



# A Common PERSPECTIVE

US Joint Forces Command Joint Warfighting Center  
Doctrine Division's Newsletter

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## FROM THE EDITORS

Our theme in the April 1999 issue of *A Common Perspective* was "Homeland Defense." In that issue we recognized that the subject was "murky" and many organizations had not established their views; not to mention the joint doctrine development community's inability to define key terms. Since then, traumatic events have prompted changes within the Department of Defense that, believe it or not, essentially were suggested by contributing authors from the Joint Forces Staff College. Lt Col Joseph Robinson, USAF; LCDR Carl Graham, USN; and MAJ Jeffery Oser, USA; in their article "Homeland Defense: The American Challenge for the 21st Century;" suggested the Unified Command Plan be restructured to include a US America Command (USAMCOM). They postulated that USAMCOM's mission "would center almost exclusively on countering asymmetrical, unconventional, and environmental threats to the continental United States. They did not envision NORAD as part of USAMCOM, nevertheless, it illustrates that a need for "Homeland Security/Defense" was acknowledged and our talented young leaders were thinking hard about how to make it a reality. You can review that issue at the "A Common Perspective" Home Page on the CJCS JEL Web site at [www.dtic.mil/doctrine](http://www.dtic.mil/doctrine).

Today, numerous world events, DOD organizational changes, and joint doctrine development initiatives have made us more prepared and aware, but not fully capable of articulating DOD's role in homeland security/defense. JP 3-26, *Joint Doctrine for Homeland Security (First Draft [FD])*, is the beginning of a long dialogue to accomplish that purpose. The fundamentals contained in JP 3-26 (FD) are outlined in Mr. Gary Bounds' article on page 6. A review of JP 3-26 (FD) prompted Mr. Gary Wasson (on page 10) to describe the many inconsistencies produced by the joint doctrine development community while attempting to label the elements of "Civil Support"—a portion of the military effort for "Homeland Security." Further, Mr. Barrows highlights some of the related terminology issues on page 37. Lastly, our near-regular contributor, Mr. Rich Rinaldo,

proposes a "Network-Centric Regional Approach to Homeland Security."

This issue also features an article on the "Management of Contractors in Joint Operations" (page 16) by CDR Michael McPeak from JS J-4. He discusses the pertinent issues and highlights the discrepancies and voids in joint doctrine regarding contractors on the battlefield. He suggests a joint publication on the subject is needed—an idea that has been rejected to date, but the debate continues.

The theme for our next issue will focus on joint planning/operational concepts and lessons learned validated by recent operations. Hopefully, several members of the joint community will accept the challenge and enlighten us regarding needed changes to joint doctrine that are based on hard-earned experiences. As always, articles on all pertinent joint doctrine issues and other related comments and suggestions are welcomed. Our newsletter continues to serve as the one-stop source of news and information for all the joint and Service doctrine communities—a resource we continuously improve to meet your needs. Your feedback on any aspect of *A Common Perspective* is important and will help ensure we provide thoughtful, timely discussion on current doctrinal issues.

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## IN THIS ISSUE

Article	Page	Article	Page
Message from the Commander, USJFCOM JWFC	3	College Credit Available For DOCNET	24
USJFCOM JWFC DOC-DIV Updates	4	Doctrine Organization Updates (Cont.)	
Homeland Security-An Emerging Doctrinal Perspective	6	Joint and Army Doctrine Directorate (JADD), HQ, USA Training and Doctrine Command	25
Joint Publication Consolidation Plan Update	9	HQ, Air Force Doctrine Center (AFDC/DJ)	28
Civil Support-MSCA, MACA, MSCLEA, and MACDIS	10	Navy Warfare Development Command (NWDC)	28
A Network-Centric Regional Approach to Homeland Security	11	MCCDC, Doctrine Division, Joint Branch	29
Management of Contractors in Joint Operations	16	Transformation News	29
Joint Publication Status	19	Air Land Sea Application (ALSA) Center	30
Joint Doctrine Points of Contact	20	US Strategic Command (USSTRATCOM)	34
Joint Doctrine Hierarchy	22	JDEIS-This Is Not Your Father's JEL	35
Doctrine Organization Updates:		Terminology	37
Joint Staff, J7, Joint, Doctrine, Education, and Training Division (JDETD), Joint Doctrine Branch	23	USJFCOM JWFC Dial-a-Pub	37
		Joint Publications Distribution	38
		Subscriber Request Form	39



## MESSAGE FROM THE COMMANDER, USJFCOM JWFC

By MajGen Gordon C. Nash, USMC

In the six months since the last edition of *A Common Perspective*, the focus of our nation and Armed Forces has been split three ways, homeland security, the global war on terrorism, and Operation IRAQI FREEDOM (OIF). USJFCOM has played, and will continue to play, a very important role in each of these actions. Further, USJFCOM will have an expanded role in transforming our forces for the future. The Secretary of Defense, in the recently published *Transformation Planning Guidance*, stated, "As we prepare for the future, we must think differently and develop the kinds of forces and capabilities that can adapt quickly to new challenges and to unexpected circumstances. We must transform not only the capabilities at our disposal; but also the way we think, train, exercise, and fight." Since joint doctrine is the basis for joint training and the backbone of all joint operations, it will be pivotal to the success of the transformation of our forces.

Joint doctrine supports force transformation as the point of departure for joint operations and experiments that introduce new warfighting concepts. Current doctrine is the authoritative baseline against which joint training and experimental results will be measured to assess their transformational value. During operations, exercises, experiments, and staff actions; our doctrinaires analyze old and new concepts and determine the best and most efficient way to update the body of joint doctrine. Doctrine plays a pivotal role in the implementation of transformational capabilities by providing the ability to reach the entire joint force simultaneously. Applying and teaching joint doctrine at all levels through education, training, and experimentation will strengthen the joint culture.

USJFCOM Doctrine Division and the Joint Center for Lessons Learned are actively gathering data from



OIF. Applying the "lessons" from this data is a critical aspect of joint force transformation and creating capable joint forces. OIF likely will serve as an outstanding example of a combined joint operation using coalition forces; applying all facets of operational art such as simultaneity and depth and the synergy of integrated air, ground, and sea operations. "Quick win" observations already have been captured and applied leading to enhanced effectiveness during the prosecution of OIF. Doctrine Division is embedded in the lessons learned team to ensure the appropriate observations and lessons from OIF are captured in emerging and revised joint doctrine, assisting in the transformation of our forces.

Recent articles, after action reports, and observations from all current operations have underscored the validity of joint doctrine and the importance of reading and applying it. This issue of *A Common Perspective* highlights some of the issues surrounding a major evolving mission for our forces—homeland security. The ongoing debate on this issue underlies the strength of joint doctrine—the agreed, common way to do things. Through debate, compromise, and transformational thinking, we develop and implement joint doctrine and tactics, techniques, and procedures that will ensure our military forces become fundamentally joint so we can defend our homeland and our freedoms tomorrow.



# USJFCOM JWFC DOC-DIV UPDATES

By LtCol Ward Quinn, USMC, USJFCOM  
JWFC, Chief, Doctrine Division

## ASSESSMENT BRANCH

The last six months have certainly been fast-paced and productive. Our manning remained the same, but the workload certainly has not diminished. Additionally, each Doctrine Division member has taken on additional duties while COL Bilafer (our Chief) and LTC Graves (our Deputy) were deployed in support of Operation IRAQI FREEDOM (OIF). Further, though not directly related to joint doctrine or Assessment Branch business, Mr. Bob Brodel and LCDR Debbie Courtney were named as the lead planners for USJFCOM JCLL's effort to form a CJCS-directed Lessons Learned Collection Team to deploy into theater and collect lessons learned as operations unfolded during Operation IRAQI FREEDOM. They identified a team of 30 personnel, and trained and sent them downrange in less than 30 days.

The joint publication consolidation effort is well underway. The consolidation of some publications proved to be demanding work (e.g., JP 3-50, *Joint Doctrine for Personnel Recovery (Revision First Draft [RFD])*, which will be released during May 2003). Also, requests for feedback have been released for the consolidation of the JP 3-01 series publications; the consolidation of JPs 3-10, *Joint Doctrine for Rear Area Operations*, and 3-10.1, *JTTP for Base Defense*; and the merger of JP s 3-09, *Doctrine for Joint Fire Support*; 3-60, *Joint Doctrine for Targeting*; and 2-01.1, *JTTP for Intelligence Support to Targeting*.

USJFCOM JWFC completed the following RFDs since 1 November 2002:

- JP 3-07.1, *JTTP for Foreign Internal Defense*,
- JP 3-50, *Joint Doctrine for Personnel Recovery*, and
- JP 3-54, *Joint Doctrine for Operations Security*.

The following assessments have been completed in the last six months:

- JP 0-2, *Unified Action Armed Forces (UNAAF)* (Preliminary assessment—no early formal assessment at this time),
- JP 3-02, *Joint Doctrine for Amphibious Operations*,
- JP 3-04.1, *JTTP for Shipboard Helicopter Operations*,
- JP 3-07.4, *Joint Counterdrug Operations*,

- JP 3-07.5, *JTTP for Noncombatant Evacuation Operations*,
- JP 3-10, *Joint Doctrine for Rear Area Operations*,
- JP 4-02, *Doctrine for Health Services Support in Joint Operations*,
- JP 4-07, *JTTP for Common-User Logistics During Joint Operations* (Preliminary Assessment—no early formal assessment).

The following assessments are scheduled for the next six months:

- JP 3-18, *Joint Doctrine for Forcible Entry Operations*, in May 2003;
- JP 3-0, *Doctrine for Joint Operations*, in June 2003 (will examine consolidation with JP 3-07, *Joint Doctrine for Military Operations Other Than War*);
- JP 4-09, *Joint Doctrine for Global Distribution*, in June 2003 (will examine consolidation with JPs 4-01.3, *JTTP for Movement Control*, and 4-01.4, *JTTP for Joint Theater Distribution*);
- JP 3-07.6, *JTTP for Foreign Humanitarian Assistance*, in July 2003;
- JP 3-34, *Engineering Doctrine for Joint Operations*, in August 2003 (will examine consolidation with JP 4-04, *Joint Doctrine for Civil Engineering Support*);
- JP 3-05.1, *JTTP for Joint Special Operations Task Force Operations*, in September 2003 (will examine consolidation with JP 3-05.2, *JTTP for Special Operations Targeting and Mission Planning*);
- JP 5-00.2, *Joint Task Force Planning Guidance and Procedures*, in October 2003; and
- JP 4-01.5, *JTTP for Transportation Terminal Operations*, in October 2003.

If you need any assistance with the assessment of joint doctrine or just have a question on how the process works, please don't hesitate to contact the branch chief, LCDR Debbie Courtney, USN at DSN 668-6109, e-mail: [courtney@jwfc.jfcom.mil](mailto:courtney@jwfc.jfcom.mil); or Mr. Bob Brodel at DSN 668-6186, e-mail: [brodel@jwfc.jfcom.mil](mailto:brodel@jwfc.jfcom.mil), or any of the Doctrine Division POCs listed on page 20.

## DEVELOPMENT BRANCH

The JWFC Development Branch has undergone some major personnel changes since the last edition of *A Common Perspective*. LtCol Ward Quinn moved up to be the Chief of Doctrine Division and MAJ Michelle Burkhart then moved up as the new branch chief. The branch will continue to provide joint doctrine support to warfighters as our nation finishes the war with Iraq, continues the global war on terrorism, and transforms our military into a more

lethal and effective force. Our strength is the synergistic combination of military subject matter expertise, government service personnel, and Doctrine Support Team contractor experience. Lead agents and joint doctrine developers can depend on assistance and direction during the entire development process from the professionals in Development Branch.

Development Branch continues to work closely with the OIF Joint Lessons Learned Collection Team, and the USJFCOM J9 (on concept development and experimentation efforts). While it is imperative that joint doctrine reflect validated and proven principles for the employment of joint forces, joint doctrine must embrace change. By examining new ideas and capturing "quick wins" from OIF, the Development Branch can ensure that warfighters have the best joint doctrinal tools available to accomplish their missions. Further, the "Transformation Planning Guidance" has emphasized the importance of constantly exploring new ideas, vetting them through analysis and study, and adapting our joint doctrine as these ideas mature. A major observation of OIF demonstrates that the warfighting concept of **full-spectrum dominance**, established in *Joint Vision 2020*, is valid and its elements should continue to be developed. Our Service members have thoroughly demonstrated the value of combining the core competencies of the individual Services into the joint team. Joint doctrine has provided the backbone for this success and its evolution will continue to ensure that we have forces that are "greater than the sum of its parts."

The *Common JTF Headquarters SOP* was recently approved and released by the Commander of the Joint Warfighting Center. We expect this document to continually evolve to meet the changing needs of commanders and their staffs, and to provide them with a key resource tool that assists them in accomplishing their mission. Although this is not "pure doctrine," it will be applied during experiments and exercises and its guidance likely will influence the revision of JP 5-00.2, *Joint Task Force Planning Guidance and Procedures*. Corrections or suggestions for its improvement are welcomed by mail to: Commander, Joint Warfighting Center, Capabilities Group/Doctrine Division, 116 Lake View Parkway, Suffolk, Virginia, 23435-2697; or e-mail: [doctrine@jwfc.jfcom.mil](mailto:doctrine@jwfc.jfcom.mil).

If you need any assistance with the development of joint doctrine or just have a question on how the process works, please don't hesitate to contact the branch chief, MAJ Michelle Burkhart, USA, at DSN 668-6066 or e-mail: [burkhart@jwfc.jfcom.mil](mailto:burkhart@jwfc.jfcom.mil); or any of the Doctrine Division POCs listed on page 20.

## JOINT CENTER FOR LESSONS LEARNED (JCLL) BRANCH

At the end of January 2003, USJFCOM received a task from the Chairman of the Joint Chiefs of Staff

directing a plan be developed to capture operational lessons learned in USCENTCOM's theater of operations should hostilities commence against Iraq. USJFCOM JCLL developed the plan and it was approved within three weeks. With augmentation from the Institute of Defense Analysis Joint Advanced Warfighting Program, USJFCOM fielded a 30-person collection team that forward deployed and a 20-person analysis cell that supported them from USJFCOM JWFC. Between the advanced echelon and the main body, the collection team was in place at each major headquarters by mid-March 2003. The following describe key aspects of this task:

- The intent of the collection effort was to identify "quick wins" to enhance current operations during OIF. Further, the overall collection effort will turn observations into actions to improve joint warfighting and to accelerate transformation.
- Subject matter experts were placed in USCENTCOM's headquarters.
- CDRUSCENTCOM has tactical control of the collection team when in theater. All team members required a TS-SBI clearance.
- Areas of interest were determined by USCENTCOM, pre-deployment analysis, and following in-theater collection and analysis.
- All information collected is "proprietary property" of CDRUSCENTCOM and CDRUSJFCOM.
- Actionable recommendations are released only on approval of both CDRUSCENTCOM and CDRUSJFCOM. Recommended changes are to be applied to training, technology, doctrine, procedures, and organization.
- The collection team will reconfigure for the nation building/humanitarian assistance phase of OIF.

As of this writing, the team has developed 12 "quick wins," which are being forwarded to the Chairman of the Joint Chiefs of Staff. On or about 15 May 2003, a "Quicklook Report" will be released with a follow-on "Interim Report" due out around 15 June 2003. These and any follow-on reports will be available on the SIPRNET JCLL Web site at <http://www.jwfc.jfcom.smil.mil/jcll/>.

This effort is setting the benchmark for any future support JCLL may provide to a geographic combatant commander executing an operation. We also are capturing our own lessons and issues to improve USJFCOM JCLL support. If you have any questions about this or any other JCLL activity, please contact Mr. Mike Barker, GS-13, Lessons Learned Branch Chief at DSN 668-7270 or e-mail: [barker@jwfc.jfcom.mil](mailto:barker@jwfc.jfcom.mil).



# HOMELAND SECURITY—AN EMERGING DOCTRINAL PERSPECTIVE

By Mr. Gary Bounds, HQDA/DAMO-SSP

(Synopsised from JP 3-26, *Joint Doctrine for Homeland Security (First Draft)*)

"We are today a Nation at risk to a new and changing threat. The terrorist threat to America takes many forms, has many places to hide, and is often invisible. Yet the need for homeland security is not tied solely to today's terrorist threat. The need for homeland security is tied to our enduring vulnerability."

National Strategy for Homeland Security (2002)

## INTRODUCTION

In 2001, months prior to the attacks on the World Trade Center and the Pentagon, the Joint Doctrine Development Community (JDDC) explored options for joint doctrine for a mission that was hardly recognized and at that time, searching for some degree of justification. Work defining the terms for homeland security (HLS), homeland defense (HLD) and civil support (CS) proceeded at a slow pace. Regardless, after considerable debate, the participants in this effort were instrumental in obtaining joint consensus.

After the terrorist attacks of September 2001, policy and doctrine experts shifted into high gear. The terms defined months earlier, along with yeoman work done at the action officer level, formed the basis for a joint doctrine proposal to develop an overarching HLS publication to guide the joint force. This proposal was approved for development in January 2002. From the beginning, the development of JP 3-26 has been a moving target involving policy, doctrine, terminology, the creation of new commands, and the transfer of many duties and functions within the Joint Staff and among the combatant commands and Services. This, coupled with the creation of a cabinet level position and a Department for HLS, has created great interest and spurred the JDDC to develop HLS doctrine and supporting HLD and CS publications.

After the September 2001 terrorist attacks, the protection of personnel and resources has greater urgency and the potential need to respond to civil authority requests is greater than ever. As part of an integrated national strategy, military power will be applied in concert with the other instruments of national power—diplomatic, informational, and economic. The diversity of threats and challenges require the military instrument of national power to take a broader role in preventing, deterring, and

defending against threats to our interests. Our national military objectives—secure the homeland; promote security and deter aggression; win the Nation's wars; and ensure military superiority—are the ends upon which the execution of our strategy is focused. Foreign perceptions of US military capabilities and intent are fundamental to strategic deterrence. The effectiveness of deterrence, power projection, and other strategic concepts hinges on the US ability to influence the perceptions of others.

A secure homeland is the Nation's first priority and is fundamental to the successful execution of our military strategy. America's ability to project power globally creates conditions throughout the world that prevent or reduce the potential for attacks on the homeland. **The national strategy associated with HLS mission areas involves prevention of attacks, vulnerability reduction, minimizing damage, and fostering recovery should such attacks occur.** Consequently, there is increased emphasis on critical areas such as intelligence and warning, border and transportation security, combatting terrorism, critical infrastructure (national and defense) and key asset protection, defense against catastrophic threats, and emergency preparedness and response.

The Armed Forces role in support of the national HLS strategy is through two distinct but interrelated mission areas—**HLD and CS**. HLS, its two mission areas and their orientation, reflect DOD's approach and contributions to the national strategy for HLS. The original definition approved by the Chairman of the Joint Chiefs of Staff in 2002 articulates the military interpretation of what is required—defending the homeland against external threats and aggression and supporting other federal departments in their actions to secure the homeland. DOD HLS measures are described as **the preparation for, prevention of, deterrence of, preemption of, defense against, and response to threats and aggression directed toward US infrastructure; as well as crisis management (CrM), consequence management (CM), and other domestic CS**. HLD, a HLS mission area, is described as the protection of US territory, sovereignty, domestic population, and critical infrastructure against external threats and aggression. The military role in the CS mission area is described as DOD support to US civil authorities for domestic emergencies, and for designated law enforcement and other activities.

To orchestrate the myriad DOD capabilities associated with supporting the HLS strategy, it is necessary that the Department of Defense and Federal, State, and local government agencies are mutually supportive. Since HLS objectives are best accomplished by building upon existing State and local capabilities, overall the Federal government's role is to support and enhance those capabilities. To orchestrate this complex task, the Department of HLS consolidates Federal activities, integrates national

preparedness and response systems, and encourages development of improved State and local capabilities. DOD's HLS role is envisioned to prepare for, prevent, preempt, and lead in the defense against threats and aggression while supporting appropriate civil authorities for CrM and CM activities on an as required basis.

## THE THREAT

Our Federal system was born, in part, out of a need to provide for the common defense. Americans have traditionally enjoyed great security from external threats. No hostile powers have existed adjacent to our borders and the Nation has been insulated from attack by two vast oceans. In today's asymmetric threat environment, the nation's approach to security continues to consist of both external and internal dimensions. Externally, the United States has sought to shape the international environment through strong global political, economic, military, and cultural engagement. Internally, we have relied primarily on civil law enforcement and the justice system to provide for domestic peace and tranquility. Recent attacks from both within and outside our borders have illuminated vulnerable seams in the Nation's defenses. Given the omnipresent nature of current threats; a proactive, comprehensive approach to HLS is required. The uncertainty associated with these emerging conditions is reflected in the strategic environment faced by the Nation.

Threats to the homeland range from the employment of aircraft to intercontinental ballistic missiles; cruise missiles; bombs; chemical, biological, radiological, nuclear and high-yield explosives (CBRNE) weapons; suicide bombers; and computers. Weapons and tactics have been designed to kill large numbers of people or destroy or cripple facilities of strategic importance. Attacks can include non-kinetic weapons directed at information systems and other critical infrastructure.

America remains vulnerable to a large-scale terrorist attack. Recent events have proven that terrorist organizations have grown more radical in their objectives and methods. During the Cold War, terrorists rarely sought to employ weapons of mass destruction (WMD) (i.e., CBRNE) in pursuit of their aims. Today state and non-state actors are more frequently motivated by ideology, religion, and revenge; and are inclined to perpetrate attacks on the scale of September 11, 2001. Likewise, terrorists are less concerned that such attacks will undermine support for their causes. Some have developed a considerable degree of fiscal independence and essentially are prone to "declare war" on the United States with little regard as to how we will respond. In spite of intensive counterproliferation and arms control efforts, the likelihood that adversaries will attempt to employ WMD somewhere in the world has increased.

Potential threats to US critical infrastructure must also be considered. Because many of the **five sectors of the critical infrastructure of the United States—information and communications; vital human services; energy; physical distribution networks (e.g., waterways, bridges); and banking and finance—**are tied together into an integrated system, a successful cyber attack on a critical node could have a devastating impact on the country. More than one dozen countries have developed or are developing the means to launch strategic-level cyber attacks.

## THE OPERATIONAL FRAMEWORK

DOD HLS activities—HLD and CS—continue to evolve as the policy and new organizations are created, however, key mission sets have been identified that appear to meet DOD's approach and contribution to the national HLS effort. Mission areas, sets, and examples of HLD and CS incidents are depicted in Table 1.

Many of these mission sets overlap and their synchronization, integration, and execution may prove to be extremely complex. For example, while HLD missile defense forces execute operations to acquire, track, and engage an inbound ballistic missile, presumed armed with a WMD, a joint force commander (JFC) may receive a warning order to be prepared to deploy support teams to the anticipated impact areas to assist civil authorities in mitigating the consequences of the attack. At the same time, a JFC will likely be required to protect defending, deploying, and supporting forces. Force protection (FP) is a constant concern. Actions taken to prevent or mitigate hostile actions against DOD personnel (to include family members), resources, facilities, and critical information conserve the force's operational potential. While essential for all operations, FP is extremely important during terrorist and CBRNE incidents within the homeland.

The Secretary of Defense defines the circumstances under which the Department of Defense would be involved in the defense of the homeland. These would likely include

HOMELAND SECURITY OPERATIONAL FRAMEWORK		
Mission Areas	Mission Sets	Incidents
Homeland Defense	Air and Missile Defense	Air Attacks Ballistic and Cruise Missile Attack
	Sovereignty Protection	Hostile Invasion Negation of a Space System Computer Network Attacks
	Defense Critical Infrastructure Protection	CBRNE Attack Power Projection Capability Attack
Civil Support	Military Assistance to Civil Authorities	Natural and Manmade Disasters CBRNE Incident Support
	Military Support to Civilian Law Enforcement Agencies	Combatting Terrorism Drug Trafficking Illegal Immigration National Critical Infrastructure Protection
	Military Assistance for Civil Disturbance	Riots Insurrection Unlawful Obstruction or Assembly

**Table 1. Homeland Security Operational Framework**  
(Continued on next page)

military missions; such as combat air patrols, land and maritime defenses, and defense critical infrastructure protection—it would lead the effort to defend the people and territory of the United States. Inherent in DOD's HLD mission are cases in which the President, exercising his constitutional authority as Commander in Chief, authorizes military action to counter threats to and within the United States.

HLD mission areas are described in the context of defenses. However, HLD activities have an offensive side and include preemptive as well as defensive intervention to deter, disrupt, or destroy adversary capabilities at their source. Per Figure 1, the HLD mission sets are categorized as:

- Air and Missile Defenses
- Sovereignty Protection
- Defensive Critical Infrastructure Protection.

Selected mission activities within these mission sets may overlap or occur simultaneously. For example, a hostile air or missile attack could also be categorized as a breach of our sovereignty, however, measures to counter the threat are unique; involve multiple combatant commands, and in certain situations, agreements with allies. HLD military responses may also overlap or migrate into one or more types of CS. For example, hostile attacks on the homeland intended to destroy national critical infrastructure could also cause mass evacuation and relocation of civilians in addition to extensive casualties. In this instance, the military may be required to respond with active defenses to an attack while also mitigating the consequences of those attacks and performing tasks typically associated with military assistance to civil authorities (MACA) or military support to civilian law enforcement (MSCLEA).

## CIVIL SUPPORT

CS mission areas normally consist of DOD support to another Federal agency. This domestic operating environment presents unique challenges to the JFC. To prepare for such emergencies, it is imperative that commanders and staffs plan for and train at all levels and understand the relationships, both statutory and operationally, among the appropriate federal agencies. Moreover, it is equally important for the joint force to universally understand DOD's role in supporting these agencies.

Within the CS mission area, circumstances may arise that fall into the realm of emergency or non-emergency incidents. In emergency circumstances, such as managing the consequences of a terrorist attack, natural disaster, national critical infrastructure (NCI) protection, or other events, the Department of Defense could be asked to provide capabilities that other agencies do not possess or that have been exhausted or overwhelmed. In non-emergency circumstances, such as MSCLEA or missions of limited scope/duration (e.g., providing security at a special event, assisting other federal agencies to develop capabilities to detect chemical and biological threats), DOD may also provide resources.

CS operations consist of three mission sets. These mission sets provide structure for the discussion and understanding of CS. They are:

- MACA
- MSCLEA
- Military Assistance to Civil Disturbances

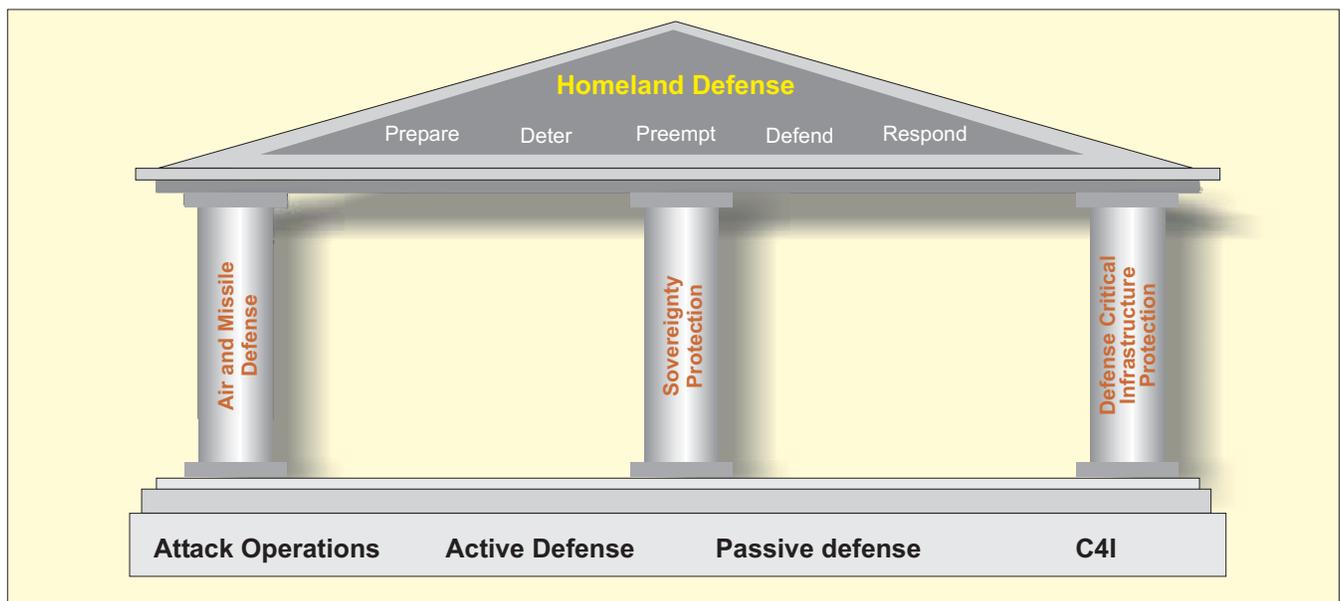


Figure 1. Homeland Defense Mission Sets

Some incidents associated with the three CS mission sets include, but are not limited to:

- Natural Disasters and Emergencies
- Earthquakes and Floods
- Wildfires
- Manmade Disasters and Emergencies
  - Attacks on NCI
  - Terrorist Attacks
  - Chemical Spills
  - Chemical and Radiological Attacks
- Drug Trafficking
- Illegal Immigration
- Riots, Insurrection, Unlawful Obstruction or Assembly

CS missions may overlap or be ongoing simultaneously, depending on the particular circumstances of the incident. A simple example would be actions during disaster relief operations while mitigating the consequences of a hurricane. In this instance, the Department of Defense may perform MACA (e.g., water purification, food distribution) and MSCLEA (e.g., protection of property against looters) functions simultaneously.

## THE ROAD AHEAD

JP 3-26 (First Draft) was distributed for comment in January 2003. Suspense for comments was 3 March 2003. Support for the development of the publication has been forthcoming from throughout the JDDC. One of the primary goals for JP 3-26 was to craft an overarching framework and facilitate further development of joint HLD and CS doctrine and JTTP. A second draft is intended to be released in early Summer 2003. The challenge will be to keep the doctrine development moving in tandem with ever changing policy. When general acceptance of a doctrinal framework is gained, it is envisioned that work will resume on JPs 3-26.2, *Joint Doctrine for Civil Support*, and 3-26.1, *Joint Doctrine for Homeland Defense* (formerly JP 3-01.1, *Aerospace Defense of North America*). JP 3-26.2 (formerly JP 3-07.7) has been in development for a number of years, but was placed on hold pending the development of JP 3-26. JP 3-01.1 is overdue for a revision and once the HLD framework is solidified, it will be prudent to begin work on it as new JP 3-26.1. Upon completion of these actions, the joint community will possess comprehensive HLS doctrine and principles to fulfill the national HLS strategy.



## JOINT PUBLICATION CONSOLIDATION PLAN UPDATE

*By Mr. Dean Seitz, USJFCOM JWFC Doctrine Support Team/Cornerstone Industry Inc.*

As reported in the last *Common Perspective*, the JS J-7 and USJFCOM JWFC examined reducing the number of joint publications without eliminating joint doctrine or JTTP. An implementation plan for joint doctrine consolidation was briefed at the 30th Joint Doctrine Working Party (JDWP) held in November 2002. The Director, JS J-7, approved the implementation plan on 9 January 2003 as briefed. The approved plan ensures there are no more than two consolidations starting in any given month over a two-year period so the Joint Doctrine Development Community (JDDC) is not inundated with too many projects at one time.

The Joint Staff and JWFC, along with the rest of the JDDC has already begun the consolidation effort as follows:

- JPs 3-50.2, *Doctrine for Joint Combat Search and Rescue*, 3-50.21, *JTTP for Combat Search and Rescue*, and 3-50.3, *Joint Doctrine for Evasion and Recovery*.
- JPs 6-0, *Doctrine for Command, Control, Communications, and Computer Systems Support to Joint Operations*, and 6-02, *Joint Doctrine for Employment of Operational/Tactical Command, Control, Communications, and Computer Systems*.
- JPs 3-10, *Joint Doctrine for Rear Area Operations*, and JP 3-10.1, *JTTP for Base Defense*.
- JPs 3-01, *Joint Doctrine for Countering Air and Missile Threats*, 3-01.2, *Joint Doctrine for Offensive Operations for Countering Air and Missile Threats*, and 3-01.3, *Joint Doctrine for Defensive Operations for Countering Air and Missile Threats*.
- JPs 4-02, *Doctrine for Health Service support in Joint Operations*, 4-02.1, *JTTP for Health Service Logistics Support in Joint Operations*, and 4-02.2, *JTTP for Patient Movement in Joint Operations*.
- JPs 3-09, *Doctrine for Joint Fire Support*, 3-60, *Joint Doctrine for Targeting*, and 2-01.1, *JTTP for Intelligence Support to Targeting*.

The consolidation of JPs 3-0, *Doctrine for Joint Operations*, and 3-07, *Joint Doctrine for Military Operations Other Than War*; and the merger of JPs 4-09, *Joint Doctrine for Global Distribution*, 4-01.3, *JTTP for Movement Control*, and 4-01.4, *JTTP for Theater Distribution*, will be considered as part of their preliminary assessments scheduled to start in June 2003.

Currently, the last scheduled consolidation effort will be initiated in November 2004 with the merging of JPs 3-57, *Joint Doctrine for Civil-Military Operations*, and 3-57.1, *Joint Doctrine For Civil Affairs*. However, there will still be other consolidations to schedule once the individual publications are approved.

## CIVIL SUPPORT—MSCA, MACA, MSCLEA, AND MACDIS

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This article argues that "complete work" cannot be concluded on JP 3-26, *Joint Doctrine for Homeland Security*, until some real analysis and refinements are made to the subject of "civil support (CS)." As this article is being written, CS is being contemplated in JP 3-07.7 (now 3-26.2), *Doctrine for Civil Support (First Draft (FD))*, dated 19 December 2001. JP 3-26 (FD), dated 18 December 2002, contains an entire chapter on CS and recently completed a critical worldwide review. There are several confusing issues as outlined below:

1. Given the *Joint Doctrine Capstone and Keystone Primer*, 10 September 2001, states: "Military operations inside the US and its territories, though limited in many respects, may include military support to civil authorities" (MSCA), "which is Department of Defense (DOD) support to civil authorities for domestic emergencies that result from natural or man-made causes, or military support to civilian law enforcement agencies (MSCLEA). MSCLEA also includes, but is not limited to, military assistance to civil disturbances [MACDIS], Key Asset Protection Program; and interagency assistance, to include training support to law enforcement agencies, support to counterdrug operations, support for combatting terrorism, and improvised device response."

One can conclude: **MSCA = Military Assistance to Civil Authorities (MACA) + (MSCLEA + MACDIS)**

2. Given JP 3-57, *Joint Doctrine for Civil-Military Operations*, 8 February 2001, states: "Domestic Support Operations (DSO) are divided into two broad categories: military support to civil authorities (MSCA) and military support to civilian law enforcement agencies (MSCLEA)."

One can conclude: **DSO = MSCA + MSCLEA.**

3. Given JP 3-26 (FD), 18 Dec 2002, states: "CS operations are divided into three mission sets. They are: (a) MACA, (b) MSCLEA, (c) MACDIS"

One can conclude: **CS = MACA + MSCLEA + MACDIS.**

4. Given MACA is defined in DODD 3025.15, *Military Assistance to Civil Authorities*, 18 February 1997, as: "Those DOD activities and measures covered under MSCA (natural and manmade disasters, see next

definition.) plus DOD assistance for civil disturbances, counterdrug, sensitive support, counterterrorism, and law enforcement."

And MSCA is defined in DODD 3025.15 as: "Those activities and measures taken by the DOD components to foster mutual assistance and support between the Department of Defense and any civil government agency in planning or preparedness for, or in the application of resources for response to, the consequences of civil emergencies or attacks, including national security emergencies."

One can conclude: **MACA = MSCA + DOD assistance for civil disturbances, counterdrug, sensitive support, counterterrorism, and law enforcement.**

### ANALYSIS

If MSCA = MACA + (MSCLEA + MACDIS), and DSO = MSCA + MSCLEA, and CS = MACA + MSCLEA + MACDIS and MACA = MSCA + DOD assistance for civil disturbances, counterdrug, sensitive support, counterterrorism, and law enforcement; then, what do we have? DSO = CS = MSCA ???

**Or, do we really have "#@\* confusion"?**

A quick search on the joint electronic library shows that CS is discussed in nine approved joint publications, but is not an approved, defined term in the DOD Dictionary. Eleven additional draft joint publications make reference to CS and JP 3-26 (FD) offers a proposal as follows:

*"Civil Support. Department of Defense support to US civil authorities for domestic emergencies, and for designated law enforcement and other activities."*

This may still need some work; "other activities" is probably a little loose.

As previously stated, this article argues that "complete work" cannot be concluded on JP 3-26 until some real analysis and refinements are made to the subject of CS. One possible solution to the framework is offered as follows:

*CS operations are conducted under the auspices of MACA. These operations may overlap one another, depending on the incident. MACA includes: (a) MSCA, (b) counterdrug operations, (c) sensitive support operations, (d) counterterrorism, (e) law enforcement (MSCLEA), which includes MACDIS.*

**i.e., CS operations = MACA operations.**

The above may require some refinement but is not in "conflict" with any approved DOD directives, which themselves may need to be updated. Rather, it simplifies CS by placing all the terms inside the same framework while excluding "DSO" in favor of "CS."



# A NETWORK-CENTRIC REGIONAL APPROACH TO HOMELAND SECURITY

By Mr. Richard J. Rinaldo, Senior Military Analyst, Alion Science and Technology

## NOT SO CIVIL HISTORY

*Buford saw rippled black headlines: CITIZENS OF PENNSYLVANIA: PREPARE TO DEFEND YOUR HOMES! A call for militia. He smiled. Militia would not stop old Bobby Lee.*

Michael Shaara, in *The Killer Angels*<sup>1</sup>

Union General John Buford would stop Lee's forces, at least during the opening stages of the battle. He also used his cavalymen to scout out opponent's movements and strength and to report the situation to higher headquarters with a request for support. Any review of his action will also find him superbly informed as to the position of his own and friendly forces as well as the overall tactical, operational, and strategic situation. He did all of that without thermal panels, Phoenix beacons, or Blue Force trackers. Courage played a part too, since he did something similar at the Second Battle of Bull Run, and nobody came to help.

In the "Afterword" to the book, Shaara tells us that Buford was "never to receive recognition for his part in choosing the ground and holding it, and in so doing saving not only the battle but also the war."<sup>2</sup> Indeed, Chamberlin's audacious bayonet charge at Little Round Top has earned its prominent place in the annals of this momentous battle and is described even in the Army's leadership manual and elsewhere in glowing terms.<sup>3</sup>

Buford's action is important to us today on two counts. First, it illustrates, even in 1863, the important role that federal Army forces play in defending territory in the US (However, "militia" will surely be more important today than it was during the Civil War). Second, it shows how individual initiative and seasoned judgment, in the context of sound situational awareness, enabled by the technology of the day, can impact important battles and events. **In short a network-centric approach.**

## CIVIL SUPPORT

Nearly a century and a half after the Battle of Gettysburg a Congressional hearing on *Homeland Security: The Federal and Regional Response*, explored

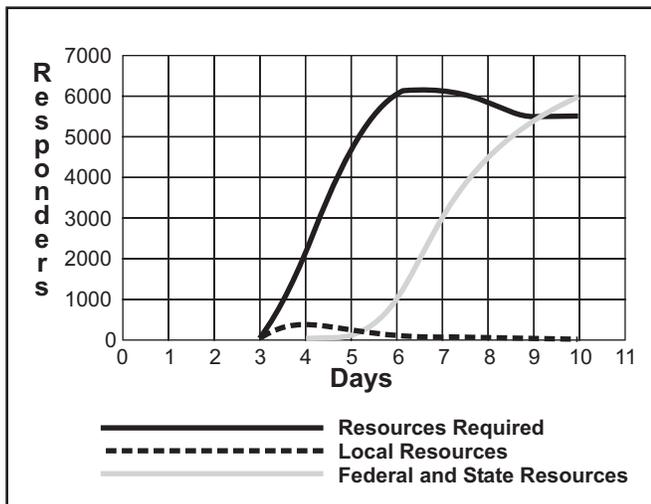
the question, "How do local governments in the greater Washington, DC region plan to coordinate their response to potential incidents of terrorism? What should they be looking for from the Federal Government?"<sup>4</sup> While the question addressed the DC region and the hearing's focus was bioterrorism, the larger question of regional arrangements for homeland security is a good one for our Nation and our military to explore. This is especially true for the Army, since it acknowledges in its modernization plan and elsewhere that "Because of its wide range of capabilities and geographic dispersion across the country, the Army is uniquely capable of supporting civil authorities across a full spectrum of domestic contingencies."<sup>5</sup> As implied there and in other places, the Reserve Components (RC) play an important role in this effort.<sup>6</sup>

A regional approach to homeland operations within a structured homeland security network would preserve the Army's inclination to synchronize and promote synergy in all its transformation efforts. A recent unofficial but noteworthy paper on Army Transformation by the prestigious Association of the United States Army Landpower Institute in fact discusses homeland security in a section, "Full-Spectrum Operations in a Network-Centric Environment."<sup>7</sup> Further, several of the underpinnings of Army transformation, including network-centric operations, modular adaptive organizations, and installations as force projection platforms, fit well into a regional schema. Army force characteristics of deployability, responsiveness, agility, versatility, lethality, survivability, and sustainability also align with that notion. A network-centric regional organization, which leverages pre-positioned military capabilities with federal, state, local, multi-jurisdictional and private industry resources is a viable option for homeland security.

## CIVIL NEED

The need for such an approach has been discussed as a way to overcome the disadvantages of the current paradigm of response.<sup>8</sup> The current tiered response system is one of a deliberate and time-consuming build up of assets to help victims and communities, while casualties mount. A way to look at the need can be inferred from Figure 1, which was presented during a Medical Disaster Conference.<sup>9</sup> According to the conference report, the black line represents the estimated requirement for personnel resources to respond to a biological incident involving 5,000 casualties infected with tularemia. While available local resources (dashed line) would respond quickly, they would fall far short of the need, and they would degrade rapidly from burnout. State and Federal resources would only begin to reach the scene one to two days later. Similarly, current military arrangements and response assets would respond on a timeline that would preclude immediate use to mitigate effects. A regional approach would offer a speedier response.

*(Continued on next page)*



**Figure 1. Resource Requirement and Availability**

## ADVANTAGES AND PRECEDENTS

Dr. Michael Hillyard, of American Military University, an expert on public crisis management, discussed some of the advantages of a network-centric regional approach to homeland security:

*A properly structured homeland security network, integrated across the whole of America, has the potential to properly prepare and then rapidly mobilize both professionals and citizens in support of one or many homeland security crises at a single point in time. At the operational level, regional network hubs would coordinate national priorities in their region, establish the communications system for organizations in that region, maintain the skills, supplies, and equipment inventories, and provide for regional awareness of how and when organizations and individuals should plug into the network. From the regional level, local-level hubs could provide the same duties at the level closest to most first-responders and citizens.<sup>10</sup>*

On the military side, just as forward-deployed units contribute to responsiveness and deployability abroad, a regional approach to homeland operations within the US takes advantage of pre-positioned military facilities, resources, and commands and should enhance those characteristics of the force at home. A regional approach may also provide several self-contained network-centric bases, hubs, and spokes of protection, prevention, and response. The security from external threat, which we have enjoyed in the past by virtue of two vast oceans, will now be replaced by a greater measure of internal connectivity and leveraging of our own formidable assets. Although modern transportation and access to our shores has made us more vulnerable, our networked regional resources can enhance our readiness to confront penetration of any stripe or any catastrophe.

There are precedents. In Canada, as early as the period from 1963-1970, during operations against the separatist terrorist group Front de Liberation du Quebec, Canadian Forces used a regional contingency plan and an army structure, which included regional headquarters. Later legislation required that federal and provincial government departments create administrative machinery and cooperative contingency plans at the provincial level.<sup>11</sup>

In the civil sector in our own country there is a National Capital Region's Homeland Security Plan, put together by the Metropolitan Washington Council of Governments, representing 17 local counties in Virginia and Maryland as well as the District of Columbia. The plan identifies emergency support functions and names the agencies and tools for responding to an emergency situation. It includes possible use of the cars of private motorists for evacuation, and set-aside routes are also covered.<sup>12</sup> Another aspect of the plan is a Regional Incident Communication and Coordination System (RICCS). The RICCS system would coordinate federal and local resources such as the Metropolitan Medical Response System, the DC hazardous materials team, a Coast Guard presence, and National Guard Weapons of Mass Destruction Civil Support Teams (WMD-CSTs).

The National Capital Region is not alone in its thinking. According to the Government Accounting Office (GAO), throughout the Nation, "Governments at the local level are also moving to rethink roles and responsibilities to address the unique scale and scope of the contemporary threats from terrorism. Numerous local general-purpose governments and special districts coexist within metropolitan regions and rural areas alike. Many regions are starting to assess how to restructure relationships among contiguous local entities to take advantage of economies of scale, promote resource sharing, and improve coordination of preparedness and response on a regional basis." In its case studies of five metropolitan areas, the GAO identified several common forms of regional cooperation and coordination as follows:

- **Task Forces and Working Groups:** To facilitate emergency planning and coordination among cities in a metropolitan area, officials have joined together to create task forces, such as terrorism working groups, advisory committees, and mayors caucuses.
- **Collaboration with Public Health Entities:** Public health departments, emergency medical services, and hospitals are participating in planning efforts to coordinate use of limited resources such as emergency room capacity, hospital beds, and medical supplies.
- **Countywide Planning:** In some states, counties serve as the primary coordinating agent and work

with cities within their jurisdiction, other counties, and the state to ensure that they develop and update emergency and disaster plans, provide training, conduct assessments and exercises, and have adequate emergency resources.

- **Mutual Aid Agreements:** Cities and counties have used mutual aid agreements to share emergency resources in their metropolitan areas. These agreements may include fire, police, emergency medical services, and hospitals and may be formal or informal.
- **Communications:** Cities and counties currently use a variety of methods for communicating among first responders, such as command centers, using radio, cell phones, and pagers; amateur radio operators; and community alert systems. Some are considering 800MHz radio systems to permit interoperability and mobile incident command centers to direct communications among first responders.<sup>13</sup>

## CURRENT STATUS

Existing statutes, roles, missions, and policies place the Department of Defense in support for certain homeland operations and in the lead for others, such as defeating conventional or special operations type threats. A joint command, US Northern Command (USNORTHCOM) will likely be in charge of the DOD effort. And as its Commander has stated, "Our Command is built upon a total force and total national team concept that includes members from all five Services, the National Guard, the Reserves, DOD civilians and numerous Federal, state, and local agencies. We believe we are redefining "jointness" by forming new partnerships within the Department of Defense and with numerous civilian agencies, as well as strengthening existing ones. Developing these strong relationships is key to our success."<sup>14</sup>

Many regional plans, however, are "stovepiped" and a missing link in those addressed by the GAO seems to be the military.<sup>15</sup> Dr. Hillyard mentions that, "Since the metropolitan public safety and regional emergency management communities would be member organizations in the homeland security network, a physical infrastructure already exists as a foundation for the interorganizational structure."<sup>16</sup> Also, the Federal government is developing the Internet for use in various aspects of homeland security.<sup>17</sup> It can also be used to identify and catalogue the material resources, doctrine, standards, education and training for use of the regional level contingents of the nine million first responders of the Nation.

In addition to USNORTHCOM's outreach efforts, many pieces of a regional approach to the military role are already in place. The Army, for example, has many organic assets designed for the warfight, which can provide selected capabilities for use. Military installations

abundantly dot the US landscape. Certain statutes, directives, and plans in fact require such support, and the Army is already on tap to support the 12 emergency support functions contained in the Federal Response Plan.

The US Army Reserve (USAR) includes ten regional support commands (RSCs), which conform to the ten Federal Emergency Management Agency (FEMA) regions. The USAR is the Army's primary source of combat support (CS) and combat service support (CSS) forces. In fact, more than 40 percent of the CS and CSS forces are in the USAR. These types of units, essential to any military operation, are a means of support to homeland operations, along with the extensive capabilities of the Army National Guard (ARNG). The USAR also provides emergency preparedness liaison officers to assist homeland operations.

The US military may be called on to mitigate the effects of a hostile or non-hostile generated disaster, to save lives and reduce suffering, or to maintain and restore law and order. It may do so with state National Guard forces as the first military responders. The nearly half a million citizen soldiers and airmen of the National Guard located in almost 3000 armories throughout the US are clearly poised geographically for such a role, and a massive study has already examined some of what it can do.<sup>18</sup>

## WAY AHEAD

Within the regional efforts envisioned for response to disasters, the military piece might come from an analysis that may look like the notional template in Figures 2. It was derived from a briefing, which among other topics had the purpose of presenting a methodology for stationing what have now become WMD-CSTs, mentioned earlier. This methodology or a similar one might be adapted to develop the force structure.<sup>19</sup> Each region will be organized in a different way, taking into consideration the following criteria:

- Ability to support the region
- Access to state and federal response assets
- Appropriate military facilities
- Logistic support
- Rapid movement within region
- Regional assets available from the civil sector
- Military readiness requirements for warfighting
- Mutual aid compacts and legal and statutory requirements
- Access to response planning groups and meetings
- Threat and vulnerability assessments
- Demographics

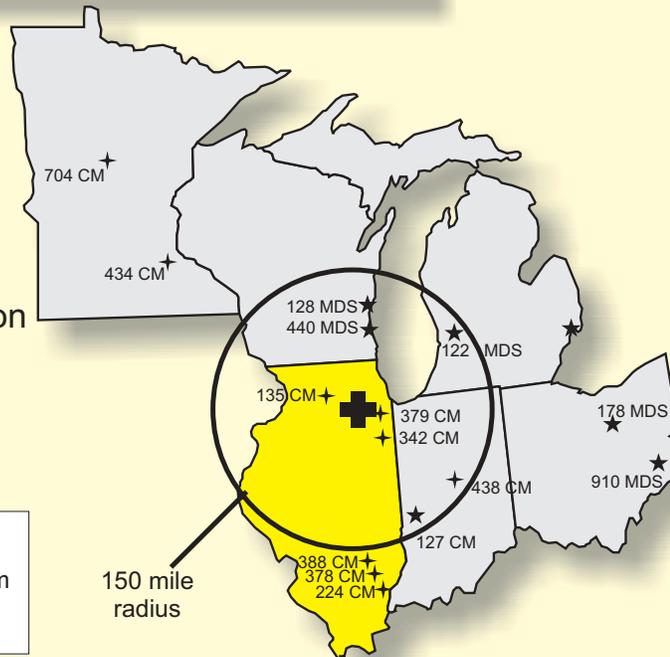
*(Continued on next page)*

# REGION 5 - ILLINOIS

## Analysis of Selected State:

- Population: 11M
- Metropolitan Area: 7
- Airlift: ARNG & ANG
- WMD Centers
  - FEMA Regional Office
  - US Army Defense Ammunition Center and School
  - Emergency Management Assistance Compact

Legend	
★ MDS	Air Force Decontamination Team
+ CM	Army Chemical Units



**Figure 2. Sample Regional Analysis**

To fully exploit the assets and advantages of regionalism, network-centric considerations will be necessary. These include:

- **Self-synchronization and decentralized execution.** To achieve unity of effort, entities must be able to mass capabilities quickly without detailed and bureaucratic response approvals.
- **Knowledge superiority.** Knowledge management, connectivity, and shared situational awareness and understanding must be intrinsic to the complex of regional entities in order to assure effectiveness.
- **Speed of command.** This will assure freedom of decision and be relative to the speed of effects of the type of disaster encountered.
- **Effects relevance.** The network must not only generate forces that will impact the situation quickly. These must be the right kind of forces relevant to the type of situation encountered.
- **Assured access.** The regional approach will enhance the attribute, but will also depend on the type of forces employed and their ability to operate in the specific environment. For example, military forces may not be appropriate if they will use standard nuclear, biological, and chemical equipment

and more robust standards of civilian equipment are needed on scene.

The most important aspect of these operations is the ability to tie everybody together for situational awareness and understanding, command, control, or coordination, lessons learned, and responsiveness, while taking into account the uniqueness of each locality and region. The ability of those having the centralized knowledge to make this work, of course, can reverse such an advantage, if they decide to interfere in ways that obstruct operations. Trust and empowerment of the regional entities must be present.<sup>20</sup>

## TOWARD A HOMELAND SECURITY COMPOSITE MILITARY REGIONAL FORCE

To overcome the numerous difficulties that will undoubtedly arise in constructing such a force<sup>21</sup> it might derive on a rotational basis from active component and RC force structure. These forces would task organize on a regional basis with the concurrence of state officials. A key consideration would be the impact of fencing RC assets when these assets include emergency management personnel, police, or firefighters from local municipalities, states, or the private sector, thus depriving them of these

resources. Also, close attention to mobilization plans for overseas contingencies and training imperatives will be necessary. A composite force, however, based on a rotational scheme, might be the best solution in preserving preparedness and readiness for both homeland security and overseas contingencies. The multinational force and observers in the Sinai is an example of such rotations using some RC assets, aided by development of a detailed standing operating procedure that lays down timing of training and other pre or post-deployment activities and other important aspects of mission preparation and execution.

Regionally pre-positioned military forces in the US, along with other Federal, state, local, multi-jurisdictional, and private assets can become a potent capability to address the dangers to our Nation posed by terrorists. A network-centric connectivity that establishes widespread situational awareness, eliminates stovepipes, and empowers regional citizens will save lives and speed recovery when possible threats become real catastrophes. Though not fully addressed here, an additional effect could be enhanced protection and prevention.

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20 See Richard Hart Sinnreich, "Making Information Technology Friend Rather Than Foe," *Army*, March 2003, 8.

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#### JP 3-26 SERIES UPDATE

JP 3-26, *Joint Doctrine for Homeland Security (First Draft)*, has completed a worldwide review. The lead agent (USA) has consolidated over 2,500 comments from the combatant commands and Services. The comments will be adjudicate in a closed session with USNORTHCOM during the first part of May 2003. A second draft is scheduled for release during August 2003.

JP 3-07.7, *Doctrine for Civil Support*, has been renumbered as JP 3-26.2. The lead agent (USA) anticipates a first draft will be released for worldwide review in early Fall 2003.

During the USA-USNORTHCOM meeting in May 2003 regarding JP 3-26, the USA hopes to determine if USNORTHCOM is willing and ready to assume the role of lead agent for development of JP 3-26.1, *Homeland Defense*; formerly JP 3-01.1, *Aerospace Defense of North America*.

# MANAGEMENT OF CONTRACTORS IN JOINT OPERATIONS

By CDR Michael McPeak, USN, JS J-4/  
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Agency

## BACKGROUND

Over time the United States has shifted away from employing forces primarily as Active Component units operating independently and today operates with a mix of Active/Reserve Components, civilian contractors, and multinational forces in joint and combined operations. Civilian contractors are performing support missions in a variety of contingency environments that have historically been performed by uniformed military forces. Since Operation DESERT STORM, more and more civilian contractors are supporting deployed forces.

There are four key factors that have led to the increase in the number of civilian contractors supporting deployed forces:

- Downsizing of the military.
- Growing reliance on contractors to support high-tech weaponry and provide initial or lifetime support for weapon systems.
- Promoting outsourcing or privatization of functions to improve efficiency and provide savings to sustainment and modernization programs.
- Relief from end-strength restrictions.

The Department of Defense has evolved over the past decade and that evolution continues. Inconsistent budgets, rapidly changing technologies, and adoption of commercial business practices have resulted in the shift towards more dependence on contractor logistic support (CLS). These changes have affected the way we employ forces and have uncovered a lack of doctrine, particularly in CLS. Significant challenges have emerged because CLS capabilities have been employed. For example:

- A lack of integration of the acquisition and logistic communities reduced coordination between the two communities.

- The flow of contractor personnel and material in theater continues to be overlooked in deliberate planning.
- The Services have their own processes and organizations to support deployed personnel (e.g., logistics civilian augmentation program (LOGCAP)—Army, construction capabilities contract program—Navy, Air Force contract augmentation program, etc.).
- CLS information is not easily included in the Defense Transportation System.
- The acquisition and support communities have no standards or requirements to ensure integration of CLS with combatant command operation plans and operations.

Further shifts in warfighting capabilities are underway. The Services are reassessing their missions and core competencies, refining their support of the national military strategy. New missions are being assigned, and new weapons systems are being incorporated into future warfighting plans. *Joint Vision* outlines additional procedures for the Services to meet. The combat support agencies are transitioning to new procedures and making new arrangements with commercial partners; taking advantage of processes proven more effective and efficient in the civilian sector.

## DISCUSSION

Contractor support has become imbedded in Service programs. The combined effects of reduced government spending, force reductions, reengineering initiatives, privatization of duties historically performed by the uniformed Services, increasingly complex technology, increased mission requirements and OPTEMPO, all have resulted in significant changes and has shifted the mix of support necessary to carry out mission objectives in the theater of operations.

The supported combatant commander and Services are recognizing their dependency on non-uniformed support. This requires visibility of contractors in, around, and out of his area of responsibility. Contractor visibility and movement coordination is vital if the combatant commander is to manage his assets and capabilities efficiently and effectively. Contracts for services must be created with input from both the planner and warfighter perspective. The combatant commander is responsible for the flow of equipment, personnel, and materiel into the theater. Contractor personnel are not in the operational chain of

command of the theater combatant commander, and coordination of contractor support and the flow of contractor materiel have caused significant theater logistic concerns and issues. The uncoordinated flow of contractor personnel and equipment competes for airlift, aerial ports of debarkation, transportation, and road/railroad networks, both intra and inter-theater. These often arrive into the theater without visibility to the combatant commander. Consequently, the combatant commander loses the ability to plan and prioritize movement and distribution throughout the theater.

The Services are currently operating with little joint doctrine or guidance concerning CLS support arrangements. They are beginning to craft their own policies and guidelines. However, a preliminary review of this guidance appears to be resulting in duplicative logistics capabilities among the Services, an uneven approach to obtaining sustainment support, and competing investments and interests.

The lack of awareness of contractors and their presence supporting combat operations has resulted in:

- Significant gaps in operational doctrine concerning responsibilities for securing lines of communications used by commercial suppliers.
- Loss of visibility of assets moving in and about the theater of operations.
- Loss of control of personnel and equipment.
- Increased responsibility to support contractor personnel in areas of life support, protection, operational and administrative control.
- Use of additional resources (manpower, material, funding) to support contractor personnel.
- Concern for availability of commercial supplies and services in a hostile environment.
- Gaps in planning logistic support should CLS become unavailable.

The above issues have partially resulted from the lack of full integration of the acquisition and logistic communities. This results in contractor logistic support contracts being written independently by Service Program Offices, Materiel Commands, and Inventory Control Points without consideration for the integration of logistic support in the theater of operations and the resultant management challenges presented to the combatant commander. The

resulting presence of contractor personnel in the theater shifts responsibility to the combatant commander for force protection, clothing, housing, medical, and transportation without doctrine to address the multitude of issues that result. Additionally, Status of Forces Agreements or other arrangements may not have included contractors.

The example below illustrates the magnitude of the issue of CLS. The Focused Logistics Wargame (FLOW 01) played a "show of force" scenario in SWA. The contractors the Army required in support operations is over 753, exclusive of LOGCAP support at the five locations.

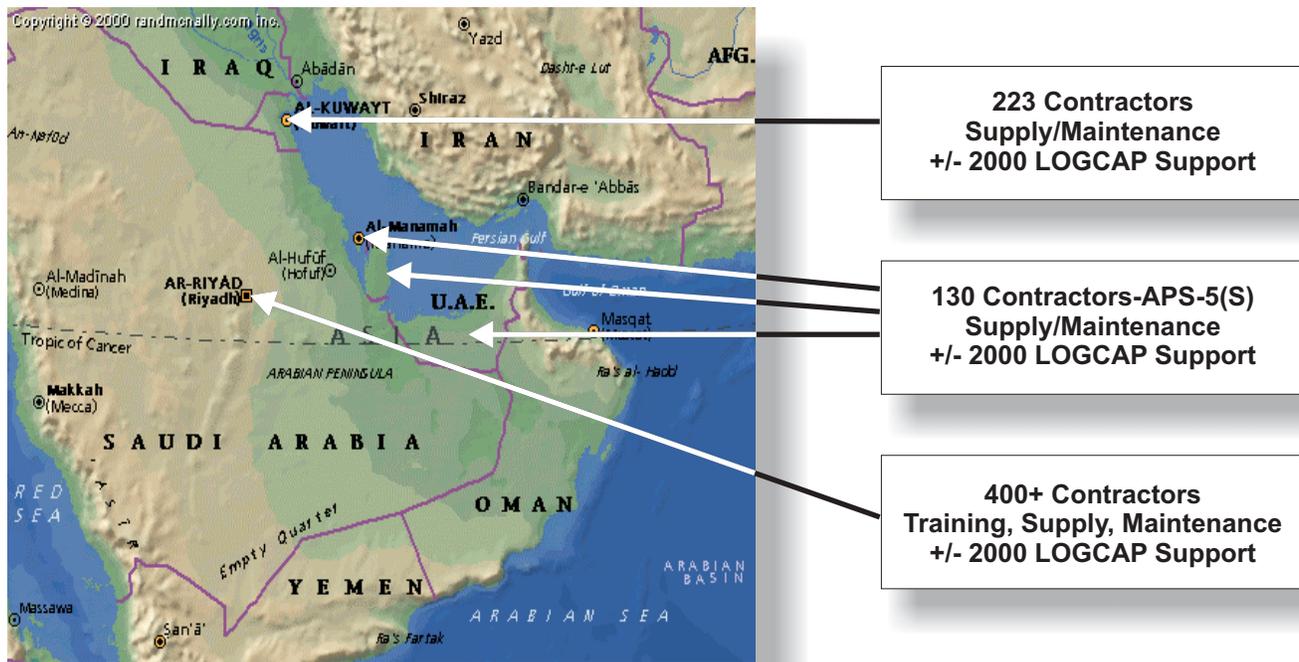
The graphic on the following page illustrates the issue:

- The 223 contractors include the APS-5 Hand-off Teams and incoming system contractors identified to support three key Army systems alone.
- The +/- LOGCAP contractors are identified as a notional requirement to provide life support/base support for incoming forces in possibly all three locations.
- Maintenance, supply, training, and life support (think force provider) is included in the numbers.

The FLOW 01 numbers lend credence to the impact of contractors in the combatant commander's area of responsibility and on mission accomplishment, both positively and negatively. Consequently, resolution actions were put forth for each service and commodity manager to review current and projected contracts, with emphasis on performance of a risk analyses and review of all support arrangements for impact on the combatant commanders. The ultimate goal was to integrate contractor personnel/equipment into various planning documents to cover all types of contractors. Further, it was determined that the reception, staging, onward movement, and integration process, identified as a means of controlling contractors entering and moving throughout the theater of operations, should be refined.

**FLOW** is an innovative logistics assessment tool used by military analysts to debate and resolve questions about joint and combined logistic capabilities. Using strategic guidance provided in the National Security Strategy, National Military Strategy, Service documents, and scripted warfighting scenarios; experienced logisticians from the Department of Defense, Services, Federal Agencies, Defence Ministries of Canada, the United Kingdom, and Australia meet to evaluate the capability of logistic forces to support the warfighter. FLOW is the only dedicated effort within the Department of Defense that concentrates specifically on joint and combined logistic warfighting capabilities.

*(Continued on next page)*



**Figure 1. FOCUSED LOGISTICS WARGAME 01 Contractor Logistic Support**

As a result of FLOW 01, an acquisition deskbook supplement, *Contractors in the Theater*, was written. This supplement contains recommendations for combatant commanders and Service planners, contracting officers, and contractors to use as they plan military operations. Contained in the reference are suggested contract clauses, a checklist to use when considering the impact of contractors on the combatant commanders, and a template for gathering and entering contractor information into the time phase force deployment data. This process is focused on assessing the potential burden and risk of using contractor personnel. The combatant commander is burdened with the responsibility of maintaining management control of the contractors in his geographic area. This burden has been placed on him without the requisite joint doctrine to help him carry out this responsibility.

### JOINT DOCTRINE

In addition to the deskbook supplement, the Joint Staff revised JP 4-0, *Doctrine for Logistic Support of Joint Operations*, in June 2000, adding Chapter 5, "Contractors in the Theater," which provides a skeletal framework for addressing this issue. This revision, while making an attempt to more clearly define the responsibilities and liabilities associated with using commercial suppliers to support joint military operations, does not adequately address the broad spectrum of issues that have been raised under current operations.

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*(Continued on page 36)*

# JOINT PUBLICATION STATUS

## APPROVED SINCE NOVEMBER 1, 2002

PUB#	TITLE
2-01.1 <sup>FT</sup>	JTTP for Intelligence Support to Targeting
3-57.1	Joint Doctrine for Civil Affairs
4-01 Rev1*	Joint Doctrine for the Defense Transportation System

## IN REVISION OVER THE NEXT 6 MONTHS

PUB#	TITLE
1-05 Rev1	Religious Ministry Support for Joint Operations
2-01 Rev1	Joint Intelligence Support to Military Operations
3-02.2 Rev 1	Joint Doctrine for Amphibious Embarkation
3-05 Rev1	Doctrine for Joint Special Operations
3-07	Joint Doctrine for Military Operations Other Than War
3-07.1 Rev1	JTTP for Foreign Internal Defense (FID)
3-07.2 Rev1	JTTP for Antiterrorism
3-07.5 Rev1	JTTP for Noncombatant Evacuation Operations
3-08 Rev 1	Interagency Coordination During Joint Operations (Vol I & II)
3-10 Rev1 <sup>C3</sup>	Joint Doctrine for Rear Area Operations
3-10.1 Rev1 <sup>C3</sup>	JTTP for Base Defense
3-12 Rev1	Doctrine for Joint Nuclear Operations
3-12.1 Rev1	Nuclear Weapons Employment Effects Data
3-13 Rev1**	Joint Doctrine for Information Operations
3-13.1 Rev1**	Joint Doctrine for Command and Control Warfare (C2W)
3-50.2 Rev1 <sup>C1</sup>	Doctrine for Joint Combat Search and Rescue
3-50.21 Rev1 <sup>C1</sup>	JTTP for Combat Search and Rescue
3-50.3 Rev1 <sup>C1</sup>	Joint Doctrine for Evasion and Recovery
3-52 Rev1	Doctrine for Joint Airspace Control in the Combat Zone
3-54 Rev1	Joint Doctrine for Operations Security
3-55 Rev1	Doctrine for Reconnaissance, Surveillance, and Target Acquisition (RSTA) Support for Joint Operations
3-58 Rev1	Joint Doctrine for Military Deception
4-01.2 Rev1	JTTP for Sealift Support to Joint Operations
4-01.6 Rev1	JTTP for Joint Logistics Over-the-Shore (JLOTS)
4-01.7 Rev1	JTTP for Use of Intermodal Containers in Joint Operations
4-02 Rev1 <sup>C2</sup>	Doctrine for Health Service Support in Joint Operations
4-02.1 Rev1 <sup>C2</sup>	JTTP for Health Service Logistics Support in Joint Operations
4-02.2 Rev1 <sup>C2</sup>	JTTP for Patient Movement in Joint Operations
4-06 Rev1	JTTP for Mortuary Affairs in Joint Operations
5-0 Rev1	Doctrine for Planning Joint Operations
6-0 Rev1 <sup>C4</sup>	Doctrine for Command, Control, Communications, and Computer (C4) Systems Support to Joint Operations
6-02 Rev1 <sup>C4</sup>	Joint Doctrine for Employment of Operational/Tactical Command, Control, Communications, and Computer Systems

## SCHEDULED FOR APPROVAL OVER THE NEXT 6 MONTHS

PUB#	TITLE
1-01 Rev2	Joint Doctrine Development System (will be published as CJCSI 5120.02)
1-04	JTTP for Legal Support to Military Operations
3-05.2	JTTP for Special Operations Targeting and Mission Planning
3-09.3 Rev1	JTTP for Close Air Support (CAS)
3-30 Rev 3-56.1	Command and Control for Joint Air Operations
3-31	Command and Control for Joint Land Operations
3-40	Joint Doctrine for Counterproliferation Operations
3-53 Rev1	Doctrine for Joint Psychological Operations
3-61 Rev1	Doctrine for Public Affairs in Joint Operations
4-03 Rev1	Joint Bulk Petroleum and Water Doctrine
4-05 Rev1	Joint Doctrine for Mobilization Planning

## IN ASSESSMENT OVER NEXT 6 MONTHS

PUB#	TITLE
3-0 <sup>A1</sup>	Doctrine for Joint Operations
3-05.1 <sup>A2</sup>	JTTP for Joint Special Operations Task Force Operations
3-07.6**	JTTP for Foreign Humanitarian Assistance
3-18**	Joint Doctrine for Forcible Entry
3-34 <sup>A3</sup>	Engineering Doctrine for Joint Operations
4-01.5**	JTTP for Transportation Terminal Operations
4-09 <sup>A4</sup>	Joint Doctrine for Global Distribution
5-00.2***	Joint Task Force Planning Guidance and Procedures

\* Early revision \*\* Preliminary assessment \*\*\* Formal Assessment <sup>FT</sup> "Fast track"

<sup>A1</sup> Consolidated formal assessment with JP 3-07 <sup>A2</sup> Consolidated formal assessment with JP 3-05.2

<sup>A3</sup> Consolidated formal assessment with JP 4-04 <sup>A4</sup> Consolidated formal assessment with JPs 4-01.3 and 4-01.4

<sup>C1</sup> Consolidation as JP 3-50 <sup>C2</sup> Consolidation as JP 4-02 <sup>C3</sup> Consolidation as JP 3-10 <sup>C4</sup> Consolidation as JP 6-0

**NOTE: The monthly joint publication status may be reviewed at: [http://www.dtic.mil/doctrine/publications\\_status.htm](http://www.dtic.mil/doctrine/publications_status.htm)**

# JOINT DOCTRINE POCs

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# JOINT DOCTRINE POCs

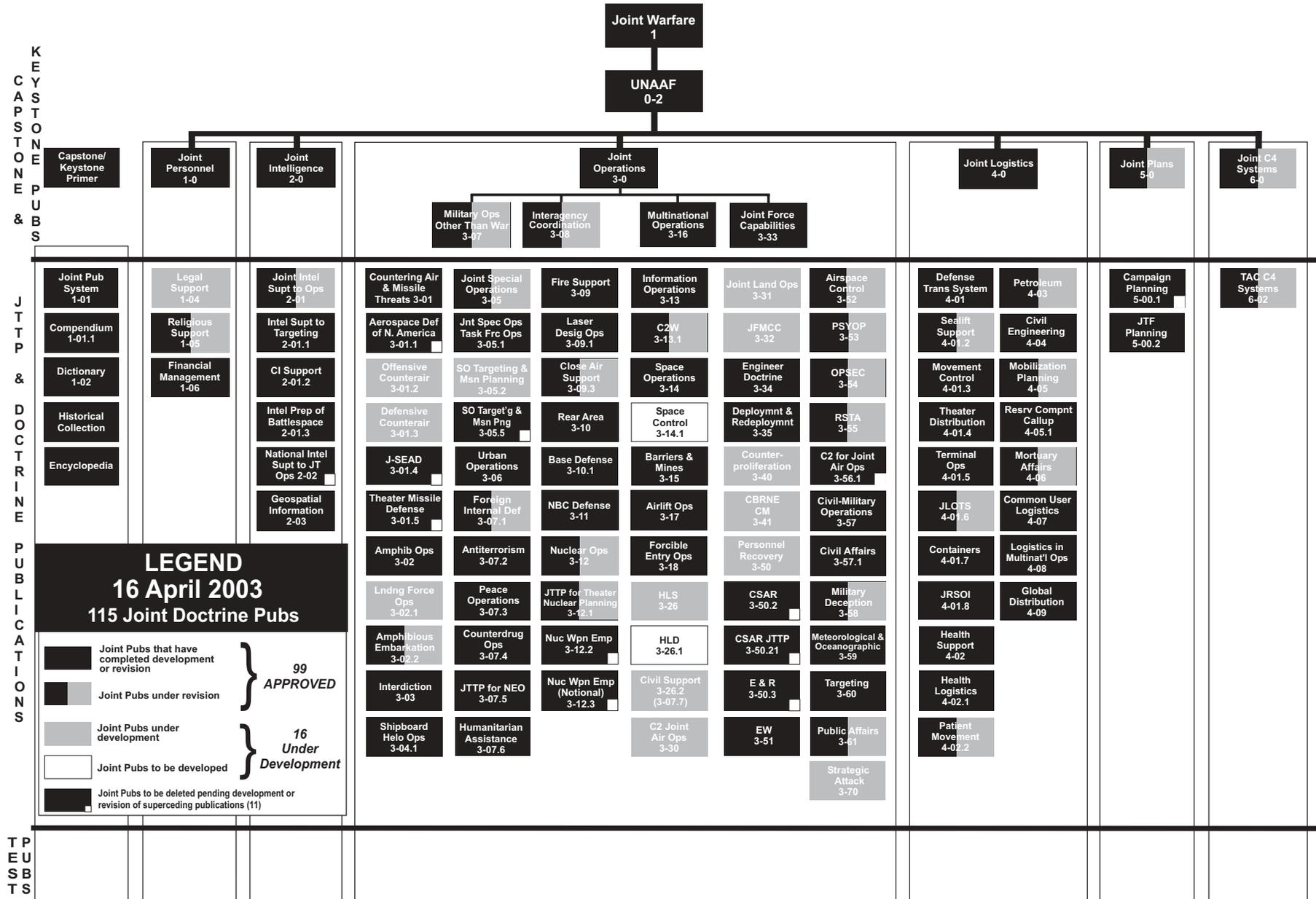
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# JOINT DOCTRINE HIERARCHY

KEYSTONE  
CAPSTONE  
PUBS

JTTP  
&  
DOCTRINE  
PUBLICATIONS

22



**LEGEND**  
16 April 2003  
115 Joint Doctrine Pubs

- Joint Pubs that have completed development or revision
  - Joint Pubs under revision
  - Joint Pubs under development
  - Joint Pubs to be developed
  - Joint Pubs to be deleted pending development or revision of superceding publications (11)
- } 99 APPROVED
- } 16 Under Development

TP  
SUBS

# DOCTRINE ORGANIZATION UPDATES

## JOINT STAFF, J7, JOINT DOCTRINE, EDUCATION, AND TRAINING DIVISION (JDETD), JOINT DOCTRINE BRANCH (JDB)

By *CAPT Bruce Russell, USN, Division Chief*

**Personnel Turnover.** The JDB said farewell to Colonel Shelby Ball, who was the branch chief for the past three years. Under his guidance joint doctrine has made great strides in streamlining the joint doctrine development process, while making the process more visible to all involved. He is being reassigned within the Pentagon to the HQ USAF XOXJ as a planner for Air Force issues. We wish him the best in his new assignment, thank him for a job well done, and know that we will see him as we continue to resolve contentious joint doctrine issues. The JDB welcomes Lt Col Thomas Palmer who will arrive in July 2003. He comes to us from the HQ USAF XOOT, where he worked training issues. He is a fighter pilot and will be the primary point of contact for joint publications dealing with air operations.

**"JDD Distro" List.** Our "JDD Distro" system works well for keeping the Joint Doctrine Development Community (JDDC) informed of taskers and information. To maintain a current address list, we must be informed immediately when new folks arrive and others depart. Please, notify CDR Bonita Russell (*russellba@js.pentagon.mil*) or LTC Rucker Snead (*sneadlr@js.pentagon.mil*) of any changes to the "JDD Distro" list.

## PUBLICATIONS OF INTEREST

The following publications were **approved in the last six months**: JPs 2-01.1, *JTTP for Intelligence Support to Targeting* (Jan 03); 3-57.1, *Doctrine for Joint Civil Affairs* (Apr 03); and 4-01, *Joint Doctrine for the Defense Transportation System* (Mar 03). Congratulations to all for the hard work and effort required for successful approval.

Publications **scheduled for approval by the next newsletter** include: JPs 1-04, *Legal Support to Joint Operations*; 3-05.2, *Joint Special Operations Targeting and Mission Planning Procedures*; 3-09.3, *JTTP for*

*Close Air Support*; 3-30, *Command and Control for Joint Air Operations*; 3-31, *Command and Control for Joint Land Operations*; 3-40, *Joint Doctrine for Counterproliferation Operations*; 3-53, *Doctrine for Joint Psychological Operations*; 3-61, *Doctrine for Public Affairs in Joint Operations*; 4-03, *Joint Bulk Petroleum and Water Doctrine*; and 4-05, *Joint Doctrine for Mobilization Planning*.

Currently there are seven **high interest publications** in development as follows: JPs 3-05, *Doctrine for Joint Special Operations*, 3-09.3, *JTTP for Close Air Support*; 3-26, *Joint Doctrine for Homeland Security*; 3-26.2 (formerly 3-07.7), *Joint Doctrine for Civil Support*; 3-50, *Joint Doctrine for Personnel Recovery*; 3-54, *Joint Doctrine for Operations Security*; and 5-0, *Doctrine for Planning Joint Operations*.

## JDWP/JDEIS CMWG SCHEDULE

**The 31st Joint Doctrine Working Party (JDWP)** scheduled for 6-8 May 2003 has been cancelled.

**The 32nd Joint Doctrine Working Party (JDWP)** is scheduled for 6-9 Oct 2003 at USJFCOM JWFC.

**The May 2003 4th Joint Doctrine Electronic Information System (JDEIS) Configuration Management Working Group (CMWG)** has been cancelled. The next CMWG is TBD.

## ALLIED JOINT DOCTRINE AND TERMINOLOGY

The United States recently ratified Allied Joint Publication (AJP)-4.9, *Modes of Multinational Logistic Support*. Ratification Drafts of AJP-3.12, *Joint Engineering*, and AJP-3.8, *Allied Joint Doctrine for NBC Defense*, have been circulated for comment. US decisions regarding ratification of these publications is expected during the next couple of months. The US also finalized comments on the AJPs 3.3.5, *Doctrine for Airspace Control in Times of Crisis and War* (2d Study Draft); 3.4, *Non-Article 5 Crisis Response Operations (NA5CRO)* (3d Study Draft); 3.1, *Allied Joint Maritime Operations* (4th Study Draft); and released AJP-2.1(A), *Intelligence Procedures* (2d Study Draft), for comments.

To support interoperability-related doctrine issues, JDB representatives attend various multinational meetings. Meetings of the subordinate Doctrine, Terminology, Harmonization and Hierarchy Management Panels included:

*(Organization updates continued on next page)*

- **NATO FSN (French Speaking Nations) Terminology Conference (28 October-1 November 2002).** Positions were agreed on 53 proposals to be addressed further at the NATO ESN (English Speaking Nations) Terminology Conference during March 2003 in Turkey. The FSN Conference endorsed US proposals for a hierarchy of NATO glossaries and for harmonizing NATO doctrinal terminology with other NATO terminology. The next FSN Conference is scheduled for October 2003 in Belgium.
- **2003 NATO ESN (English Speaking Nations) Terminology Conference (10-14 March 2003).** In addition to terminology proposals, there were several policy items of interest including two US proposals: (1) harmonization of doctrinal terminology with other NATO terminology, and (2) a hierarchy of NATO glossaries. The US proposals were approved and will be discussed in final form at the NATO Terminology Conference in June 2003, along with terminology agreed at the ESN Conference. The next ESN Conference is scheduled for March 2004 in Canada.
- **NATO Hierarchy and Harmonization Panel (H2 Panel) Meeting (17-21 March 2003).** The focus of the H2 Panel meeting was to harmonize AJP-4(A), *Allied Joint Logistic Doctrine*, with AJP-01(B), *Allied Joint Doctrine*, and AJP-3, *Allied Joint Operations*. The US also recommended changes to the change proposal comment matrix that will bring the NATO matrix in line with the US matrix. The next H2 Panel Meeting is scheduled for March 2004 in Canada.
- **Doctrine, Plans, and Procedures (DPP) MIWG (4-7 March 2003).** CAPT Russell, Chief, JDETD, chairs the DPP MIWG. The WG revised text throughout the main body of the Multinational Interoperability Conference's (MIC) *Coalition Building Guide* to reflect political oversight of coalition operations, and developed Appendix 6 to Annex A, "Coalition Activation and Deployment Procedures." Future DPP MIWG work includes acting as doctrine sponsor for the development of a *Coalition Information Sharing (CIS) Planning Guide*, and developing lessons learned presentations to be posted to the MIC Web site. Presentations will include "International Security Force Afghanistan" by Australia, "Coalition Operations – 'Lead Nation' Perspective" by France, and "Operation Enduring Freedom" by the United States. NOTE: The MIC general/flag officers principals meeting, formerly scheduled to meet in Australia from 8-10 April 2003, has been postponed.

## COLLEGE CREDIT AVAILABLE FOR DOCNET

*By Col Gail Colvin, JS J-7/JDETD*

College credit can now be received for successful completion of a Doctrine Networked Education and Training (DOCNET) course. DOCNET is a series of online, multimedia courses of instruction focused on providing education and awareness of joint doctrine. This program stems from the CJCS-directed Joint Doctrine Awareness Action Plan that began in 1995.

Thirty-one DOCNET courses that cover subjects spanning the range of military operations are available through the CJCS Joint Electronic Library (JEL) portal at <http://www.dtic.mil/doctrine>. Normal access to the courses is limited to .mil/.gov domains. Access from other domains (e.g., .com, .edu, .org) is possible by using a username and password, obtained through points of contact and instructions on the CJCS JEL Web site. The courses are self-paced and no registration is required. The course content is authoritative, since it is drawn directly from approved joint publications. In addition to providing an excellent stand-alone learning tool for joint doctrine, through the Sharable Content Object Reference Model (SCORM) design, course material provides loads of content for professional military education institution use in supplementing classroom presentations. The DOCNET courses and content can also be provided on CD-ROM for institution use on their own servers and local area networks.

Recently, in cooperation with the sponsoring American Public University System, (<http://www.apus.edu>), we arranged for undergraduate college credit for successful completion of each DOCNET course. One credit hour is granted for each of the 31 courses. This is an optional feature, but for those interested in the benefit, the courses and credits are cost-free. Detailed information on the very simple process is available on the CJCS JEL Web site. Essentially, if an individual chooses to take advantage of this benefit, all he or she has to do is pass an online examination associated with a DOCNET course and submit the certificate of completion that is generated to the university.

DOCNET is a great resource for learning about joint doctrine. It now also provides a very attractive benefit to our Service members, or other DOD personnel who want to get free college credit hours while learning about the authoritative fundamental principles that guide the employment of our joint forces. For more information contact Col Gail Colvin, USAF, Joint Staff/J-7, JDETD, at (703)692-6303 or e-mail: [colvingb@js.pentagon.mil](mailto:colvingb@js.pentagon.mil); or Mr. Jim Dailey, Cornerstone Industry, Inc., at (703) 575-4252 or e-mail: [jim.dailey@cornerstoneindustry.com](mailto:jim.dailey@cornerstoneindustry.com).

# JOINT AND ARMY DOCTRINE DIRECTORATE (JADD), HEADQUARTERS, US ARMY TRAINING AND DOCTRINE COMMAND (HQ, TRADOC)

*By COL Mark E. Warner, USA Director*

**Semi-Annual Army Doctrine Conference (SAADC).** JADD hosted the Fall 2002 SAADC from 29-30 October at the Holiday Inn, Hampton, VA. The outcomes of the conference were to produce a unified and synchronized Army position on issues that were discussed during the November 2002 Joint Doctrine Working Party and to provide the 98 participants with a series of updates on issues impacting the doctrine community. Updates and briefings included welcoming remarks from LTG Jordan and BG(P) Vane, COE, joint and Army concepts, TRADOC transformation, combined arms doctrine, National Training Center and historical trends, Center for Army Lessons Learned products, Doctrine-Training Development Integrated Process Team (IPT), doctrine taxonomy initiative, and automation tools. Although not part of the formal conference, two related meetings followed the conference on 31 October 2002—a meeting for primary members of the Doctrine-Training Development IPT and a meeting of the Personnel Recovery Working Group. The next SAADC is tentatively scheduled for early-September 2003. Registration information can be found on the Army Doctrine Web site at [www.doctrine.army.mil](http://www.doctrine.army.mil).

## **Doctrine-Training Development (IPT)**

- In June 2002, TRADOC took on the challenge of reshaping the Army's doctrinal development process. Our first step was to establish an IPT that included training developers, because of the close relationship of doctrine to training products. This Doctrine And Training Development IPT is co-chaired by the Deputy Chief of Staff for Doctrine, Concepts and Strategy (DCSDCS) and Deputy Chief of Staff for Operations and Training and is made up of 17 primary members and 25 coordinating members from the Army doctrine and training organizations. This initiative represents an umbrella construct for a number of efforts that are collectively focused on a next-generation document development and publishing system with the aim of rapidly creating highly customizable information products for all potential Army users—soldiers, leaders, and developers. The initiative also will identify the tools and business processes; culminating in a doctrine-training development system that produces concept-driven, doctrine-based, and relevant products to support all users in the execution of their respective

missions across the full spectrum of military operations. The basic premise of the future doctrine-training development initiative is not in the development of new architectures or expenditures of resources for the current generation of "knowledge in a box" suites, but in rethinking what information really is and how it impacts the Army.

- In its initial work, the Doctrine-Training Development IPT identified the need to separate enduring doctrine from TTP. The IPT also assessed the need to streamline the current doctrine development of TTP-level FMs and to incorporate key lessons learned more rapidly into the system, making it more responsive to unit and individual training requirements. The IPT also is working several separate, but related technology-based initiatives, to include computer-based aggregation of products, advanced markup of manuals to facilitate highly focused and specific access to content; as well as community of practice-based tools to facilitate the collection, staffing, and turn-around of field generated information into a more rapid doctrine validation process.
- In support of this approach, the Doctrine-Training Development IPT is focusing its current efforts on the development of a significantly different doctrine-training development system that reduces doctrinal information to small, reusable information "chunks or objects" that can work with a wide range of user developed tools. This will provide highly customized and focused information to support all operations—from the field soldier training mission to institutional Army doctrine, organizations, training, material, leadership personnel, and facilities integration. With the emerging and promising nature of this new object-based approach to doctrine and training literature development, TRADOC is working on a proof-of-principle initiative for this concept, known as the Doctrine Taxonomy Initiative (DTI).
- Doctrine and its associated development processes have served the warfighter well over the years, but they too must evolve to support a transforming Army. As such, TRADOC will continue to aggressively seek new ways of doing business to revolutionize our development process, and make it more responsive to our soldiers and leaders. This initiative **represents an active step toward object-based development and publication via the Web. TRADOC remains in the forefront of the Objective Force system of systems fielding design and our efforts will provide critical information for other initiatives underway elsewhere.** TRADOC's commitment to this initiative is paramount in ensuring the Army achieves information superiority needed to execute their  
*(Organization updates continued on next page)*

respective missions across the full spectrum of military operations now and in the future.

**Doctrine Taxonomy Initiative.** DTI is a test of object-based publication of doctrinal products directed by DCSDCS, TRADOC and executed by the Intelligence Center and Center for Army Lessons Learned (CALL). Subject matter experts decompose doctrine, select mission training plans, and lessons learned into low level, stand-alone topics. This technique is referred to as "**chunking**." The chunks are then tagged or classified for easy retrieval. The classification scheme used to tag the chunks is called a "**taxonomy**." Once the chunks are tagged according to the taxonomy they become **objects**. A doctrinal object is the lowest level of self-contained doctrine that has practical application to the warfighter. Objects are the foundation for object-based publications. The doctrine community has adopted an information approach that begins, not with a tool, but with the basic information itself. In this approach, data and information are maintained in simple document formats (xml documents), which facilitate easy and simple transfer of objects without having to manipulate any proprietary database systems. These small documents can then be pulled together in any number of combinations to build highly customized, user-centric documents and other information products. Objects are designed to be simple containers for information that are not associated with a particular tool, but intended to be used in a wide range of tools that manipulate the objects as needed. The goals of DTI are the development of a common taxonomy and the compilation of lessons learned in creating and using doctrinal objects. Fifty-one manuals will be converted to the object-based format by May 2003 for testing. The final test is scheduled to be conducted by the Stryker Brigade Combat Team in June 2003. An in-depth evaluation of the test results and lessons learned will be done in July-August 2003 and results will be presented at the Fall 2003 SAADC.

**Doctrine Developers Course.** HQ TRADOC is developing an official Department of the Army course to train its military and civilian personnel as doctrine developers. A pilot course for validation is scheduled 5-16 May 2003 at the Army Education Center, Fort Eustis, VA. Once validated, it will be sponsored and sustained at the USA Logistics Management College at Fort Lee, VA.

## KEY PUBLICATIONS' STATUS

**JP 3-31, *Command and Control for Joint Land Operations (Final Coordination)***, is being prepared by JS J-3. JP 3-31 addresses command relationships; and considerations, procedures, and options for conducting joint land operations under a functional component commander.

**TRADOC Regulation 25-36, *The TRADOC Doctrinal Literature Program (TDLP)***, dated 5 April

2000, is under revision to capture new/changes in doctrine management and development policy. The revision describes TRADOC's roles and responsibilities to manage, establish requirements, develop, and review doctrine to support Army, multi-Service, joint, and multinational operations. It applies to all TRADOC and non-TRADOC doctrine proponents. HQ TRADOC has restaffed the second final draft to obtain final consensus, and now is undergoing final editing for approval. The anticipated publication date is May/June 2003. The revised regulation will supercede TR 25-35 and TP 25-34, both dated 24 January 1992.

**FM 1-02 (formerly FM 101-5-1), *Operational Terms and Graphics***. The proponent, CAC Combined Arms Doctrine Directorate (CADD), published the Doctrine Review and Approval Group (DRAG) version in March 2003. FM 1-02 sets forth doctrine for the Army and Marine Corps in the use of land-based warfighting symbology. It is designed for commanders and staffs from company through corps.

**FM 2-0 (formerly FM 34-1), *Intelligence Operations***. The proponent, the USA Intelligence Center, began development of FM 2-0 during the 2d Qtr, FY 02, with completion projected for the 3d Qtr, FY 03. When published, FM 2-0 will provide the fundamental principles, missions, roles, responsibilities, and processes of Army intelligence operations. It will describe how the intelligence system plans, directs, collects, processes, produces, and disseminates intelligence on the threat and environment across the range of Army operations outlined in FM 3-0, *Operations*.

**FM 3-07, *Stability Operations and Support Operations***, was approved and published in February 2003. FM 3-07 is Tier 1 doctrine that amplifies Chapters 9 and 10 in FM 3-0. FM 3-07 is conceptual, aiming more at broad understanding than at any details of operations. It also updates and consolidates FMs 90-29, *Noncombatant Evacuation Operations*; 100-19, *Domestic Support Operations*; 100-20, *Military Operations in Low Intensity Conflict*; and 100-23, *Peace Operations*.

**FM 3-07.2, *Force Protection***. The proponent for this new FM is CAC, CADD. It will provide a general framework outlining force protection doctrine in a single manual from an operational perspective. Its focus is on Army units and bases at battalion through corps level. Fielding was delayed pending resolution of conflicting definitions of "force protection" within the Army. The initial draft is awaiting the completion of an internal review by CADD before being released, and its development timeline is under revision.

**FM 3-13 (formerly 100-6), *Information Operations***. The proponent, CAC (CADD), approved the publication's revision in October 2002 and it is awaiting final publication on the Reimer Digital Library. FM 3-13

is the Army's overarching publication for information operations and builds upon the foundation established in FM 3-0, Chapter 11, "Information Superiority." It explains IO fundamentals and facilitates the transition of the Army to the information age.

**FM 3-55 (formerly 100-55), *Intelligence, Surveillance, and Reconnaissance (ISR) Operations*.** CAC (CADD) is the proponent. FM 3-55, *Reconnaissance Operations (Initial Draft)*, focused exclusively on reconnaissance operations and not ISR. The revised initial draft will be staffed during the 3d Qtr 2003. The focus will be a comprehensive approach to combined arms ISR. This will closely align the manual with FM 3-0 and the planned publication of JP 3-55, *Joint Doctrine for Intelligence, Surveillance, and Reconnaissance (ISR) Operations*, currently undergoing its third draft. FM 3-55 will describe the ISR system and how the various capabilities are synchronized and coordinated to facilitate targeting and a common operating picture for supported commanders. It will also discuss planning, preparing, and executing ISR operations to maximize its effects on the full spectrum of major Army operations.

**FM 3-91 (formerly 71-100), *Division Operations*.** The DRAG version is projected for staffing during the 3d/4th Qtr, FY 03. FM 3-91 incorporates doctrinal principles addressed in FM 3-0 and FM 3-90. It establishes warfighting as the Army's primary focus and recognizes the requirement to dominate any situation in military operations other than war. Its primary focus is the tactical level; however, with the Army's continual participation in joint operations, FM 3-91 discusses operational level fundamentals for division participation in these operations.

**FM 3-92 (formerly 100-15), *Corps Operations*.** CAC, CADD, is the proponent. The program directive was approved May 2002 and the initial draft should be released for staffing in the 3d Qtr, FY 03.

**FM 3-93, *The Army in Theater Operations (formerly 100-7, *Decisive Force: The Army in Theater Operations*)*.** Proponency moved from the Army War College to CAC, CADD, in October 2001. The Army War College will serve as a Technical Review Authority. FM 3-93 is currently an author's draft. It's the Army's overarching operational-level doctrine that is closely linked to the newly revised Army and joint keystone doctrine found in FM 3-0 and JP 3-0, *Doctrine for Joint Operations*. The scope of FM 3-93 has been expanded from the previous version to include discussions now found in FM 3-100.16 (formerly 100-16), *Army Operational Support*, and discussions on JFLCC operations. FM 3-93 also will clarify the roles of Army Forces (ARFOR); incorporate ARFOR lessons learned from recent operations in Kuwait, Bosnia, and Kosovo; and will be embedded with updated doctrinal principles as outlined in FM 3-0.

**FM 3-100.21 (formerly 100-21), *Contractors on the Battlefield (COB)*,** was approved and published in the 1st Qtr, FY 03. It defines the types of contractors and describes their relationship to the military chain of command. The primary audience is Army commanders and staffs at all echelons involved in COB planning, deployment, management, providing government furnished support, and force protection to (and from) contractor personnel. Due to the high interest in COB related operations, this relatively new FM has been revised to provide TTP-like doctrine and incorporates lessons learned from recent military operations.

**FM 4-0 (formerly FM 100-10), *Combat Service Support* [CSS],** was revised and approved in March 2003. It is currently available at [http://www.cascom.army.mil/DCD\\_CSS/Multi/index.htm](http://www.cascom.army.mil/DCD_CSS/Multi/index.htm) and should be officially published on the Reimer Digital Library very soon. FM 4-0 is the Army's keystone CSS doctrine that links directly to FM 3-0. It provides doctrinal discussions on all Army CSS functions as well as Army CSS in joint, multinational, and interagency operations. It is written primarily for the Legacy Force, yet expands the CSS doctrine discussion to also support the Army's transition to the Objective Force.

**FM 5-0 (formerly 101-5), *Army Planning and Orders Production*.** The proponent, CAC, CADD, is currently staffing the DRAG version and final publication is estimated during the 4th Qtr, FY 03. FM 5-0 describes doctrine for planning and orders production used by commanders from company through corps. It supports FM 3-0 and FM 6-0, *Command and Control (DRAG Edition)*. FM 5-0 is a significant revision of the *Staff Organization and Operations* manual. CADD has moved the "staff pieces" to FM 6-0. What remains in FM 5-0 is the military decision making process and operations orders and plans. Troop leading procedures and problem solving techniques have been added. This rewrite also includes a start on transitional TTP on digitization and automated processes for digitized units. FM 5-0 will be distributed soon after FM 6-0 so the field will better understand where the contents of the current FM 101-5 package can be found.

**FM 6-0 (formerly 100-34), *Command and Control*,** was approved in September 2002 and is awaiting publication on the Reimer Digital Library. FM 6-0 is the keystone C2 manual that will dovetail very closely with the doctrine in FM 3-0. It, along with FM 5-0, replaces FM 101-5 (1997).

**FM 7-15 (AUTL), *Army Universal Task List*.** The proponent, FDIC (CADD), has staffed the DRAG version and approval is expected in the 3d/4th Qtr, FY 03. It serves as the catalog for Army collective tasks and assists doctrine and training developers to achieve standardization and reduce ambiguity.

(Organization updates continued on next page)

## HEADQUARTERS, AIR FORCE DOCTRINE CENTER (HQ, AFDC/DJ)

By Lt Col Mike Murawski, USAF, HQ AFDC/DJ

AFDC/DJ bids farewell to Lt Col John Klatt who moves to Brussels, Belgium as the USAF delegate to the NATO Standardization Agency and Lt Col John Sellers who moves to the Combined Air and Space Operations Center at Prince Sultan Air Base (maybe, if he can get there before it closes).

The following paragraphs reflect the May 2003 status of joint publications for which the USAF is either the lead agent or primary review authority:

- **3-01.2, Joint Doctrine for Offensive Operations for Countering Air and Missile Threats (Final Coordination)**, is on hold pending consolidation with JP 3-01.3, **Joint Doctrine for Defensive Operations for Countering Air and Missile Threats**, into JP 3-01, **Joint Doctrine for Countering Air and Missile Threats**.
- **JP 3-03, Doctrine for Joint Interdiction Operations**, is due for revision. Areas of interest raised in its formal assessment were the interdiction definition, lessons learned from recent operations, interdiction operations other than air interdiction, information operations, and targeting. Expect the first draft of the revision program directive or a joint working group in the Summer of 2003.
- **JP 3-30, Command and Control for Joint Air Operations**, is proceeding through the Tank Process. The remaining issue is whether the joint force air component commander should be identified as the "supported commander" for various mission areas in the publication. Resolution of this issue also impacts development of JP 3-31, **Command and Control for Joint Lank Operations**, and JP 3-32, **Command and Control for Joint Maritime Operations**.
- **JP 3-52, Doctrine for Joint Airspace Control in the Combat Zone (Final Coordination)**, was released in April 2003 for worldwide review.
- **JP 3-55, Joint Doctrine for Intelligence, Surveillance, and Reconnaissance (ISR) Operations**, was the topic of a recent electronic voting call from JS J-7/JDETD to the joint doctrine development community. Three courses of action were proposed: COA 1—Discontinue development and consolidate appropriate information into JP 2- and 3-series publications; COA 2—Restart development with a new program directive and lead agent; and COA 3—Adjust the development milestones and continue the review process. The final vote has not been released from JS J-7/JDETD.

Approved Air Force Doctrine Documents are available on our Internet Web site at <https://www.doctrine.af.mil>, and on the SIPRNET at <http://www.doctrine.af.smil.mil>.

## NAVY WARFARE DEVELOPMENT COMMAND (NWDC)

By Mr. Jim Seerden, Joint Doctrine Program  
Manager

NWDC is actively supporting Commander, Atlantic Fleet's primary review authority adjudication of comments received on **JP 3-32, Command and Control of Joint Maritime Operations (First Draft)**. Thanks to the significant input received, the second draft, expected to be posted for review during June 2003, will have considerable revisions and we believe will be better focused on the salient issues.

On a parallel front, one of the Navy's lessons learned from Exercise MILLENNIUM CHALLENGE 02 (MC 02) and FLEET BATTLE EXPERIMENT JULIET (FBE-J) was the need to improve Service doctrine and tactics, techniques, and procedures (TTP) to better plan the integration of maritime power into joint operations. NWDC drafted a "JFMCC Maritime Operations Process" TACMEMO to capture the lessons learned from MC 02 and to serve as draft guidance during a series of workshops, command post exercises, and wargames to clearly define and refine a JFMCC planning process. The initial shore development of this TACMEMO culminates in a large Navy/Marine Corps JFMCC process wargame to be held from 14-25 July 2003 at the Naval War College in Newport, RI. The goal is to develop this Service doctrine/TTP in parallel with JP 3-32.

We also are continuing the adjudication of comments received on **JP 3-08, Interagency Coordination During Joint Operations (Revision First Draft)**. While the detailed comments received on **Volume I** allowed us to develop a solid revision second draft (RSD), we will need the joint doctrine development community's help to ensure that **Volume II's** RSD is as relevant and useable as it should be. We anticipate releasing the RSD ahead of the newly established July 2003 suspense.

On the transformation front, the Doctrine Department remains engaged with NWDC's other departments (Maritime Battle Center, Concepts, and Operations) as we develop the NWDC campaign plan to support the **Sea Trial** process and USJFCOM's campaign plan in support of joint concept development and experimentation. **Sea Trial** is the naval process of integrating emergent concepts and technologies, leading to continuous improvements in warfighting effectiveness and a sustained commitment to innovation. Participation in USJFCOM-sponsored PINNACLE IMPACT will ensure integration of naval concepts into CJCS-developed joint operations concepts. Additionally, our Information Technology folks continue to examine how best to capitalize on today's hardware and software; while complying with existing bandwidth, operations security, and compatibility constraints to enhance the doctrine/TTP development process by making it as timely, user friendly, and relevant as possible.

# MARINE CORPS COMBAT DEVELOPMENT COMMAND (MCCDC), DOCTRINE DIVISION, JOINT BRANCH

By Maj Tim Flanagan, USMC

The Marine Corps is in various stages of developing/revising three of the five joint publications for which we are the lead agent.

The adjudicated revision first draft of JP 3-02.1, *JTTP for Landing Force Operations*, was sent to the Joint Staff (JS) J-7 during August 2002. The JS J-7 released the revision second draft (RSD) in January 2003 and the review process was completed during March 2003. Currently, the Marine Corps is coordinating the adjudication of the comments and expects to complete this process during May 2003. The final coordination (FC) version is on track and scheduled to be released in June/July 2003.

The adjudicated first draft of JP 3-02.2, *JTTP for Amphibious Embarkation and Debarkation*, was submitted to the JS J-7 during October 2002. The JS J-7 released the RSD in February 2003 and worldwide review was completed during April 2003. Currently, the Marine Corps is coordinating adjudication of the RSD comments and expects to complete this process during June 2003. The FC version of JP 3-02.2 is on track and scheduled to be released in July/August 2003.

JP 3-06, *Doctrine for Joint Urban Operations*, was approved on 16 September 2002 and is available on the CJCS JEL at [www.dtic.mil/doctrine](http://www.dtic.mil/doctrine).

The revision of JP 3-07.5, *JTTP for Noncombatant Evacuation Operations*, is underway. JWFC's formal assessment is complete and the assessment summary and a proposed program directive were submitted to the JS J-7 in February 2003.

JP 3-09.3, *JTTP for Close Air Support (CAS) (FC)*, comments were submitted to the JS J-7 in November 2002. The JS coordination/approval process is on going.

## TERMINOLOGY CURRENCY

Users of JP 1-02, *DOD Dictionary of Military and Associated Terms*, should note that printed versions quickly become dated and they should go online to get the most current information. Navigate to: <http://www.dtic.mil/doctrine/jel/doddict/index.html>

## JOINT DOCTRINE WORKING PARTY

The May 2003 31st JDWP was cancelled. The 32nd JDWP will be held from 7-9 October 2003.

## TRANSFORMATION NEWS

The Standing Joint Force Headquarters (SJFHQ) initiative is one of USJFCOM's top transformation priorities and is a key element and catalyst for a transformation in operational-level command and control. By current design, the SJFHQ will be a full-time, trained and equipped, joint C2 team within each geographic combatant commander's staff. This element will focus daily on warfighting readiness and will be a fully integrated participant in the staff's planning and operations. The SJFHQ is intended to enhance the combatant commander's options to deter or quickly resolve a crisis and reduce the time required to establish a fully functional JTF headquarters. This will facilitate continuity in planning and operations from peacetime through execution and transition due to the team's understanding of potential crisis areas, its daily operations in a collaborative environment, and the in-place capability to integrate effects-based planning into a range of component and supporting headquarters.

The SJFHQ will operate under direction of a flag officer—currently titled the **SJFHQ Director**. It will be staffed on a full-time basis with joint-qualified personnel who collaboratively plan, prepare, and train with other staff elements and designated component planning cells for specified contingencies within the combatant commander's area of responsibility. As a crisis develops, this headquarters element will shift rapidly and seamlessly from planning to execution.

The SJFHQ is not staffed in peacetime to be a fully functional, operational headquarters without significant augmentation, mission specific "plugs," and liaisons. Yet it provides the combatant commander with a number of options for its employment.

- First, **the SJFHQ can form the core of a JTF HQ**. This option typically would be used for small contingencies and requires significant augmentation for the HQ to become fully functional. The combatant commander would designate the SJFHQ Director or another flag officer as the joint force commander for the operation.
- Second, **the SJFHQ can augment a Service component HQ**. During Exercise MILLENNIUM CHALLENGE 2002, the SJFHQ organized and operated in this manner by providing specific "plugs" and augmentees to III Corps HQ. The SJFHQ facilitated the transition of III Corps HQ from peacetime, Service-oriented operations to a fully functional JTF HQ.
- Finally, **the SJFHQ can support the combatant command HQ** when the combatant commander chooses to command the operation directly, as in Operation IRAQI FREEDOM.

USJFCOM has established a prototype SJFHQ, which will refine organizational design and operational procedures during various events and will assist the combatant commands as they implement their own SJFHQ during the next three years.

(Organization updates continued on next page)

# AIR LAND SEA APPLICATION (ALSA) CENTER

By Col Ken Murphy, USAF, Director

ALSA continues to work toward greater interoperability of joint forces. In particular, five of our publications significantly enhanced the Services' ability to effectively employ as a joint force during Operation IRAQI FREEDOM: *Joint Application of Firepower (JFIRE)*, *Brevity Codes*, *Improved Data Modem (IDM)*, *Combat Camera*, and *Joint Surveillance Target Attack Radar System (JSTARS)*. We also are researching the need for new publications that will meet the needs of the joint warfighter in the areas of joint battle damage assessment, time-sensitive targeting, detainee operations, and ultra high frequency tactical satellite frequency management.

For some months now, change has been the theme at ALSA. We have overhauled every aspect of our organization: multi-Service tactics, techniques, and procedures (MTTP) processes; research procedures; information systems and management; joint working group procedures; links to test and evaluation programs; warrior

outreach; and many others. ALSA personnel have risen to the challenge presented by our new procedures, systems, processes, and improved performance in every aspect of the ALSA mission in order to better serve you and your Service's immediate needs. Important changes for users of ALSA publications can be found at our new Web site <https://lad.dtic.mil/alsa>. All ALSA publications, including back issues of the *ALSA Bulletin*, can be accessed at this new, more secure Web site.

This is my last contribution to *A Common Perspective* as ALSA Director. I will be moving on to be the commander of the 53 Test and Evaluation Group at Nellis AFB, NV. It has been an honor and a privilege to work with all of the great professionals of the joint doctrine development community. It is unlikely that I will ever again be associated with so many exceptional individuals from all our Services. You make me proud to wear this uniform—and prouder still to be an American.

ALSA is in great hands as Colonel Laverne "Bullett" Young, USA, takes the reigns as Director. This battle-hardened warrior has vast experience on the Joint Staff and few can match his tactical level experience. Best of luck to Bullett and all of you in the future.

ALSA PROJECTS UPDATE			
CURRENT ALSA PUBLICATIONS			
TITLE	DATE	PUB #	DESCRIPTION
<b>AMCI:</b> <i>Army and Marine Corps Integration in Joint Operations</i>	NOV 01 FY 03 Assessment	A: FM 3-31.1 (FM 90-31) M: MCWP 3-36 N/AF: N/A	Describes the capabilities and limitations of selected Army and Marine Corps organizations and provides TTP for the integrated employment of these units in joint operations. <b>POC: Team F</b> —alsaf@langley.af.mil
<b>ARM-J:</b> <i>Antiradiation Missile Employment in a Joint Environment (SECRET)</i>	JUL 02 Will be combined with JSEAD in FY 03 revision	A: FM 3-51.2 (FM 90-35) M: MCWP 3-22.1 N: NTTP 3-01.41 AF: AFTTP(I) 3-2.11	Describes Service antiradiation missile platform capabilities, employment philosophies, ground/naval emitters, emitter ambiguities, and rules of engagement. Multi-Service procedures for antiradiation missile employment in a joint or multinational environment, with an emphasis on fratricide prevention. Current status: signature draft is approved. It can be found on the SIPRNET at <a href="http://wwwacc2.langley.af.smil.mil">http://wwwacc2.langley.af.smil.mil</a> <b>POC: Team A</b> —alsaa@langley.af.mil
<b>AVIATION URBAN OPERATIONS:</b> <i>Multi-Service Procedures For Aviation Urban Operations</i>	APR 01 FY 03 Assessment	A: FM 3-06.1 (FM 1-130) M: MCRP 3-35.3A N: NTTP 3-01.04 AF: AFTTP(I) 3-2.29	MTTP for the tactical-level planning and execution of fixed- and rotary-wing aviation urban operations. <b>POC: Team E</b> —alsae@langley.af.mil
<b>BMO:</b> <i>Bomber Maritime Operations (SECRET)</i>	JUN 00	A: N/A M: MCRP 3-23 N: NTTP 3-03.5 AF: AFTTP(I) 3-2.25	MTTP to inform bomber strike mission participants about typical fleet dispersal, and streamline communications procedures. Conversely, it assists naval strike planners to more efficiently utilize bomber assets and improve joint training opportunities. <b>Current Status:</b> Pub will transition to the USN Summer 03. <b>POC: Team E</b> —alsae@langley.af.mil
<b>BREVITY:</b> <i>Multi-Service Brevity Codes</i>	FEB 02 <b>(Under Revision)</b> <b>Est Pub Date: May 03</b>	A: FM 3-97.18 (FM 3-54.10) (FM 90-38) M: MCRP 3-25B N: NTTP 6-02.1 (NWP 6-02.1) AF: AFTTP(I) 3-2.5	A pocket-size dictionary of multi-Service use brevity codes to augment JP 1-02, <i>DOD Dictionary of Military and Associated Terms</i> . This pub standardizes air-to-air, air-to-surface, surface-to-air, and surface-to-surface brevity code words in multi-Service operations. <b>Current Status:</b> Final Coordination Draft is being staffed. <b>POC: Team F</b> —alsaf@langley.af.mil
<b>EOD:</b> <i>Multi-Service Procedures for Explosive Ordnance Disposal in a Joint Environment</i>	MAR 01 FY 03 Assessment	A: FM 4-30.16 M: MCRP 3-17.2C N: NTTP 3-02.5 AF: AFTTP(I) 3-2.32	Provides guidance and procedures for the employment of a joint explosive ordnance disposal (EOD) force. The manual assists commanders and planners in understanding the EOD capabilities of each Service. <b>POC: Team B</b> —alsab@langley.af.mil

## ALSA PROJECTS UPDATE

### CURRENT ALSA PUBLICATIONS (Cont.)

TITLE	DATE	PUB #	DESCRIPTION
<b>ICAC2: Multi-Service Procedures for Integrated Combat Airspace Command and Control</b>	JUN 00 <b>(Will be reassessed upon publication of JP 3-52)</b>	A: FM 3-52.1 (FM 100-103-1) M: MCRP 3-25D N: NTTP 3-52.1(Rev A) AF: AFTTP(I) 3-2.16	Provides detailed TTP for airspace C2 to include specialized missions not covered in JP 3-52, <i>Doctrine for Joint Airspace Control in a Combat Zone</i> . Includes specific information on interfaces and communications required to support integrated airspace control in a multi-Service environment. <b>Current Status:</b> Attempting to incorporate information into JP 3-52. Pub will be retained until it is determined information is accepted. <b>POC: Team D</b> —alsad@langley.af.mil
<b>IFF: MTTP for Mk XII IFF Mode 4 Security Issues in a Joint Integrated Air Defense System (SECRET)</b>	JAN 03	A: FM 3-01.61 M: MCWP 3-25.11 N: NTTP 6-02.4 AF: AFTTP (I) 3-2.39	The publication educates the warfighter to security issues associated with using the Mark XII IFF Mode 4 Combat Identification System in a joint integrated air defense environment. It captures TTP used today by the warfighter that can address those security issues. <b>POC: Team A</b> —alsaa@langley.af.mil
<b>JAAT: Multi-Service Procedures for Joint Air Attack Team Operations</b>	JUN 98 <b>(Under Revision)</b> <b>Est. Pub Date: Dec 03</b>	A: FM 3-09.33 (FM 90-21) M: MCRP 3-23.A N: NWP 3-01.03 AF: AFTTP(I) 3-2.10	Provides tactics for joint operations between attack helicopters and fixed-wing aircraft performing close air support (CAS). <b>Current Status:</b> Program Approval Package at Services for approval. <b>POC: Team A</b> —alsaa@langley.af.mil
<b>JAOC / AAMDC: Multi-Service Procedures for Joint Air Operations Center and Army Air and Missile Defense Command Coordination</b>	JAN 01 <b>(Under Revision)</b> <b>Est. Pub Date: Aug 03</b>	A: FM 3-01.20 M: MCRP 3-25.4A N: NTTP 3-01.6 AF: AFTTP(I) 3-2.30	Addresses coordination requirements between the Joint Air Operations Center and the Army Air and Missile Defense Command. Assists the JFC, JFACC, and their staffs in developing a coherent approach to planning and execution of AMD operations. <b>Current Status:</b> Final Coordination Draft under development. <b>POC: Team D</b> —alsad@langley.af.mil
<b>JIADS: Multi-Service Procedures for Joint Integrated Air Defense System</b> <b>Distribution Restricted</b>	JUN 01 FY 03 Assessment	A: FM 3-01.15 M: MCRP 3-25E N: NTTP 3-01.8 AF: AFTTP(I) 3-2.31	This publication provides joint planners with a consolidated reference on Service air defense systems, processes, and structures, to include integration procedures. <b>POC: Team D</b> —alsad@langley.af.mil
<b>JATC: Multi-Service Procedures for Joint Air Traffic Control</b>	JAN 99 <b>(Under Revision)</b> <b>Est Pub Date: Aug 03</b>	A: FM 3-52.3 (FM 100-104) M: MCRP 3-25A N: NWP 3-56.3 AF: AFTTP(I) 3-2.23	This revision is a ready reference source for guidance on air traffic control (ATC) responsibilities, procedures, and employment in a joint environment. Details Service relationships for initial, follow-on, and sustained ATC operations within the theater or AOR. Outlines processes for synchronizing and integrating forces and specialized ATC equipment. <b>Current status:</b> Final Coordination Draft is being staffed. <b>POC: Team F</b> —alsaf@langley.af.mil
<b>J-FIRE: Multi-Service Procedures for Joint Application of Firepower</b> <b>Distribution Restricted</b>	NOV 02	A: FM 3-09.32 (FM 90-20) M: MCRP 3-16.6A N: NTTP 3-09.2 AF: AFTTP(I) 3-2.6	A pocket-size guide of procedures for calls for fire, CAS, and naval gunfire. <b>POC: Team A</b> —alsaa@langley.af.mil
<b>JSEAD: Suppression of Enemy Air Defenses (SECRET)</b>	SEP 00 FY 03 Assessment	A: FM 3-01.4 M: MCRP 3-22.2A N: NTTP 3-01.42 AF: AFTTP(I) 3-2.28	This publication provides detailed, classified tools for air operations planners and SEAD warfighters to aid in the planning and execution of SEAD operations in the joint environment. <b>Current Status:</b> Program Approval Package under development. <b>POC: Team A</b> —alsaa@langley.af.mil
<b>JSTARS: MTTP for the Joint Surveillance Target Attack Radar System - Revised publication is Unclassified and Distribution Restricted</b>	MAR 03	A: FM 3-55.6 (FM 90-37) M: MCRP 2-1E N: NTTP 3-55.13 (Rev A) AF: AFTTP(I) 3-2.2	This publication provides procedures for the employment of the Joint Surveillance Target Attack Radar System (JSTARS) in dedicated support to the JFC. The unclassified revision describes multi-Service TTP for consideration and use during planning and employment of the JSTARS. <b>POC: Team D</b> —alsad@langley.af.mil
<b>JTF IM: Multi-Service Procedures for Joint Task Force Information Management</b> <b>Distribution Restricted</b>	APR 99 <b>(Under Revision)</b> <b>Est Pub Date: Jun 03</b>	A: FM 6-02.85 (FM 101-4) M: MCRP 3-40.2A N: NTTP 3-13.1.16 AF: AFTTP(I) 3-2.22	This publication describes how to manage, control, and protect information in a JTF headquarters conducting continuous operations. <b>Current status:</b> Preparing Signature Draft. <b>POC: Team G</b> —alsag@langley.af.mil
<b>JTMTD: Multi-Service Procedures Joint Theater Missile Target Development</b>	OCT 99 <b>(Under Revision)</b> <b>Est Pub Date: Jul 03</b>	A: FM 3-01.51 (FM 90-43) M: MCRP 3-43.3A N: NTTP 3-01.13 AF: AFTTP(I) 3-2.24	This publication documents TTPs for threat missile target development in early entry and mature theater operations. It focused on providing a common understanding of the threat missile target set and information on the component elements involved in attack operations target development. It also focused on IPB methodology as applied to developing the target set, to include sensor employment considerations. <b>Current Status:</b> Final Coordination Draft out for worldwide review. Comments due NLT 28 Mar 03. <b>POC: Team D</b> —alsad@langley.af.mil

(Organization updates continued on next page)

## ALSA PROJECTS UPDATE

### CURRENT ALSA PUBLICATIONS

TITLE	DATE	PUB #	DESCRIPTION
<b>JTF Liaison Officer Integration: MTTP For Joint Task Force (JTF) Liaison Officer Integration</b>	JAN 03	A: FM 5-01.12 (FM 90-41) M: MCRP 5-1.B N: NTTP 5-02 AF: AFTTP(I) 3-2.21	This publication defines liaison functions and responsibilities associated with standing up a JTF. <b>POC: Team B</b> —alsab@langley.af.mil
<b>NBC: Multi-Service Procedures for Nuclear, Biological, and Chemical Defense (NBC) of Theater Fixed Sites, Ports, and Airfields</b>	SEP 00	A: FM 3-11.34 M: MCWP 3.37.5 N: NTTP 3-11.23 AF: AFTTP(I) 3-2.33	This publication provides a comprehensive approach to NBC defense of fixed sites, ports, and airfields. <b>Current Status:</b> Joint Service Integration Group (JSIG) is now the proponent. <b>POC: Team E</b> —alsae@langley.af.mil
<b>NLW: Tactical Employment of Nonlethal Weapons</b>	JAN 03	A: FM 3-22.40 (FM 90-40) M: MCWP 3-15.8 N: NTTP 3-07.3.2 AF: AFTTP(I) 3-2.45 USCG: USCG Pub 3-07.31	This publication: - Supplements established doctrine and TTP. - Provides a source of reference material to assist commanders and staffs in planning and coordinating tactical operations. - Incorporates the latest lessons learned from real world and training operations, and examples of TTP from various sources. <b>POC: Team C</b> —alsac@langley.af.mil
<b>RECCE-J: Multi-Service Procedures for Requesting Reconnaissance Information in a Joint Environment.</b>	JUNE 1996 Assessment decision to rescind when JP 3-55 is approved.	A: FM 3-55.43 (FM 34-43) M: MCRP 2-2.1 (MCRP 2-1D) N: 3-55.2 AF: 3-2.13	This publication explains reconnaissance and the intelligence cycle; describes reconnaissance products; and demonstrates how to use and prepare formats for reconnaissance requests. <b>NOTE:</b> The information in this publication is being incorporated into JP 3-55 (ISR). It will be rescinded upon approval of the JP. <b>POC: Team G</b> —alsag@langley.af.mil
<b>Reprogramming: MTTP for Reprogramming of Electronic Warfare and Target Sensing Distribution Restricted</b>	JAN 03	A: FM 3-51.1 (FM 34-72) M: MCRP 3-40.5B N: NTTP 3-13.1.15 AF: AFTTP(I) 3-2.7	This publication supports the JTF staff in the planning, coordinating, and executing of reprogramming of electronic warfare and target sensing systems as part of joint force command and control warfare operations. <b>POC: Team G</b> —alsag@langley.af.mil
<b>RM: Risk Management</b>	FEB 01 FY 03 Assessment	A: FM 3-100.12 (FM 5-19.1) M: MCRP 5-12.1C N: NTTP 5-03.5 AF: AFTTP(I) 3-2.34	This publication provides a consolidated multi-Service reference, addressing risk management background, principles, and application procedures. <b>POC: Team C</b> —alsac@langley.af.mil
<b>SURVIVAL, EVASION, AND RECOVERY: Multi-Service Procedures for Survival, Evasion, and Recovery Distribution Restricted</b>	MAR 03	A: FM 3-50.3 (FM 21-76-1) M: MCRP 3-02H N: NWP 3-50.3 AF: AFTTP(I) 3-2.26	This publication provides a weather-proof, pocket-sized, quick reference guide of basic survival information to assist Service members in a survival situation regardless of geographic location. <b>POC: Team B</b> —alsab@langley.af.mil
<b>TADIL-J: Introduction to Tactical Digital Information Link J and Quick Reference Guide</b>	JUN 00 FY 03 Assessment	A: FM 6-24.8 (FM 6-02.241) M: MCRP 3-25C N: NWP 6-02.5 AF: AFTTP(I) 3-2.27	This publication provides a guide for warfighters with limited or no experience or background in TADIL J and needing a quick orientation for supplemental or in-depth information. TADIL J is also known in NATO as Link 16. <b>POC: Team C</b> —alsac@langley.af.mil
<b>TAGS: Multi-Service Procedures for Theater Air Ground System</b>	JUL 98 (Under Revision) Est Pub Date: Apr 03	A: FM 3-52.2 FM 100-103-2) M: MCWP 3-25F N: NWP 3-56.2 AF: AFTTP(I) 3-2.17	This publication promotes inter-Service awareness regarding the role of airpower in support of the JFC's campaign plan, increases understanding of the air-ground system, and provides planning considerations for the conduct of air-ground operations. <b>Current status:</b> Signature Draft forwarded to Services for approval. <b>POC: Team D</b> —alsad@langley.af.mil
<b>TACTICAL RADIOS: Multi-Service Communications Procedures for Tactical Radios in a Joint Environment</b>	JUN 02	A: FM 6-02.72 (FM 11-1) M: MCRP 3-40.3A N: NTTP 6-02.2 AF: AFTTP(I) 3-2.18	This publication standardizes joint operational procedures for Single-Channel Ground and Airborne Radio Systems (SINCGARS) and provides an overview of the multi-Service applications of Enhanced Position Location Reporting System (EPLARS). <b>POC: Team C</b> —alsac@langley.af.mil
<b>TMD IPB: Multi-Service Procedures for Theater Missile Defense Intelligence Preparation of the Battlespace</b>	MAR 02	A: FM 3-01.16 M: MCRP 2-12.1A N: NTTP 2.01.2 AF: AFTTP(I) 3-2.36	This publication provides a systematic and common methodology for analyzing the theater adversary missile force in its operating environment. <b>POC: Team G</b> —alsag@langley.af.mil
<b>UXO: Multi-Service Procedures for Unexploded Explosive Ordnance Operations</b>	AUG 01 FY 03 Assessment	A: FM 3-100.38 M: MCRP 3-17.2B N: NWP 3-02.4.1 AF: AFTTP(I) 3-2.12	This publication describes hazards of unexploded explosive ordnance (UXO) sub-munitions to land operations, addresses UXO planning considerations, and describes the architecture for reporting and tracking UXO during combat and post conflict. <b>POC: Team B</b> —alsab@langley.af.mil

## NEW / PROPOSED ALSA PROJECTS

TITLE	EST PUB DATE	PUB #	DESCRIPTION AND STATUS
<b>ADUS: MTTP for AIR DEFENSE of the United States</b> (SECRET)	DEC 03	A: TBD M: TBD N: TBD AF: TBD	This MTTP supports planners, warfighters, and interagency personnel participating in air defense of the US by providing general information for planning, coordination, and execution in homeland air defense missions. Pub is primarily focused at the tactical level. Includes Operation NOBLE EAGLE, and Clear Skies Exercise, lessons learned. <b>Current Status:</b> 1st JWG scheduled for Apr 15-18 2003. <b>POC: Team E</b> —alsae@langley.af.mil
<b>COMBAT CAMERA: MTTP for Joint Combat Camera Operations</b>	MAR 03	A: FM 3-55.12 M: MCRP 3-33.7A N: NTTP 3-13.12 AF: AFTTP(I) 3-2.41	This publication will fill the void that exists regarding combat camera doctrine, and assist JTF commanders in structuring and employing combat camera assets as an effective operational planning tool. <b>Current Status:</b> Approved Mar 03. <b>POC: Team G</b> —alsag@langley.af.mil
<b>HF-ALE: Multi-Service Procedures for High Frequency-Automatic Link Establishment (HF-ALE) Radios</b>	JUL 03	A: TBD M: TBD N: TBD AF: TBD	This MTTP will standardize high power and low power HF-ALE operations across the Services and enable joint forces to use HF radio as a supplement / alternative to overburdened SATCOM systems for over-the-horizon communications. <b>Current Status:</b> Final Coordination Draft being staffed. <b>POC: Team C</b> —alsac@langley.af.mil
<b>IDM: Multi-Service Tactics, Techniques, and Procedures for Improved Data Modem Integration</b>	APR 03	A: FM 6-02.76 M: MCRP 3-25G N: NTTP 6-02.3 AF: AFTTP(I) 3-2.38	This publication provides digital connectivity to a variety of attack and reconnaissance aircraft; facilitates exchange of near-real-time targeting data and improves tactical situational awareness by providing a concise picture of the multi-dimensional battlefield. <b>Current Status:</b> Forwarded to Services for approval. <b>POC: Team C</b> —alsac@langley.af.mil
<b>HAVE QUICK</b>	TBD	A: TBD M: TBD N: TBD AF: TBD	MTTP will simplify planning and coordination of HAVE QUICK radio procedures and responds to the lack of HAVE QUICK TTP throughout the Services. Additionally, it will provide operators information on multi-Service HAVE QUICK communication systems while conducting home station training or in preparation for interoperability training. <b>Current Status:</b> JWG scheduled for 29 Apr – 2 May 2003 <b>POC TEAM C</b> —alsac@langley.af.mil
<b>JBDA</b>	TBD	A: TBD M: TBD N: TBD AF: TBD	ALSA recently hosted a visit from the Director of the JBDA JT&E who requested ALSA look into the possibility of developing an MTTP based upon a USFK BDA user's guide. This user's guide will be validated during the upcoming UFL in Korea. <b>Current Status:</b> ALSA is researching this potential project. <b>POC TEAM G</b> —alsag@langley.af.mil
<b>Detainee Operations</b>	TBD	A: TBD M: TBD N: TBD AF: TBD	MTTP regarding "high-risk" detainee operations. <b>Current Status:</b> ALSA is researching this potential project. <b>POC TEAM E</b> —alsae@langley.af.mil
<b>UHF TACSAT Frequency Management</b>	TBD	A: TBD M: TBD N: TBD AF: TBD	Develop an MTTP for UHF TACSAT Frequency Management Recent operations at JTF level have demonstrated difficulties in managing limited number of UHF TACSAT frequencies. Current methods/procedures require extensive manual tracking and manipulation. <b>Current Status:</b> ALSA is researching this potential project. <b>POC TEAM C</b> —alsac@langley.af.mil
<b>TST: Time Sensitive Targeting</b> (Joint Fires Initiative/TST - Navy/Air Force TST - Specified Targets TST)	TBD	A: TBD M: TBD N: TBD AF: TBD	This publication provides the JFC, the JFC's operational staff, and components unclassified MTTP to coordinate, de-conflict, synchronize, and prosecute TSTs within any AOR. <b>Current Status:</b> ALSA is researching this potential project. <b>POC TEAM F</b> —alsaf@langley.af.mil
<b>JSHIP Study</b>	MAR 03	N/A	The purpose of the study was to determine the best "home" for the data generated by the J-SHIP JT&E. <b>Current Status:</b> Study Complete. <b>POC TEAM E</b> —alsae@langley.af.mil
<b>PEACE OPERATIONS: MTTP for Peace Operations</b>	JUL 03	A: 3-07.31 M: TBD N: N/A AF: AFTTP (I) 3-2.40	This publication provides the tactical level guidance to the warfighter for conducting peace operations. <b>Current Status:</b> Final coordination draft comments are being incorporated. A second worldwide review staffing will be required due to the nature of the comments. <b>POC: Team E</b> —alsae@langley.af.mil

(Organization Updates continued on next page)

# US STRATEGIC COMMAND (USSTRATCOM)

By *LT Jeff Juergens, USN*

On 10 January 2003, the President of the United States approved Change 2 to the Unified Command Plan (UCP), building on the merger of USSTRATCOM and USSPACECOM. UCP Change 2 gave USSTRATCOM responsibilities in four previously unassigned mission areas as follows:

- **Global Strike.** USSTRATCOM is responsible for integrating planning and command and control support for global strike, which is the ability to rapidly plan and deliver limited-duration and extended-range precision kinetic and non-kinetic effects in support of theater and national objectives. USSTRATCOM may execute a global strike mission as either a supported or supporting commander.
- **Missile Defense.** USSTRATCOM is responsible for planning, integrating, and coordinating global missile defense operations and to serve as the focal point for missile warning to other combatant commands, desired missile defense characteristics and capabilities, and supporting systems.
- **Information Operations (IO).** USSTRATCOM is responsible for integrating and coordinating DOD IO that cross geographic areas of responsibility and across the core IO capabilities. The core IO capabilities are computer network defense, computer network attack, electronic warfare, operations security, military psychological operations, and military deception.
- **C4ISR.** USSTRATCOM is responsible for planning, integrating, and coordinating the command, control, communications, and computer systems; and the intelligence, surveillance, and reconnaissance processes that have trans-regional effects or directly support national objectives.

Creation of "new USSTRATCOM" implements the shared vision of the Secretary of Defense and the Chairman of the Joint Chiefs of Staff to develop new capabilities and organizational relationships to prepare for future warfare. As the global strike, missile defense, C4ISR, and IO missions mature, USSTRATCOM will begin to take a larger role in many joint publications.

The following reflects the March 2003 status of joint publications for which USSTRATCOM is the lead agent:

- JP 3-12, *Doctrine for Joint Nuclear Operations (Second Draft)*, completed worldwide review on

31 March 2003. The review comments are being adjudicated by the Joint Staff doctrine sponsor (i.e., Director for Plans (J-5)).

- JP 3-14, *Joint Doctrine for Space Operations*, was signed by the Director of the Joint Staff on 9 August 2002 and is available for downloading from the CJCS Joint Electronic Library Web site.
- JP 3-70, *Joint Doctrine for Strategic Attack*, has returned to program directive (PD) development. USSTRATCOM is working on a concept paper that will be distributed before the PD development group meeting, which will be held during the Summer of 2003.



## KEY INTERNET/SIPRNET SITES

### CJCS Joint Doctrine:

- Internet: <http://www.dtic.mil/doctrine>
- SIPRNET: <http://nmcc20a.nmcc.smil.mil/dj9j7ead/doctrine/index.html>
- DOCNET: <http://www.dtic.mil/doctrine/tointer.htm>

### Presidential Directives and Executive Orders:

<http://www.fas.org/irp/offdocs/direct.htm>

### DOD Directives: <http://www.dtic.mil/whs/directives>

### Joint Chiefs of Staff: <http://www.dtic.mil/jcs/>

### USJFCOMJWFC:

<https://www-secure.jwfc.jfcom.mil/protected>

### JWFC Research Library: <http://elib1.jwfc.js.mil>

### Joint Center for Lessons Learned Database:

SIPRNET: <http://www.jwfc.jfcom.smil.mil/jcll/>

### Army Training and Doctrine Digital Library:

<http://www.adtdl.army.mil/atdls.htm>

### TRADOC: <http://www-tradoc.army.mil/>

### Center for Army Lessons Learned:

<http://call.army.mil/>

### Naval Warfare Development Command:

<http://www.nwdc.navy.mil/library/library.asp>

### Navy Online: <http://www.ncts.navy.mil/nol/>

### Navy Directives: <http://neds.nebt.daps.mil/>

### Air Force Doctrine Center:

<https://www.doctrine.af.mil/>

### MCCDC, Doctrine Division:

<https://www.doctrine.usmc.mil/>

### USEUCOM Publications:

<http://www.eucom.mil/publications/index.htm>

### Air Land Sea Application Center:

• Internet: <http://www.dtic.mil/alsa>

• SIPRNET: <http://wwwacc.langleys.af.smil.mil/alsa>

### Department of Homeland Security:

<http://www.whitehouse.gov/deptofhomeland/>

### Federal Emergency Management Agency:

<http://www.fema.gov/>

# JDEIS—THIS IS NOT YOUR FATHER'S JEL!

**By Mr. Michael Vanderbogart, Cornerstone Industry Inc.**

The Joint Doctrine Electronic Information System (JDEIS) is the next generation of the Joint Electronic Library (JEL). The beta Web site (<http://jdeis.cornerstoneindustry.com/beta.jsp>) was launched in November 2002 and is being used by thousands. And don't let the name fool you. In its final configuration, JDEIS will provide a significant portal and information retrieval tool for all of joint doctrine, education, and training. JDEIS will provide one stop shopping for courseware, a universal search capability, and ultimately, a coordination and staffing tool.

Because JDEIS is a "system," and not simply a computer program or Web site, the JDEIS development plan has been modified to more clearly reflect the "block and modification" approach being applied to the program (Table 1). Plans are being developed to migrate all data from the JEL to JDEIS. Some of this migration has occurred already (although at this stage it is duplicative, with the JEL remaining at full operation).

lessons learned, historical collections, future concepts, the DOD dictionary, Service doctrine, and other relevant materials and references. The JDEIS data domain eventually will include or link to a sizable amount of complementary research materials in multimedia format; such as DOCNET, potential future on-line versions of the Joint Forces Employment application, and Joint Advanced Distance Learning applications. JDEIS will improve the joint doctrine development process by providing an increasingly automated "Document Developer Coordination Site" (JDEIS-DDC-U & JDEIS-DDC-S) capability to ensure complete and accurate review and staffing of joint doctrine/documents under development or revision. An Alpha version test site is planned for July 2003. This will enhance vertical and horizontal consistency among joint products and related materials. Development plans also include creation of a JDEIS CD-ROM version.

JDEIS IRS-U reached initial operational capability in November 2002. Thereafter, the site has been averaging about 12–15 thousand "hits" per week. Although this is a small fraction of the weekly "hits" on the JEL, the trend is toward increasing usage as features of the JEL are replicated on the JDEIS-IRS-U site, and more people become aware of JDEIS and how to use its interactive databases. Usage rose significantly during Exercise INTERNAL LOOK and Operation IRAQI FREEDOM, with a large number of hits recorded from US forces deployed in the USCENTCOM AOR. Also, the Army War College and Air University have incorporated JDEIS into their on-line listings of key joint

Block 1 JDEIS-IRS-U		Block 2 JDEIS-DDC-U		Block 3 JDEIS CD-ROM	Block 4 JDEIS-IRS-S	Block 5 JDEIS-DDC-S
IOC Information Retrieval System	Mod 1 Joint Training	IOC Joint Document Developer Coordination Site UNCLASS	Mod 1 Joint Training	JDEIS Joint Doctrine CD-ROM	JDEIS-IRS-S SIPRNET Accessible	JDEIS-DDC-S SIPRNET Accessible
	Mod 2 Joint Education		Mod 2 Joint Education			
	Mod 3 DOCNET					
	Mod 4 JFE					

Mod X  
**Enhanced Universal Search**

**Table 1. JDEIS Development Blocks**

The core capability of JDEIS is a Web-based interactive "Information Retrieval System (IRS)." The foundation of the IRS will be several interactive databases. There is a core "Joint Doctrine Database," with the subsequent additions of "Joint Training" and "Joint Education Databases." There is a "Database of Other Resources" featuring, as a minimum, those items currently contained on or linked to by the JEL. Links to other Web sites and data sets are included. The IRS will be deployed in two blocks, one on the Internet (JDEIS-IRS-U) and one SIPRNET-accessible (JDEIS-IRS-S). As data migrate to the IRS, every effort will be made to enhance their utility and provide interoperable linkages among various data sets via an "Enhanced Universal Search" capability. These data sets and links will incorporate, but will not necessarily be limited to, such materials as all unlimited-distribution joint publications, the *Universal Joint Task List*, selected DOD and CJCS instructions and manuals (CJCSI/M),

reference materials for students, reflecting a large number of hits from the joint education community. The "Google" search engine has discovered the JDEIS IOC site and now displays it in searches for joint doctrine inquiries.

JDEIS is currently available on the Internet at <http://jdeis.cornerstoneindustry.com/beta.jsp>. User comments and feedback are critical to ensuring that JDEIS meets the needs of the joint warfighting community. Please visit and provide feedback through the communications section provided for user comment. For more information contact Col Gail Colvin, USAF, Joint Staff/J-7, JDETD, at (703) 692-6303 or e-mail: [colvingb@js.pentagon.mil](mailto:colvingb@js.pentagon.mil) or Mr. Harry Simmeth, Cornerstone Industry, Inc., at (703) 575-4240 or e-mail: [harry.simmeth@cornerstoneindustry.com](mailto:harry.simmeth@cornerstoneindustry.com).



(Continued from page 18)

Not only is joint doctrine very limited, what is provided is spread among various publications under the cognizance of various Joint Staff Directorates. For example, JP 1-0, *Doctrine for Personnel Support to Joint Operations*, covers issues in a very limited way concerning contractor accountability, requirements, and support/services; and contradicts JP 4-0 regarding security of contractor personnel.

## SERVICE DOCTRINE

The Services have begun to address these issues within their own domains. The Army has recently published new memorandums implementing new management procedures for contractors deploying to support weapons systems. The Army is also working on a tactics, techniques, and procedures publication (FM 3-100.21) to fully describe and standardize the management of contractors as they support Army operations. Recent experience has led the Army to determine there are significant shortfalls in their current procedures for handling the various aspects of commercial suppliers and has produced their product in view of the void of joint doctrine.

The Army has also engaged the Rand Corporation to conduct two studies: "Analytic Method to Determine the Minimum Military Essential Logistics Capability," sponsored by the Combined Arms Support Command (October 2001 - September 2003); and "The Role and Limits of Outsourcing," sponsored by the Assistant Secretary of the Army for Manpower and Reserve Affairs (October 2001 - March 2003). The first study will assess the Army's level of dependency on contractors during deployed operations and provide an analytical method for determining the appropriate mix of active duty, reserves, civilians, and contractors to perform combat service/combat service support missions. The ultimate goal is to ensure use of CLS does not degrade military capability. The second study encompasses reviewing the processes the Army uses to plan weapons system support to determine if these processes reflect the use of contractor support. If these processes do not reflect commercial support, recommendations will be made to modify them to allow better risk assessments.

The Marine Corps also published an order providing guidance when planning contractor support in theater. Their focus is on maintaining a core expeditionary capability and ensuring that planned logistics support, whether organic or commercial, will not adversely impact that capability.

## CONCLUSION

The amount of joint doctrine on the management of contractors in joint operations is extremely limited. There is a growing joint consensus at the action and flag officer levels that management of contractors is a vital issue that requires immediate attention as it impacts the ability of the combatant commander to prosecute his responsibilities. It is recognized that a doctrinal void exists. To overcome this void, the individual Services are promulgating doctrine and policy that has resulted in differing solutions to the contractor issues and does not provide a single source for the combatant commander to reference. Additional DOD-sponsored efforts such as the executive agent (EA) program, being worked under the Future Logistics Enterprise initiative by Deputy Undersecretary of Defense for Logistics and Materiel Readiness (DUSD (L&MR)), will also significantly influence the use of contractor support. Under the EA program, materiel support will be provided by a single overarching manager appointed to oversee the sourcing and movement of supplies for the combatant commander and Services. The creation of additional joint doctrine will ensure joint risk assessments will be conducted to study the vulnerabilities of procedures and that plans will fully support the warfighter.

A JP that clearly provides overarching doctrine for management of commercial suppliers would support the Services' initiatives to assess their core organic logistics capabilities and ensure they are structured appropriately to operate in a combat environment. Joint processes would decrease redundant use of contractors, standardize contracts and contracting procedures, and establish the authorities, responsibilities, and relationships needed to fill the current gap in joint doctrine.

### Article Information Resources

Acquisition Deskbook Supplement: "Contractors in the Theater," dated April 2001

Army Memorandum (SAAL-PC) dated 26 Jan 02

Army Memorandum (SAAL-PS) dated 11 June 02

Marine Corps Order 4200.33 dated 7 Dec 2000

APS-5 Team, Field Support Command, Rock Island

"AMSAA Study—Determining the Extent of Contractors in the Battlespace-Final Report," July 2001

USAMC: *Theater Logistics and the Gulf War*, 1994

Col Steven Zamparelli, "Contractors on the Battlefield-What Have We Signed Up For," *Air Force Journal of Logistics*, Vol XXIII No. 3.9



# TERMINOLOGY

**By Mr. Tom Barrows, USJFCOM JWFC, Doctrine Support Team, Cornerstone Industry Inc.**

*"Any distinction between belligerents and nonbelligerents is no longer admissible today either in fact or theory... When nations are at war, everyone takes part in it: the soldier carrying his gun, the woman loading shells at a factory, the farmer growing wheat, the scientist experimenting in his laboratory. . . It begins to look now as if the safest place may be the trenches."*

**Giulio Douhet: The Command of the Air, 1921**

Douhet's statement of many years ago seems even more appropriate in today's environment than it did back in 1921. With our great Nation well embarked on the Global War on Terrorism, all of us as citizens have been requested to assist our new Director of Homeland Security by any and all means. The tragic and terrible events of 11 September 2001 still provide us as a nation and as individuals with the motivation and sense of duty to work together and make sacrifices that we hope will make us safe and secure in our homes and workplaces.

We have developed proposed definitions for homeland security and homeland defense, but I am curious as to what "the homeland" encompasses. Several issues ago (April 1999) I opined that we need to define "homeland" so that we may develop "meaningful joint doctrine for homeland defense and for providing military assistance and support to civil authorities in the area of consequence management." The area of responsibility for our newest geographic combatant command, US Northern Command, has been delineated, but it does not contain all of what most of us would include in the "homeland," such as Hawaii and Guam. In addition, the proposed definition for "homeland security" includes threats toward "US infrastructure." Would that include our highly developed foreign bases for which we have obtained long-term leases and at which some of our families reside? Also, the proposed definition for "homeland defense" speaks to the protection of "US sovereignty," among other things. Are overseas US embassies part of our homeland? Like most of you, I do not have the answer to the question "What is our Homeland?" I sure am curious.

While we are talking about tough issues, how about the "geographic combatant command" versus the "regional combatant command" question. JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*, indicates "combatant commands typically have geographic or functional responsibilities." JP 0-2, *Unified Action Armed Forces (UNAAF)*, indicates the Unified Command Plan "delineates the general geographic area of responsibility (AOR) for geographic combatant

commanders; and specifies . . ." It seems clear to me that we all should be using the term "geographic combatant commander." "GCC" could be established as the acronym. While we are on the subject, why not designate the acronym "CCDR" for "combatant commander." Besides being unique, this acronym would neatly replace the now unauthorized acronym "CINC." Such a change would facilitate a rapid and relatively painless update to our electronic databases.

I believe we are going to see some rather sweeping proposals for changes to joint terminology in the next few months. I personally have observed some of the emerging ideas and lessons learned from Operation IRAQI FREEDOM that undoubtedly will be vetted in the near term. We must be prepared to provide honest brokerage of these new terminology proposals while ensuring that such changes really do offer some "added value."

As always, keep your powder dry and maintain situational awareness out there.



## USJFCOM JWFC JOINT PUBLICATIONS DISTRIBUTION

**DIAL-A-PUB.** USJFCOM JWFC maintains a small inventory of color Joint Publications (JPs), including the Joint Electronic Library (JEL) and Joint Force Employment Wargame CD-ROMs. The purpose of the dial-a-pub inventory is to be able to field available, printed JPs on short notice to those commands who require and request them. Note: Now only above-the-line JPs are printed after approval.

**PROCESS.** Printed copies will always lag the electronic versions, which now can be found in three locations: (1) the JEL CD-ROM, (2) the JEL on the World Wide Web at <http://www.dtic.mil/doctrine>, and (3) the JEL on SIPRNET at <http://nmcc20a.nmcc.smil.mil/dj9j7ead/doctrine/>. The JEL CD-ROM comes out twice a year and contains all approved joint publications as well as training modules and selected papers and Service publications.

### USJFCOM JWFC "Dial-a-Pub" POCs

- Mr. Gary C. Wasson, Doctrine Support Team, DSN 668-6122, Comm (757)686-6122, FAX extension 6199, or e-mail: [wassong@jwfc.jfcom.mil](mailto:wassong@jwfc.jfcom.mil).
- Mr. Dennis Fitzgerald, Doctrine Support Team, DSN 668-6124, Comm (757)686-6124, FAX extension 6199, or e-mail: [fitzgera@jwfc.jfcom.mil](mailto:fitzgera@jwfc.jfcom.mil).

When contacting the USJFCOM JWFC, please provide the following information via e-mail:

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# JOINT PUBLICATIONS DISTRIBUTION

## PART 1: PUSH

- Joint Staff determines if the joint publication will be printed or electronic only. For those that will be printed: At approximately one month prior to the expected approval date for a new or revised joint publication, an e-mail is sent from USJFCOM JWFC to the Services, combatant commands, and Joint Staff J7/JDETD POCs requesting distribution lists.
- Each POC then gathers user addresses and joint publication quantities, and provide distribution list to USJFCOM JWFC.
- USJFCOM JWFC consolidates all lists, coordinates fiscal accounting, and provides the print copy and label mailing information to the printer.
- The printer mails the joint publications. Publications are only mailed to the addresses consolidated by USJFCOM JWFC.
- Fifteen primary POCs: (1) Joint Staff J7/JDETD, (2) USJFCOM JWFC JW2102, (3) USSOUTHCOM SCJ5-PS, (4) USEUCOME CJ5-S, (5) USPACOM J383, (6) USNORTHCOM J5P, (7) USSTRATCOM J512, (8) USCENTCOM CCJ5-O, (9) USSOCOM SOOP-PJ-D, (10) USTRANSCOM TCJ5-SR, (11) US Navy N512, (12) US Army DAMO-SSP, (13) US Air Force AFDC/DJ, (14) US Marine Corps MCCDC, and (15) US Coast Guard HQ.

## PART 2: PULL

- If you don't have the joint publication you need, contact the military Service publication center assigned administrative support responsibility or look in the appendix section of the joint pub for the following addresses:

**US Army AG Publication Center SL**  
**ATTN: Joint Publications**  
**1655 Woodson Rd.**  
**St. Louis, MO 63114-6181**

**Air Force Publications Distribution Center**  
**2800 Eastern Boulevard**  
**Baltimore, MD 21220-2896**

**Commander (ATTN: USMC Publications)**  
**814 Radford Blvd Ste 20321**  
**Albany, GA 31704-0321**

**Commandant (G-OPD), US Coast Guard**  
**2100 2nd Street, SW**  
**Washington, DC 20593-0001**

**CO, Navy Inventory Control Point**  
**700 Robbins Avenue**  
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**Philadelphia, PA 19111-5099**

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**116 Lake View Parkway**  
**Suffolk, VA 23435-2697**

- If the Service publication center is unable to provide a joint publication, contact the Service or combatant command distribution POC for further information. These POCs are identified on pages 20 and 21 with a  symbol next to their name.
- If neither the Service publication center nor the distribution POC can help, USJFCOM JWFC may assist as inventory permits. "Dial-a-pub" POCs are listed on page 37.
- Contractor requests for joint publications, including the JEL CD-ROM, only will be honored if submitted through their DOD sponsor.
- Private individuals will be referred to the Government Printing Office (GPO) order and inquiry service: (202) 512-1800 which has a list of publications for sale. Not all joint pubs are printed by GPO, but they do stock the Joint Electronic Library (JEL) CD-ROM at a cost of approximately \$14.00.

## JEL

- The JEL CD-ROM is distributed like any joint publication as described above.
- The JEL on the World Wide Web can be found at <http://www.dtic.mil/doctrine> or on SIPRNET at <http://nmcc20a.nmcc.smil.mil/dj9j7ead/doctrine>. It is updated routinely and contains all approved joint publications that may be electronically downloaded (PDF format) for local distribution or read with Acrobat Reader (also available for download).

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