the Services, Combatant Commands, Joint Staff, other DoD components, and participating partner nations.

f. Action Officer Working Groups

(1) Conduct JFS ESC activities in accordance with guidance provided by the JFS ESC and the JFS ESC O-6 WG.

(2) Assist the JFS ESC Chairman and JFS ESC O-6 WG Chairman in maintaining liaison with the Services, Combatant Commands, Joint Staff, other DoD components, and participating partner nations.

(3) Provide other support as directed by the JFS ESC O-6 WG Chairman.

2. Organizational Responsibilities

a. Joint Staff

(1) JS J2, JS J6, JS J7, and JS J8 representatives participate in the JFS ESC activities in accordance with this instruction and with references c, d, e, and f.

(2) JS J6, DD C5I, chairs the JFS ESC.

(3) JS J6 supports the JFS ESC Secretariat with the necessary resources (personnel, tools, and funding) to enable JFS ESC operation and successful mission completion in accordance with this instruction and with references c, d, e, and f.

(4) JS J6, DD C5I, JFD chairs the JFS ESC O-6 WG and executes the functions of Secretariat for the JFS ESC. JFD also provides JFS ESC MOA Standardization Team coordination, composition and leadership as described in Enclosure A, paragraph 2.d.

b. Services, Combatant Commands, and Other DoD Components

(1) Provide an appropriately ranked individual to participate as a member at each level of the JFS ESC organizational structure.

(2) Participate in the JFS ESC process activities in accordance with this charter and with references c, d, e, and f.

(3) Identify to the JFS ESC any Service-related joint fire support capabilities, shortfalls, and lessons learned which may lead to recommendations for integrated joint and coalition solutions. Support JFS ESC-endorsed recommendations for improvements to joint fires integration and interoperability by advocating recommended solutions within Service/Combatant Command/Agency “organize, train, and equip” acquisition authority.

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ENCLOSURE C

REFERENCES

- a. JROCM 032-09, 20 February 2009, "Establishment of the Joint Fire Support Executive Steering Committee"
- b. Charter for Joint Fire Support (JFS) Executive Steering Committee (ESC), 20 February 2009
- c. JFS ESC Action Plan, 3 January 2013 (series)
- d. JFS ESC Action Plan MOA 2004-01, Joint Terminal Attack Controller (JTAC) (Ground) (series)
- e. JFS ESC Action Plan MOA 2004-02, Joint Forward Air Controller (Airborne) (FAC(A)) (series)
- f. JFS ESC Action Plan MOA 2004-03, Joint Fires Observer (JFO) (series)
- g. Change Control Board Charter for Joint Coordinated Implementation of Digitally-Aided Joint Fire Support, 5 August 2013

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GLOSSARY

PART I – ACRONYMS

AO	Action Officer
AOWG	Action Officer Working Group
AP	Action Plan
AT&L	Acquisition, Technology and Logistics
CAS	close air support
C5I	Cyber and Command, Control, Communications and Computers Integration
DACAS	Digitally Aided Close Air Support
DAFS	Digitally Aided Fire Support
DD	Deputy Director
DOD	Department of Defense
DOTMLPF	Doctrine, Organization, Training, Materiel, Leadership, Personnel, and Facilities
ECIG	Engineering Change Implementation Group
ESC	Executive Steering Committee
FAC(A)	Forward Air Controller (Airborne)
FOGO	Flag Officer/General Officer
JCAS	Joint Close Air Support
JCB	Joint Capabilities Board
JCS	Joint Chiefs of Staff
JF	Joint Fires
JFO	Joint Fires Observer
JFS	Joint Fire Support
JFS CI CCB	Joint Fire Support Coordination Implementation Change Control Board
JROC	Joint Requirements Oversight Council
JROCM	Joint Requirements Oversight Council Memorandum
JTAC	Joint Terminal Attack Controller
MOA	memorandum of agreement
OpsDepts	Operations Deputies
OSD	Office of the Secretary of Defense
POC	point of contact

USJFCOM	U.S. Joint Forces Command
WG	working group

PART II – DEFINITIONS

Accreditation – For the purposes of this instruction, accreditation is recognition by the JFS ESC that a training program or institution (schoolhouse) meets the standards outlined in the Joint Terminal Attack Controller (JTAC), Forward Air Controller (Airborne) (FAC(A)), or Joint Fires Observer (JFO) Memorandum of Agreement (MOA).

Accredited Simulator – A synthetic environment training device recognized by the JFS ESC as capable of replicating the tasks and conditions required to conduct terminal attack controls in accordance with established criteria to such a degree as to be acceptable for replacing a portion of the live control requirements established in the JTAC and FAC(A) MOAs.

Close Air Support – Air action by fixed-wing (FW) and rotary-wing (RW) aircraft against hostile targets that are in close proximity to friendly forces, and require detailed integration of each air mission with the fire and movement of those forces. Also called **CAS** and **JCAS**. (JP 3-09.3)

Forward Air Controller (Airborne) – A specifically trained and qualified aviation officer who exercises control from the air of aircraft engaged in close air support of ground troops. The forward air controller (airborne) is normally an airborne extension of the tactical air control party. A qualified and current forward air controller (airborne) will be recognized across the Department of Defense as capable and authorized to perform terminal attack control. Also called **FAC(A)**. (JP 3-09.3)

Joint Fires – Fires delivered during the employment of forces from two or more components in coordinated action to produce desired effects in support of a common objective. (JP 3-0)

Joint Fires Observer – A trained Service member who can request, adjust, and control surface-to-surface fires, provide targeting information in support of Type 2 and 3 close air support terminal attack control, and perform autonomous terminal guidance operations. Also called **JFO**. (JP 3-09.3)

Joint Fire Support – Joint fires that assist air, land, maritime, and special operations forces to move, maneuver, and control territory, populations, airspace, and key waters. (JP 3-0)

Joint Terminal Attack Controller – A qualified (certified) Service member who, from a forward position, directs the action of combat aircraft engaged in close air support and other offensive air operations. A qualified and current joint terminal attack controller will be recognized across the Department of Defense as capable and authorized to perform terminal attack control. Also called **JTAC**. (JP 3-09.3)

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