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CINCFOR IMPLEMENTATION OF JCS JOINT TRAINING DIRECTIVES

BY

LIEUTENANT COLONEL JACKIE W. COLLEY

DISTRIBUTION STATEMENT A: Approved for public release; distribution is unlimited.

30 MARCH 1989

U.S. ARMY WAR COLLEGE, CARLISLE BARRACKS, PA 17013-5050
The study focused on the implementation by CINCFOR of a series of joint training directives from Congress (Goldwater-Nichols Department of Defense Reorganization Act of 1986) and the Joint Chiefs of Staff (JCS). Because the full impact of these directives is still unclear, the study seeks to concentrate on two specific areas: the Joint Mission Essential Task List (JMETL) and the Joint Training Plan (JTP). The uniqueness of CINCFOR versus other CINCs clearly emphasizes the difficulty that all CINCs will have in the implementation.

(continued)
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the mechanism and the methodology for the development of JMETLs and the JTP
in the dynamic environment of DOD reorganization, changing world-wide
requirements, and force allocation and organization. The study was requested
and sponsored by FORSCOM J3.
USAWC MILITARY STUDIES PROGRAM PAPER

CINC FOR IMPLEMENTATION
OF
JCS JOINT TRAINING DIRECTIVES

INDIVIDUAL STUDY PROJECT
SPONSORED BY FORSCOM J3

by

LTC JACKIE W. COLLEY, AR

COLONEL JACK RIVES
Project Adviser

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U.S. Army War College
Carlisle Barracks, Pennsylvania 17013
30 March 1989

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ABSTRACT

AUTHOR:  JACKIE W. COLLEY, LTC, AR
TITLE:  CINCFOR IMPLEMENTATION OF JCS JOINT TRAINING DIRECTIVES
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CLASSIFICATION:  Unclassified

The study focused on the implementation by CINCFOR of a series of joint training directives from Congress (Goldwater-Nichols Department of Defense Reorganization Act of 1986) and the Joint Chiefs of Staff (JCS). Because the full impact of these directives is still unclear, the study seeks to concentrate on two specific areas: the Joint Mission Essential Task List (JMETL) and the Joint Training Plan (JTP). The uniqueness of CINCFOR versus other CINCs clearly emphasizes the difficulty that all CINCs will have in the implementation of truly joint training. The immediate challenge for CINCFOR is to develop the mechanism and the methodology for the development of JMETLs and the JTP in the dynamic environment of DOD reorganization, changing world-wide requirements, and force allocation and organization. The study was requested and sponsored by FORSCOM J3.
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BACKGROUND

To understand the FORSCOM challenge, a brief historical walkthru is necessary. Beginning with the Goldwater-Nichols Reorganization Act of 1986, responsibilities were clearly assigned to OSD, CJCS, the CINCs, and the Service Chiefs. The interpretations of these responsibilities is not a subject of this study.
but will ultimately affect the JMETL and JTF process. In November 1987, the CJCS issued directives that required the CINC's to develop both JMETLs and JTPs; however, it was not until January 1989 that a draft Memorandum of Policy (MOP) was circulated to the CINC's for concurrence. The MOP was broad in scope and did not address the mechanics of the process. FORSCOM is currently addressing the obvious issues that are associated with the complexity of being both a supporting and supported CINC as well as a contingency unified command and a designated specified command. Another problem area for FORSCOM is simply getting the process started. If METL development is to follow procedurally that which is outlined in FM 25-100 (JCS does not specify), then FORSCOM, which is the largest command in the DOD, will have in my opinion at least an eighteen month to two year struggle to implement CINC JMETL's. There is currently no JCS guidance that outlines a procedure other than a reference to FM 25-100.
CHAPTER II

JOINT TRAINING ISSUES

The issues associated with the entire process are enormous. Many of the issues discussed apply to other CINCs as well. Specifically, only eight areas are addressed in the study.

FUNDING

Ninty-five percent of joint training dollars are in the Joint Training Exercise (JTX) Program. (Exact dollar amount is classified.) There does not exist a procedure to fund JMETLs. The intent is to convert from exercise objectives to JMETLs. This change will require a process to be constructed that makes exercise objectives subordinate to the CINC JMETL. Inherent in the construction will be a complete re-look of how exercises are planned and prioritized. If the objective of JCS is to fund exercises based on how they support JMETLs, then a definite program is needed to identify those needs. FORSCOM will, in turn, have to establish the same process for FORSCOM subordinate commands in order to prioritize resources.
JMETL COORDINATION

FORSCOM cannot develop JMETLs with respect to Active Components (AC) and Reserve Components (RC) until the receipt of supported CINC JMETL's. True/False? Coordination of METLs through-out the geographic CINCs arena has to be done by JCS. Currently it is not. FORSCOM has a particular challenge with respect to Reserve Component (RC) units. RC units will not be able to quickly respond to METL changes.

EXERCISE MANIPULATION

As exercises are manipulated, as they are now, by funding constraints, availability of flying hours (MAC) and force availability, FORSCOM prioritization of METLs to its subordinate commands is also impacted. Again, the exercise objective must be clearly linked to and support a JMETL. Example: If a major deployment outside of CONUS is reduced by an overseas CINC, then the FORSCOM METL to mobilize and deploy forces would also be affected. This very simplistic example only illustrates the need for JMETL coordination.
JMETL COMPETITION

The overlap of JMETLs between CINCs will be an area of tremendous confusion. Availability of forces is the key element. With the pending reality of constrained training resources, JMETL competition for scarce resources will be vicious. If JMETLs do set the priority for funding, then FORSCOM will have the same dilemma in funding its subordinates. Will funding be based on worst case war plans, first to fight, agreements and treaties, force modernization, or a combination of the above?

FLYING HOURS

Military Airlift Command (MAC) is a major driver in exercise development and execution. The only issue here is that traditionally, flying hours are allocated against the expressed needs of an exercise. Will a METL now have the same hours identified with it?

PLANNING CYCLE

Currently JCS exercises are developed according to a five-year plan. The JMETL process will be bi-annual. If exercises are to support a CINCs JMETL then an entirely new planning cycle has to be developed. This will be further complicated by the budget process which now uses JCS exercises as a means to identify resources. This is another example of how exercise must be supportive of JMETLs.
OTHER SERVICES

The Navy, Air Force, and Marine Corps do not use the METL process within their services. Inherent with the METL process is the absolute requirement that METLs are supportive from lower to higher. Training plans must also reflect that same support. Allied forces do not use the METL process. For those commands that are combined, this will present a challenge.
CHAPTER III

JOINT FORSCOM TRAINING MISSION

To begin the process, a clear statement of the mission to be accomplished is needed. The following is a proposed FORSCOM joint training mission statement:

CINC FORSCOM MISSION.

PROVIDE A JOINT TRAINED FORCE PACKAGE ORGANIZED FOR COMBAT BASED ON SUPPORTED CINCS JMETL. FORCE PACKAGE WOULD BE PRIORITIZED FOR TRAINING BASED ON "FIRST TO FIGHT" (AS DETERMINED BY JSCP). CINCFOR WOULD BE RESPONSIBLE FOR TRAINING, TRAINING SUPERVISION OF ALL CONUS BASED FORCES TO INCLUDE AIR, SEA, GROUND, BOTH AC AND RC.

The above mission statement is not new to FORSCOM. The current land defense of CONUS and military support to civil defense plans are planned for execution in this manner. Obvious with this mission statement is the need for CINCFOR to become a unified command.
CHAPTER IV

FORSCOM JOINT STAFF FIX

To implement JCS directives, there needs to be a coordinated link between war plans and JMETL/JTF development. This link is essential at the very beginning of the process. Without coordination, no meaningful program can be developed. Within the J7 function, a proposed directorate would be titled: JOINT STRATEGIC INTEGRATION, TRAINING, AND EVALUATION DIRECTORATE (J3/I-T&E).

MISSION

The mission of the J3/I-T&E would be: TO EXECUTE JOINT AND COALITION PLANNING, PROGRAMMING, TRAINING, EXERCISE, AND EVALUATION OF THE TOTAL FORCE PACKAGE IN SUPPORT OF THE WARFIGHTING CINCS. The directorate would be joint staffed with Army (AC/RC), USAF, USN, USMC, and USCG. A TRANSCOM member would be essential. There is a need to combine the AC and RC training functions and place exercises under the training development process. The focus of this directorate would be to the future.
FUNCTIONS

Strategic and Operational. The objective would be to mesh the CINC's strategic role with the necessity to provide clear guidance to operational commanders.

Specific Functions.

a. Coordination of the CINC's battle focused JMETL.
c. Coordination of evaluation of JMETL proficiency.
d. Integration of ODT and KFUP training for the CINC.
e. Force modernization training.
f. Allocation of critical training resources based on METL priority.

USE OF JOINT WARFARE CENTER

FOKSCOM is the executive agent for direction of Joint Warfare Center (JWC) operations. The current mission of the JWC is to develop simulations to support all CINC's war plans. The JWC capability could easily be expanded to validate, simulate, and enhance the war plan-JMETL link. Its capabilities could be used to "sort out" the JMETL maze between CINCs.
J3/I-T&E STAFF RELATIONSHIP

Recognizing that war plans are the base from which JMELTs and the JTP will be developed and further recognizing that war plans are a joint staff effort (J1, J2, J3, J4, J5, J6, J8), it will be necessary for the J3/I-T&E to ensure full staff participation and input into the JMELT and JTP program. It will be necessary at the beginning of the process to get direction from the CINCFOR because of the critical nature of JMELT prioritization and the commander's guidance element of the JTP.
The Goldwater-Nichols Act of 1986 made the Chairman of the Joint Chiefs of Staff responsible for formulating policies for joint training of the Armed Services. The Chairman's goal in carrying out these responsibilities has been to enhance the warfighting capabilities of the CINCs by giving broad and general guidance intended to improve joint training. However, the general nature of the guidance has left many unresolved issues. Granted most are mechanical and can be easily overcome. What is needed, up front, is for each CINC to analyze respective war plans, and in turn, develop JMETLs. Only then can a meaningful JTP be developed that translates into a resourced annual training plan for subordinates. For CINCFOR, this process is critical. No other CINC has such a complex, dynamic, and vast command as does CINCFOR. Because CINCFOR is both a supported and supporting CINC, a specified, and in some respects a unified command, it is essential for effective peacetime training that CINCFOR take the lead on JMETL and JTP development.
CHAPTER VI

RECOMMENDATIONS

The study itself has been a recommendation. The study was briefed to the FORSCOM J3 and actions are underway to implement its findings. Portions of the study have been briefed to the FORSCOM MACOM Commanders and active input is being generated from them. The study will be the baseline by which the War Plan-JMETL-JTF link will be established. Appendix 1, "Study Brief to FORSCOM J3" is the critical element of the study. Page 38 lists detailed recommendations.
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11. AR 350-41, "Army Forces Training".

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15. FORSCOM JMETL/JTP Working Group, 27-30 Mar 89.
APPENDIX 1

CINC FOR IMPLEMENTATION OF JOINT TRAINING DIRECTIVES
FACTORS LEADING TO JTP DEVELOPMENT

GOLDWATER/NICHOLS REORGANIZATION ACT
1986

CHAIRMAN'S INITIATIVE
1987

JCS EXERCISE PROGRAM REVIEW
1988
DOD REORGANIZATION ACT
OF 1986

SECTION 153, TITLE 10, US CODE, PRESCRIBES, SUBJECT TO
THE AUTHORITY, DIRECTION, AND CONTROL OF THE PRESIDENT
AND THE SECRETARY OF DEFENSE, THAT THE CHAIRMAN, JOINT
CHIEFS OF STAFF, SHALL BE RESPONSIBLE FOR:

- FORMULATING POLICIES FOR THE JOINT TRAINING OF THE
  ARMED FORCES.

- FORMULATING POLICIES FOR COORDINATING THE MILITARY
  EDUCATION AND TRAINING OF MEMBERS OF THE ARMED
  FORCES.
RESPONSIBILITIES
(OSD)

The Assistant Secretary of Defense (Force Management and Personnel (ASD(FM&P)) is responsible for overall policy and program review of training programs for military personnel and programs for the collective training of military units.
RESPONSIBILITIES
(CJCS)

The Chairman, Joint Chiefs of Staff, is responsible for formulating policies for the joint training of the Armed Forces and for coordinating the military education and training of members of the Armed Forces.
RESPONSIBILITIES
(CINC's)

Commanders of the unified and specified
commands are responsible for conducting
sufficient joint training to ensure the
effective conduct of joint operations within
their areas of responsibility.

"SEC: 211 (b) Responsibilities of Combatant Commanders-
(2) (B) is directly responsible to the Secretary
for the preparedness of the command to carry out missions
assigned to the command....."

(2) (F) coordinating and approving those aspects
of administration and support including control of resources,
equipment, internal organization, training, and discipline
necessary to carry out missions assigned to the command;
and ........"
RESPONSIBILITIES
(SERVICE CHIEFS)

The Service Chiefs are responsible for training their forces for assignment to the CINCs. This responsibility includes:

(1) Providing resources and forces for training in support of CINC operational requirements IAW JCS Pub 0-2.

(2) Developing and preparing Service publications to support the conduct of joint training.

(3) Determining Service requirements to enhance the effectiveness of joint training.

(4) Designating an office of primary responsibility for joint training.
JCS EXERCISE PROGRAM REVIEW

- Develop a Joint Training Process that identifies Joint Training Requirements through Joint Mission Essential Task Lists (JMETLS)

- Build CINC Joint Training Plans that avoid duplication of all Joint Training conducted in CINC's AOR
JOINT MISSION ESSENTIAL TASK LIST (JMETL)

A CINC's list of key joint operational tasks considered essential for accomplishment of operational plans predicated on the missions assigned and forces apportioned by the JSCP, US alliance or treaty, or by regional initiatives.
CINC JOINT TRAINING PLAN

A plan developed and updated annually by each CINC that integrates the resources provided by the JCS, the CINCs, the Services, and Defense agencies to meet CINC joint training requirements.
JOINT TRAINING PROCESS

DG → JSCP → MISSIONS & FORCES

JMETL
1. XXXX
2. XXXX
3. XXXX
4. XXXX

JMETL
1. XXXX
2. XXXX
3. XXXX
4. XXXX

CINC JOINT TRAINING PLAN
- JOINT EXERCISES
- WAR GAMES
- SIMULATIONS
- OTHER JOINT TRAINING

ABILITY TO EXECUTE OPLAN

ASSESS PRIORITIZE
JOINT TRAINING PROGRAM SCHEDULE

FEB 89  - WORLDWIDE EXERCISE CONFERENCE
          - COORDINATE CINC INPUTS TO JTP MOP

MAR 89  - COORDINATE SERVICE PLANNER INPUTS TO JTP MOP
          - APPROVE JTP MOP
          - REQUEST CINC DEVELOPMENT OF JMETLS

JUN 89  JMETLS SUBMITTED BY GEOGRAPHIC CINCS

JUL 89  JMETLS SUBMITTED BY NON-GEOGRAPHIC CINCS

AUG-DEC 89  CINC SCHEDULING CONFERENCES

DEC 89  - CINC TRAINING PLANS DUE TO JOINT STAFF
          - 1992-93 JSCP PUBLISHED

FEB 90  WORLDWIDE EXERCISE & TRAINING CONFERENCE

MAR 90  - CINC EXERCISE SCHEDULES DUE
          - 1992-93 BASE CASE PLANS CONCEPT REVIEW

MAY 90  JCS EXERCISE PROGRAM POM SUBMITTED USING JMETLS

SEP 90  JCS EXERCISE PROGRAM BUDGET SUBMITTED
JOINT TRAINING ISSUES/OBSERVATIONS

0 95% OF JOINT TRAINING $s ARE IN JTX PROGRAM
   - REQUIRES RELOOK
   - DONE BY EXERCISE OBJECTIVES
     NOT METL

0 NO PROGRAM EXIST THAT IDENTIFIES NEEDS
   BASED ON METL
   - AT JCS LEVEL

0 FORSCOM CANNOT DEVELOP METL WITH
   RESPECT TO AC/RC UNTIL RECEIPT OF
   SUGGESTED CINC METL. T/F?
   - COORDINATION OF METL$s
   - WHAT PRIORITY DOES FORSCOM
     FOLLOW?

0 FORSCOM METL TO SUBORDINATE MSC$s IS
   ADVERSELY IMPACTED BY EXERCISE
   MANIPULATION
   - MOBILIZE
   - DEPLOY

0 OVERLAP/COMPETITION OF METL$s
   - TRANSCOM VS FORSCOM
   - FJUCOM VS CINCOM VS FORSCOM
ISSUES CON'T.

- MAC IS A MAJOR DRIVER IN EXERCISE DEVELOPMENT/EXECUTION
  - CONGRESSIONAL REDUCTION
- CURRENT 5 YEAR PLANNING CYCLE FOR EXERCISES CONFLICTS WITH BI-ANNUAL JMELT DEVELOPMENT
- OTHER SERVICES DO NOT USE METL PROCESS
- COMBINED FORCES DO NOT USE METL PROCESS
**FORSCOM PUZZLE**

**CONG. DOD & CJCS INITIATIVES**
- **PRIORITY**
- **METL COMPETITION**

**FORSCOM**

**OPLAN**

**FORCE PACKAGE**
- **JMETLs**
- **JTP DEV.**
- **JMDEPS**
  - **JTX OBJ. EVAL.**
EEI: HOW TO EVALUATE THE FORCE PACKAGE FOR THE GAINING CINC?
JOINT FORCES TRAINING PLAYERS

HQS DA
NGR
ARMY/AIR

OSD/JCS

SAC
MAC
TAC

SERV CHIEFS

UNIFIED CINC
FORCES

WAR
CINC

CORPS

CONUSAS

READINES GP's

JSARC
ARNG 54

2600+ UNITS

ARCOM/MUSARC
GOCOMS - USAR

3000 UNITS
JOINT FORSCOM TRAINING MISSION

CINC FORSCOM MISSION: PROVIDE A JOINT TRAINED FORCE PACKAGE ORGANIZED FOR COMBAT BASED ON SUPPORTED CINCs JMETL. FORCE PACKAGE WOULD BE BASED ON "FIRST TO FIGHT" (AS DETERMINED BY JSCP). CINCFOR WOULD BE RESPONSIBLE FOR TRAINING/TRAINING SUPERVISION OF ALL CONUS BASED FORCES TO INCLUDE AIR, SEA, GROUND; AC AND RC.

THIS CONCEPT IS NOT NEW. THE CURRENT LAND DEFENSE OF CONUS AND MILITARY SUPPORT TO CIVIL DEFENSE PLANS ARE PLANNED FOR EXECUTION IN THIS MANNER.
FORSCOM JOINT STAFF FIX

JOINT STRATEGIC INTEGRATION, TRAINING, & EVALUATION DIRECTORATE (J3/I-T&E)

MISSION: TO EXECUTE JOINT AND COALITION PLANNING, PROGRAMMING, TRAINING, EXERCISE, AND EVALUATION OF THE TOTAL FORCE PACKAGE IN SUPPORT OF THE WARFIGHTING CINC's.

- Joint Staffed with Army (AC/RC)
  USAF, USAFR, USN, USNR, USCG, USMC/R, & USCGR
- Transcom rep is key
- Combine AC & RC training function
- Combine Exercise & training function
- Focus to the future
FUNCTIONS: STRATEGIC & OPERATIONAL

- Coordination of CINC's battle focused METL supported by...
- Development of the joint force training plan & supporting AMDEP for each CINC
- Coordination of evaluation through designated training association headquarter/conus corps-supported by existing CONUSA HQS
- Integration of ODT and KPUP training for the CINC
- Force modernization training

Allocation of critical training resources:
- Exercise funds
- OPTEMPO
- Ammo
- NTC/JRTC rotations
- Flying hours
- Airlift
- Joint warfare cnt.
- At dates & sites
**J3/ITE Organization**

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CINC's TPFDL ET AL MUST BE FROZEN FOR 3 YR PERIOD TO GET DOD BUDGET SUBMIT IN SEQUENCE OF PLANNING LEAD TIME.

| OUTPUT > INPUT > PROCESS |
RECOMMENDATIONS--

0 FORSCOM BE DESIGNATED A UNIFIED COMMAND

0 FORSCOM CREATE A SEPERATE CORPS HQS TO INTEGRATE NON-ALIGNED RC FORCES

0 FORSCOM BE PRIMARY PLAYER IN JMETL DEVELOPMENT AND PRIORITIZATION--GET OUT FRONT

0 CREATE J3 JOINT DIRECTORATE - J3/ITE

0 AUTHORIZE - A STABLIZED TWO YEAR JMETL TRAINING BUDGET - TO BE UPDATED EVERY 18 MONTHS IAW JCS GUIDANCE.
FORSCOM SAMPLE JMETL

A. JOINT MISSION ESSENTIAL TASK: ORGANIZE, TRAIN, AND DEPLOY A DRUG INTERDICATION CONUS PACKAGE

B. MISSION CATEGORY: ESSENTIAL PEACE-TIME MISSION

C. ESSENTIAL ACTIVITY: TEST OPLANS

D. TRAINING VEHICLE: CPX/FTX etc.

E. RESOURCE PRIORITY: #1.

F. FRAMEWORK REQUIRED: PEACETIME

G. REQUIRED FREQUENCY: ANNUAL?

H. COST CONSIDERATION: PROGRAMED

I. WHEN EVALUATED: FY-89

J. FORCE PACKAGE: XXX
U.S. ARMY JOINT FORCES TRAINING ACTIVITIES

NATIONAL TRAINING CENTER: Sponsored by U.S. Forces Command (FORSCOM); located at Ft Irwin, CA; offers joint training for mechanized battalion task forces in a mid- to high-intensity scenario.

JOINT READINESS TRAINING CENTER: Sponsored by U.S. Army Training and Doctrine Command (TRADOC); HQ and deployment reception located at Little Rock, AR; training area at Ft Chaffee, AR; offers joint training for non-mechanized battalion task forces in a low- to mid-intensity conflict scenario; concept for integrating SOP being developed.

JOINT MEDICAL READINESS TRAINING CENTER: Sponsored by the U.S. Army Health Services Command; located at Ft Sam Houston, TX; offers medical readiness training for Army, Navy and Air Forces participants.

COMBAT MANEUVER TRAINING COMPLEX: Sponsored by U.S. Army, Europe (USAREUR); located at Hohenfels Training Area, FRG; will provide joint training for battalion and squadron task forces in a replicated Soviet Oppor scenario; USAREUR is studying the feasibility of establishing a training area outside of FRG for the conduct of simulation exercises and live-fire joint forces maneuver for battalion task forces.

JOINT WARFARE CENTER: Partially resourced by the U.S. Army; located at Hurlburt Field, FL; Supports exercises on station and through telenetting; trains commanders and staffs at various levels in staff procedures, command and control and combat environment decision making in the application of joint warfare.
U.S. ARMY JOINT FORCES TRAINING PROGRAMS AND ACTIVITIES

DOCTRINE: Field Manual 100-5 promulgates Airland Battle Doctrine developed by the U.S. Army Training and Doctrine Command (TRADOC); provides focus for the Total Army to win in a joint and combined operations environment worldwide.

SIMULATIONS: Joint Exercise Support System (Corps Battle Simulations) and the Battle Command Training Program; sponsored by TRADOC; provide joint training for forces' battle staffs; TRADOC is developing a concept to network different combat vehicle simulators into a simulated joint battlefield.

JOINT TRAINING AGENCIES: Center for Low-Intensity Conflict, Joint Doctrine Directorate and Joint Logistics Over the Shore Study Group; sponsored by TRADOC; develop and implement joint doctrine, tactics, techniques and procedures.

U.S. ARMY TRAINING BOARD: Established to facilitate excellence in training throughout the Army; sponsored by TRADOC; recently developed a Joint Training Branch to expand Board's expertise and experience in the doctrine, training and operations of the other Services and vice versa; pending Army joint action seeks Navy, Marine Corps and Air Force participation on the Board.