AIR UNIVERSITY

The Organization and Training of Joint Task Forces

DANIEL R. WALKER, MAJOR, USAF

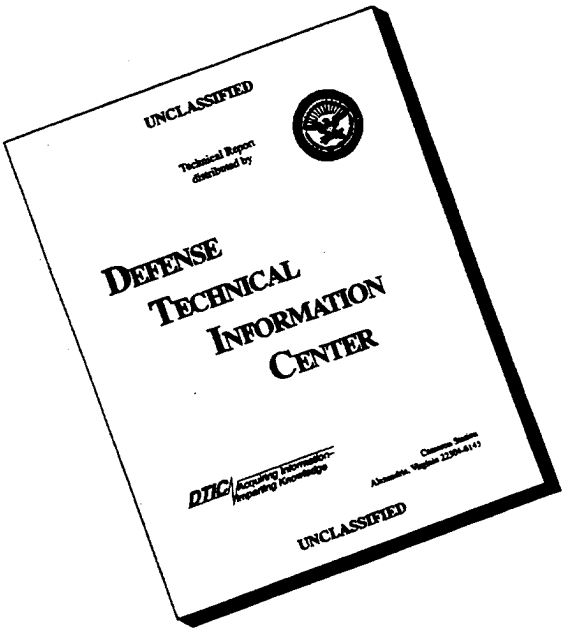
School of Advanced Airpower Studies

19960424 006

DISTRIBUTION STATEMENT A
Approved for public release;
Distribution Unlimited

DTIC QUALITY INSPECTED 1

DISCLAIMER NOTICE



THIS DOCUMENT IS BEST QUALITY AVAILABLE. THE COPY FURNISHED TO DTIC CONTAINED A SIGNIFICANT NUMBER OF PAGES WHICH DO NOT REPRODUCE LEGIBLY.

The Organization and Training of Joint Task Forces

DANIEL R. WALKER, Major, USAF
School of Advanced Airpower Studies

THESIS PRESENTED TO THE FACULTY OF THE SCHOOL OF ADVANCED AIRPOWER STUDIES, MAXWELL AIR FORCE BASE, ALABAMA, FOR COMPLETION OF GRADUATION REQUIREMENTS, ACADEMIC YEAR 1994–95.

Air University Press
Maxwell Air Force Base, Alabama

April 1996

Disclaimer

The author produced this paper in a Department of Defense school environment in the interest of academic freedom and the advancement of national defense-related concepts. The views expressed in this publication are those of the author and do not reflect the official policy or position of the Department of Defense or the United States government.

This publication has been reviewed by security and policy review authorities and is cleared for public release.

Contents

Chapter		Page
	DISCLAIMER	*ii*
	ABSTRACT	*v*
	ABOUT THE AUTHOR	*vii*
1	INTRODUCTION	1
	Thesis Purpose	2
	Thesis Significance	2
	Background	2
	Definitions and Assumptions	3
	Methodology	4
	Notes	6
2	ORGANIZATION	7
	Doctrine	7
	Experience	11
	Analysis	20
	Notes	22
3	TRAINING	25
	Doctrine	25
	Experience	27
	Analysis	32
	Notes	34
4	CONCLUSIONS AND RECOMMENDATIONS	37
	Conclusions	37
	Recommendations	38
	Future	39
	BIBLIOGRAPHY	41

Illustration

Figure		
1	Joint Task Force Organization	9

Abstract

The United States continues to challenge its military forces to provide maximum capability with minimum resources. In order to meet that challenge effectively, the US must take full advantage of the synergy provided by the unified action of joint forces. Those forces are employed in a wide variety of missions that change during development and execution. Formation of the joint task force (JTF) is one of several options to organize our military forces. This thesis examines the organization, training, doctrine, and experience of joint task forces within each of the five geographically tasked unified commands.

This thesis compares JTF operations in Somalia, Haiti, Panama, Northern Iraq, and Hawaii along with current unified command plans for organizing and training JTFs. US Atlantic Command plans are described in detail because of this command's role as a joint force integrator. This thesis notes that most commands build a JTF core from a subordinate component headquarters augmented by joint specialists from the unified command headquarters and other service component resources. Unified commands choose the core headquarters based on ability to perform the specific mission and augment from other services appropriately.

This thesis concludes that US armed forces are improving their ability to train and organize JTFs effectively. Continued improvement is required because current doctrine for training joint task forces is immature and the training programs implementing the doctrine are relatively new.

About the Author

Maj Daniel R. Walker has a BS degree from the United States Air Force Academy, a MA from Central Michigan University, a MMAS from the United States Army Command and General Staff College and is a bomber weapons officer. A recent graduate of the School of Advanced Airpower Studies, he has been assigned to the Operations Directorate, J-3, of US Atlantic Command.

Before attending the US Army Command and General Staff College, Major Walker was the B-1 Division operations officer at the US Air Force Weapons School. His previous assignments include B-52 instructor and wing staff duty at Grand Forks Air Force Base (AFB), North Dakota, and B-1 instructor and staff duty at Ellsworth AFB, South Dakota.

Chapter 1

Introduction

The decision to use military force to accomplish national objectives is not taken lightly. The national command authorities (NCA) normally consider a full range of diplomatic, economic, and informational options before deciding to put Americans in harm's way. Even after thoughtful deliberation, the consequences of the decision may be catastrophic. The April 1980 failure of US armed forces to rescue American hostages held in Tehran is one of our most vivid examples.

Upon learning of the hostages, President Jimmy Carter quickly decided a military option for resolution had to be available. Air Force Gen David C. Jones, then-chairman of the Joint Chiefs of Staff (JCS), acted as the link between the president and the military response. The chairman formed a planning cell within the JCS staff augmented by two officers from Fort Bragg.[1] The organization tasked to accomplish the mission was designed by the planning cell and designated Joint Task Force (JTF) 1-79.

JTF 1-79 planning took place wholly within the JCS staff with ultimate decisions being made by the president, the chairman, or one or two others.[2] Representatives from unified, also termed combatant, commands did not directly participate in the planning until a month after it began. The JCS rejected an existing contingency plan and chose to form an ad hoc organization hoping to achieve the desired capability in the shortest possible time and with the greatest amount of secrecy. The military mission tragically failed in the early stages of execution, killing eight participants and leaving the charred remains of US men and equipment in Iran at a site remembered as "Desert One."

The ensuing investigation revealed serious deficiencies in mission planning, command and control, and interservice interoperability.[3] The report of the JCS-directed Special Operations Review Group, chaired by Adm James L. Holloway III, eventually became part of the rationale for the 1986 Goldwater-Nichols legislation that reorganized the Department of Defense and directed greater joint service cooperation. As much as anything, our experiences at Desert One showed us how not to employ a JTF.

Since the Vietnam War, when the United States has needed to employ its military forces to support national objectives, the joint task force has been the dominant response.[4] The flexibility of a JTF, especially important with a rapidly changing world situation, makes this type of organization a logical choice for the employment of military forces. A poorly organized or trained JTF will not, however, be an effective instrument of national policy. We know the methods used in the failed hostage rescue, code-named Eagle Claw, did

not achieve the desired goal, and we have some idea what went wrong. The relevant question for our armed forces is: what will be effective?

Thesis Purpose

The purpose of this thesis is to determine the effectiveness of current efforts to organize and train JTFs of the US armed forces. The study explores the organization and training of some important JTFs since JTF 1-79 was employed in 1980. It also examines the procedures presently used by the geographic combatant commands. One geographic command, Atlantic Command (USACOM), has a special role as both a geographic command and an integrator of joint training for all commands. This thesis specifically addresses USACOM's role in this process.

This country's capability to develop and employ a JTF effectively has evolved greatly in the past 15 years. We are continuing to build and modify procedures to use JTFs as an instrument of military power to achieve national objectives. This thesis assesses the effectiveness of that effort.

Thesis Significance

Our nation continues to challenge our military forces to provide maximum capability with minimum resources. In order to meet that challenge effectively, we must take full advantage of the synergy provided by the unified action of joint forces.

We must employ those forces in a wide variety of missions that change during their development and execution. The joint task force is one of several options to organize our military forces. The following section explains the place of the JTF in US military employment.

Background

"All Service forces (with some exceptions) are assigned to combatant commands by the Secretary of Defense 'Forces for Unified Commands' memorandum."[5] The United States currently has nine combatant commands, organized on a geographic basis (for example, Atlantic Command and Pacific Command [PACOM]) or a functional basis (for example, Space Command and Transportation Command). For US military operations the NCA, consisting of the president and secretary of defense, or their authorized alternates, exercise authority to employ forces through the combatant commands.[6] The commands have several options in accomplishing an assigned mission.

Combatant commanders may directly control the conduct of military operations.[7] This option, used in Operations Desert Shield and Desert Storm,

is appropriate when the bulk of a command's resources must be focused to accomplish the mission. For smaller scale operations, a combatant commander may delegate authority to a subordinate commander. The subordinate command may be organized as a subunified command on a geographic or functional basis, in the same manner as the unified commands. Subunified commands are organized to execute broad continuing missions with significant forces of two or more services requiring a single strategic direction.[8] A joint task force is normally assigned to execute missions with more limited objective.

A JTF may be established on a geographical area or functional basis when the mission has a specific, limited objective and does not require overall centralized control of logistics. A JTF mission normally requires significant joint integration or coordination in a subordinate area. A JTF should be dissolved by the proper authority when its objectives are achieved or the JTF's existence is no longer in the best interests of the United States.[9]

Military professionals often refer to JTFs as standing or ad hoc. These terms have no basis in doctrine or official regulations, so they must be defined for our purposes. The following section contains definitions for these and several other key terms.

Definitions and Assumptions

The term *ad hoc* has two meanings its adjectival form. The *American Heritage Dictionary of the English Language*, third edition, lists them as: "1. formed for or concerned with one specific purpose" and "2. improvised and often impromptu." It is evident that latter meaning has a somewhat prejudicial slant, while the former is neutral. Although the JTFs investigated here exhibit evidence of improvisation, the condition that defines an *ad hoc JTF* in this thesis is that it is formed for one specific purpose. The specific purpose also has a defined termination.

The specific nature of the JTF pertains to the task, area, and general time frame of operation. Examples of ad hoc JTFs would be Unified Task Force (UNITAF), our force to execute Operation Restore Hope in Somalia until handing the mission to the UN and the United Nations Operations in Somalia (UNISOM) II force, and JTF 180, the nonforced entry arrival of US Forces in Haiti to execute Operation Uphold Democracy. Standing JTFs, for our purposes, are more general in nature.

A *standing JTF* is one formed for an ongoing purpose, that is normally trained and organized well prior to the time it is given a specific operational mission. Examples include JTFs formed for humanitarian relief or peacekeeping. A standing JTF may be the command and control element to perform a particular limited recurring responsibility for a combatant commander. JTF Bravo in Honduras is a Southern Command (SOUTHCOM) example of a standing JTF.

Since the JTF is a method of exercising command and control, it is important to define the terms used to describe command relationships in the US armed forces.

Combatant command (COCOM) is the nontransferable authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designing objectives, and giving authoritative direction over all aspects of military operations, joint training, and the logistics necessary to accomplish the missions assigned to the command.[10]

Operational control (OPCON) is the transferable command exercised at any echelon at or below the level of combatant command. It includes the same authority as COCOM to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designing objectives, and giving authoritative direction necessary to accomplish the mission. OPCON omits the authority to direct logistical support.[11]

Tactical control (TACON) is the command authority over assigned or attached force that is limited to the detailed and usually local direction and control of movement or maneuvers necessary to accomplish the assigned missions or tasks.[12] TACON excludes the ability to organize or direct administrative and logistic support.

A support relationship is established by a superior commander between subordinate commanders when one command should aid, protect, complement, or sustain another command. The support command relationship is intentionally somewhat vague, but very flexible.[13]

Administrative control (ADCON) is the direction or exercise of authority in respect to administration and support including control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, and discipline. It includes authority necessary to fulfill military department statutory responsibilities for administration and support. ADCON is subject to the command authority of combatant commanders and exercised by service commanders at or below the service component command.[14]

Meeting mission objectives with a well-organized and trained force contributes to a JTF's effectiveness. Regardless of the organization and training of the force, however, the mission may fail because of ill-designed objectives. These decisions are made at the strategic level and outside the scope of this thesis. This research will not examine the reasons why the JTF was formed nor the appropriateness of its assigned mission. The main focus is on the JTF staff, not the units that comprise the JTF forces.

Methodology

This thesis studies the organization and training of JTFs in each of the geographic combatant commands. Joint publications, some in draft form,

published by the Joint Chiefs of Staff contain the applicable doctrine examined. The evidentiary base for the study consists of lesson learned reports, interviews with the planning staffs of the unified commands and their subordinate component, and professional books and articles written by the participants or others. Although this thesis addresses each geographic unified command, the focus is on Central Command (CENTCOM) and Atlantic Command.

Central Command's experience in Somalia and the Atlantic Command's Haitian experience are the most recent employments of significant joint and combined task forces. Because they are our most recent experiences, they are instructive examples of what we have or have not learned over the past few years since JTFs have become a normal means of command and control. Each of these operations involved multiple JTF organizations. Also, because of their recent nature, the body of written analysis regarding them is still growing. This thesis seeks to add to that collection of inquiry. The analysis of the remaining commands, although less substantial, is a useful companion to the USACOM and CENTCOM examination because it presents the full range of our global experience.

Much information is available on the operations in the other commands, especially Just Cause in Southern Command and Proven Force in European Command. These operations provide a baseline experience for those commands. The bulk of material presented in those sections pertains to each command's current plans to operate and train JTFs. It is important to present the current state of as much of our force as possible, allowing the most comprehensive view. This thesis is organized in four chapters: Introduction, Organization, Training, and Conclusions and Recommendations.

Chapter two describes the doctrine and experiences of US armed forces for organizing a joint task force. This section explores the available doctrine for organizing a joint task force, then examines the experience of the unified commands. The experience portion examines CENTCOM and its experiences in Somalia, USACOM and its role in Haiti, SOUTHCOM's episode in Panama, PACOM's response to Hurricane Iniki and European Command's (EUCOM) operations during and after Proven Force. The chapter concludes by analyzing the experiences of the commands and the state of current doctrine.

The third chapter examines the scarce amount of current doctrine that provides guidance for training a JTF. The chapter reviews the training accomplished for the operations discussed in the previous chapter, as well as the plan each command now has for training JTFs. The bulk of information in this part of this thesis describes the training plans of USACOM. The new Unified Command Plan gives the command the responsibility of "conducting the joint training of assigned [continental United States] CONUS-based forces and staffs and . . . in coordination with other combatant commanders, identifying for the Chairman of the Joint Chiefs of Staff joint force packages for worldwide employment."[15] USACOM has developed a comprehensive training plan designed to accomplish this objective.

The final chapter summarizes the training and organization analyses and proposes recommendations. A successful JTF effectively and efficiently enables the nation to accomplish its objectives. As these objectives will differ for every operation, the measure of effectiveness also varies.

The measure of merit for determining if our armed forces are prepared to organize and train JTFs effectively is necessarily subjective. The essential criterion is the ability to integrate forces to achieve full utilization of the available forces and maximum interoperability.[16] The conclusion of the thesis is based on the author's judgment concerning the ability of the unified commands to organize and train a JTF that can integrate the correct forces toward the accomplishment of an operational mission. The opinions of military professionals involved in JTF operations are an important part of the subjective measure of merit. Their feedback via interview, after action report, and published articles is our guidepost to determine if our joint organization and training are headed in the right direction.

Notes

1. John E. Valliere, "Disaster at Desert One: Catalyst for Change," *Parameters,* Autumn 1992, 71.
2. Ibid., 73.
3. Ibid., 69.
4. Gail Nicula and John R. Ballard, "Joint Task Forces: A Bibliography," *Joint Forces Quarterly,* Autumn/Winter 1994–5, 121.
5. Joint Pub 0-2, *Unified Action Armed Forces,* Final coord. 9 May 1994, III-4.
6. Ibid., I-7.
7. Joint Pub 3-0, *Doctrine for Joint Operations*, 9 September 1993, II-13.
8. Joint Pub 0-2, IV-14, IV-22.
9. Ibid., IV-25.
10. Ibid., III-8.
11. Ibid., III-18.
12. Ibid., III-21.
13. Ibid., III-23.
14. Ibid., III-27.
15. John H. Cushman, "The New USACom: Providing the Punch," US Naval Institute *Proceedings,* May 1994, 96.
16. JCS Pub 2, *Unified Action Armed Forces,* December 1986, 1-3.

Chapter 2

Organization

Social scientists and management experts fill scores of shelves with books that attempt to classify, explain, and recommend organizational structures. The search for organizational effectiveness is summed up in one of these works:

> There is no such thing as a "good organization" in any absolute sense. Always it is relative; and an organization that is good in one context or under one criterion may be bad under another.[1]

The search for an effective JTF organization is no different. The correct organizational structure is the one that allows our forces to accomplish the mission in a particular situation.

The effective JTF makes the best possible use of the resources to achieve its objective. Success often depends on achieving unified actions.[2] This chapter discusses the available doctrine and experiences of the combatant commands to form a JTF and achieve the required unity.

Doctrine

The formation and operation of JTFs are addressed in joint doctrine. Although there is useful information in the relevant manual, Joint Publication 5-00.2, *Joint Task Force Planning Guidance and Procedures*, there is little specific guidance for the best way to organize a JTF. What is available is a fairly comprehensive list of the factors the commander should consider and the options available. The publication provides general guidance and sections on responsibilities, command and control, organization, and JTF establishment. The following section details the applicable doctrine from that publication.

Mission success and accomplishing the directed objectives are the most important factors commanders must consider when designing the organization. Beyond that, a sound organization provides for unity of effort, centralized direction, decentralized execution, common doctrine, and interoperability.[3] Unity of effort enhances the efficiency of the organization and increases effectiveness. Centralized direction allows the commander to control and coordinate the actions of the assigned forces. Decentralized execution permits subordinate commanders on the scene to execute the commander's intent as required in a developing situation. Common doctrine is the essential

language allowing the staff consistent communication. Interoperability enhances the synergy a joint force can apply when accomplishing the mission.

The joint publication lists seven factors that determine the organizational structure of a JTF:

1. responsibilities, missions and tasks assigned to the commander,
2. the nature and scope of the operations,
3. the forces (by characteristic, Service, and identity) available or to be made available,
4. geography,
5. enemy forces,
6. time available, and the
7. manner in which the commander decides to fulfill the mission.[4]

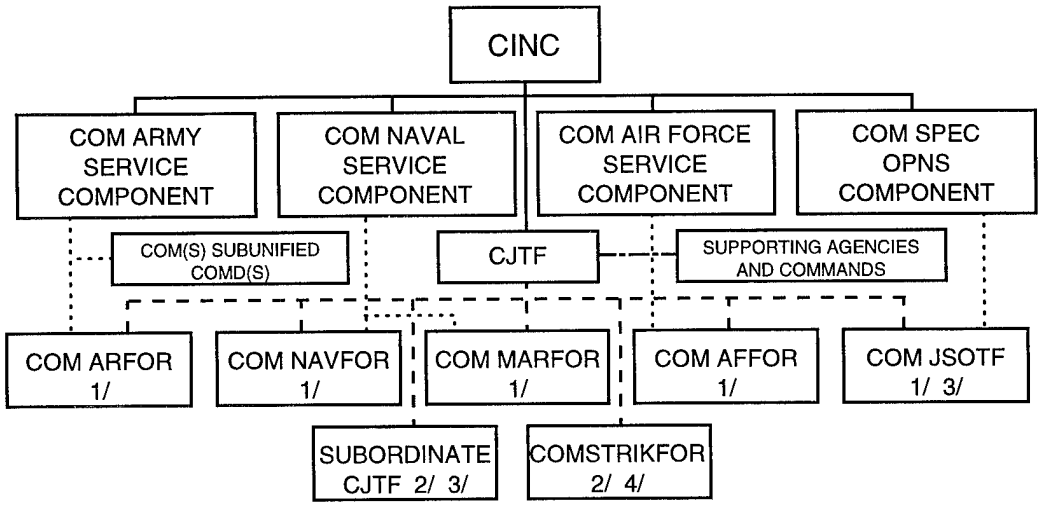
It is interesting that joint doctrine chose to take a longer way of representing the simple, easy to remember Army acronym METT-T (mission, enemy, troops, terrain and weather, and time available). The essential point in either notation is doctrine directs the commander to consider the situation at hand and tailor the organization appropriately.

JTF commanders may exercise OPCON through service component commanders or through functional component commanders (for example, joint forces special operations component commander, [JFSOCC]), if established for a particular operational purpose. The commander, joint task force (CJTF), may also command through a subordinate JTF and he may attach elements of one force to another force. In some circumstances, a commander may have a single service force, separate from the service component, that reports directly to the CJTF. A commander is also authorized to retain the direct command of a specific operational force that, because of the assigned mission and urgency, must remain immediately responsive to the commander.[5] Doctrine lists the available options for exercising control, but gives no concrete guidance or suggestion of when one form or another might be effective.

Published guidance on the organizational structure of a JTF is broad as well. A JTF structure may include forces organized along service or functional lines or a combination of both. The CJTF may command a subordinate JTF or single-service force with a specific functional or geographic mission. Figure 1 shows a JTF organized using a combination of several of the available options.

Doctrine does suggest who should command and support the subordinate components of a JTF. When both service and functional component commands are included in the organizational structure, balance of forces or command and control capabilities should be the primary factors in selecting the functional component commander. The subordinate component commands will normally receive their administrative and logistical support from the service components supporting the CJTF's superior commander or from service components within the JTF.[6]

Joint Publication 5-00.2 also comments on other common command relationships. It describes the practice of "dual hatting" component commanders (for example, AF component commander as the joint forces air component



Legend: COCOM IAW JOINT PUB O-2
OPCON IAW JOINT PUB O-2
SERVICE ADMIN/LOGISTIC SUPPORT
SUPPORTING OPERATIONS

NOTE: This figure depicts a sample JTF organization.
Expect the organization of each JTF to be unique, based primarily on the mission.

1/ As appropriate – forces from two or more services compose a JTF.
2/ Service admin/logistic support will be provided by appropriate service component.
3/ Subordinate JTF (e.g., CJTF 100)
4/ Single-service force.

Source: Joint Pub 5-00.2, *Joint Task Force Planning Guidance and Procedures*, 1991, II-6.

Figure 1. Joint Task Force Organization

commander [JFACC]) instructing commanders to consider the scope of assigned responsibilities, planned level of activity, and any augmentation requirements. The last broad guidance given on structure is that other command relationships may exist where supporting agencies and commands provide support or assistance to the CJTF or JTF subordinate forces in attached, support, or coordinating roles. The manual notes several times that Navy and Marine units acting together normally are not a joint force. The last guidance for the JTF in general is establishment procedures.

Commanders or their staffs may identify the need to form a JTF in the deliberate or crisis action planning processes of the Joint Operational Planning and Execution System (JOPES). The secretary of defense, a commander in chief (CINC) of a unified command, the commander of a subunified command, or an existing JTF can designate assigned forces as a JTF.[7]

Another brief chapter in Joint Pub 5-00.2 discusses how a typical JTF headquarters might be organized. The commander, as expected, is authorized to organize his joint staff as he considers necessary to carry out his assigned duties and responsibilities. The JTF establishing authority should ensure the JTF has the necessary personnel, facilities, and equipment. The commander requests assistance from higher headquarters (HQ) when his staff requirements

exceed his capabilities.[8] The composition, location, and facilities of the JTF HQ will influence the JTF capabilities. A JTF afloat, for instance, may have space limitations that affect the size of the staff which, in turn, may affect what the JTF accomplishes. The most concrete direction given in the joint pub pertains to the use of the force module concept to staff the JTF HQ.

A force module is defined in the publication glossary as follows:

> A grouping of combat, combat support, and combat service support forces, with or without appropriate non-unit-related personnel and supplies. The elements of force modules are linked together or uniquely identified so that they may be extracted from or adjusted as an entity in the planning and execution data bases to enhance flexibility and usefulness of the operation plan during crisis.[9]

The doctrine suggests commands should consider using a building block approach to module construction. Force modules should progress from a basic command and joint staff element, primarily manned from the superior commander's headquarters, to elements that require staff augmentation from all components.

Each JTF HQ force module may consist of up to five major elements. The command and joint staff element consists of the command section as well as the functional and special staff elements. The chapter suggests an advanced echelon (ADVON) staff precede the HQ module. Planning should include staffs for a full range of options from noncombatant evacuation operations (NEO), disaster relief, or combat operations. The next module includes augmentation detachments, such as civil affairs, psychological operations, and mortuary affairs added to enhance the JTF's capability in technical and specialized areas. Communications support, HQ support, and sustainment and security complete the suggested modules. Although the beginning of this section of the publication says only that a JTF may be organized this way, it gives no other suggestions.

Although it is not technically a doctrinal manual, and was not available at the time of the operations discussed in the rest of the thesis, the *Joint Task Force Commander's Handbook For Peace Operations* fills in many of the voids left by 5-00.2. The manual was designed by the Joint Warfighting Center as a tool for prospective JTF commanders in peace operations. The five chapters (mission, JTF organization, JTF command responsibilities, logistics support, and legal responsibilities) are filled with high-quality lessons learned from recent peace operations and helpful suggestions. This publication prevents JTF commanders from having to reinvent the wheel when executing a peace operation mission with a JTF.

Contrary to the 5-00.2 example, and in keeping with recent experience, the handbook suggests that JTF staffs are primarily formed from the staff of a subordinate component command, not the unified command headquarters.[10] It also discusses important new organizations required for effective JTF operations including the Civil-Military Operations Cell (CMOC), the Joint Visitors' Bureau (JVB), the Joint Information Bureau (JIB) and a lessons learned cell.[11] Another important section discusses the importance and

difficulty of manning a future operations cell, an organization not found in many subordinate component headquarters.[12]

Available joint doctrine regarding JTF organization is broad and generic. Prospective commanders have a wide range of options, but little specific guidance to help design an effective organization from scratch. The following section describes what organizations US forces have implemented to meet the challenges of JTF operations in training and real-world operations.

Experience

Analysis of the actual experience of various unified commands in the employment of joint task forces will reveal how the broad guidance of joint doctrine is translated into reality by responsible commanders and staff officers. The following sections describe the formation of JTFs in recent operations and the methods currently used for JTF formation in the geographic unified commands.

Central Command—Somalia

The most prominent characteristic of the task forces during relief operations in Somalia is the number of different organizations. From August 1992 until March 1995, US forces were involved in four separate US-led and organized task forces. We also participated, in a number of forms, as components of other organizations. Specific US-led organizations were JTF Provide Relief, Unified Task Force, JTF Somalia, and JTF United Shield. These organizations generally acted under the umbrella of United Nations organizations United Nations Operations in Somalia and UNOSOM II. The operations evolved from a humanitarian mission, to a humanitarian mission with a limited use of military force, to a peacemaking operation, and finally to a protected withdrawal.

UNOSOM was established by UN Security Council Resolution (UNSCR) 751 in April 1992 to monitor a March cease-fire agreement between clan factions fighting for control of the Somali region and to provide humanitarian relief for the horrendous starvation present in the area.[13] The first UN troops, a battalion of 50 Pakistani soldiers arrived in August. These unarmed troops were effectively powerless in countering the looting and fighting that interfered with food distribution.[14] These observers made no noticeable difference; and, by July, the UN requested increased food supply airlift support from several member nations.

Responding to that request, President Bush ordered US forces to execute Operation Provide Relief. Its mission was to provide military assistance in support of emergency humanitarian relief to Kenya and Somalia.[15] Central Command responded by sending a 34-man joint, multispecialty, Humanitarian Assistance Survey Team (HAST) to Kenya.[16] This team became the headquarters for JTF Provide Relief. The team was manned by Headquarters

CENTCOM personnel and was commanded by Brig Gen Frank Libutti, US Marine Corps, the CENTCOM inspector general (IG). The use of the IG, a position with highly discretionary and flexible duties, for a commander of an ad hoc organization is common in that command.[17] The total force eventually grew to approximately 700 people, primarily from the Air Mobility Command (AMC) and the 463 Airlift Wing. The force also included a detachment from the First Marine Expeditionary Force (I MEF), the Agency for International Development (AID), US Army Special Forces, and support from five foreign air forces. The operation delivered a daily average of 20 sorties and 150 metric tons of supplies until December, when it was redesignated JTF Mombassa and placed under the command of JTF Somalia.[18]

The decision to use the HAST to execute this mission was the result of an on-going planning process conducted at CENTCOM since 1989. The impetus for the planning was the lengthy search for the party of US Congressman Leland, which was lost en route to a refugee camp in Kenya. After the experience, CENTCOM planners discovered a need for the capability to deploy a commander and a survey team quickly in an unfamiliar environment.[19] As a result they developed a standing plan for conducting humanitarian assistance in an austere environment using a HAST. Exercise CATEX 92-1, involving I MEF, exercised this capability with the AID and the State Department Office of Foreign Disaster Assistance. Mission analysts at CENTCOM decided this organization could best handle the president's tasking for Operation Provide Relief.

The security situation in country grew worse; and by the fall, public opinion and conviction led President Bush to call for a more active US role in delivering aid.[20] Operation Restore Hope followed from 9 December 1992 to 4 May 1993, ending with transition to UNOSOM II. Its mission was to

> conduct military operations in central Somalia to secure the major air and sea ports, key installations and food distribution points to provide open and free passage of relief supplies, provide security for convoys and relief organization operations and to assist UN/Non-governmental Organizations in providing humanitarian relief under UN auspices. Upon establishing a secure environment for uninterrupted relief organizations, USCINCCENT terminates and transfers relief operations to U.N. peacekeeping forces.[21]

The US formed and led a multinational force, UNITAF, under terms of UN Resolution 794 to accomplish this mission, which, because of the probable requirement to use force, was authorized under chapter VII of the UN charter. UNITAF eventually involved 21 coalition nations and more than 38,000 troops including 28,000 Americans.

CENTCOM made a logical choice in providing the JTF core for this operation. The unified command decision process asked a simple question. What subordinate force headquarters is best capable of handling this mission? I MEF had recently practiced this kind of operation and already had elements in place supporting Provide Relief. In addition, I MEF has traditionally been aligned with the CENTCOM AOR. Once CENTCOM chose the command element, the bulk of the organization task fell to the MEF.[22]

The Marines had several sources to use as starting points to develop their JTF, but no close fit. The staff table of organization (T/O) used in CATEX 92 and MEFEX 92-2 gave the command a rough idea of what augmentation they would require. The MEF also maintains an Alert Contingency Force (ACF) T/O. The ACF is the unit's rapid crisis response team with command, ground, air, and support elements. This T/O provided a planning base and comprised the first elements to be deployed.[23]

After 9 December 1992, Operation Restore Hope terminated and a US-led task force was no longer controlling operations in Somalia. In accordance with the mission statement, UNITAF transferred control to UNOSOM II, a UN controlled peace enforcement and humanitarian relief operation. UNSCR 814 set the tone for a decidedly different operation—peacemaking. Transfer to UNOSOM II left a 1,200 soldier Quick Reaction Force (QRF) and 3,000 US personnel for the UN Logistics Support Command.[24] US forces were commanded by commander, US Forces Somalia (USFORSOM), with a command and control structure and staff derived from the army component of UNITAF, the 10th Mountain Division. The commander of USFORSOM was the deputy commander of UNOSOM II.

The UN mission included rehabilitating the political institutions and economy of Somalia, accomplished, in part, by a highly ambitious plan to disarm the various tribes. This part of the operation was less than successful for a host of reasons whose analysis is beyond the scope of this thesis. It suffices to say the organization, capabilities, and mission of the UNISOM II force combined in tragedy when 24 Pakistani soldiers were killed in ambush on 5 June 1993. Lacking sufficient forces to conduct frequent patrols in Mogadishu, UNOSOM II was unable to enforce peace in the area. After the Pakistani troops were killed, the UN Security Council called for the punishment of those responsible. This UNOSOM II mission, not a US-led JTF, resulted in the unsuccessful and costly raid to capture Aideed on 5 June 1993.

Shortly after the 18 US soldiers were killed in the operation, the US NCA decided to reinforce the US forces in country and complete withdrawal of US forces by 31 March 1994. This decision led to the establishment of another organization, JTF Somalia. The objectives passed to CENTCOM were to protect US troops; keep US bases open; and secure, where necessary, essential US and UN lines of communication (LOC). CENTCOM added the task of planning, and preparing to support, the withdrawal of US forces.[25]

Commander in chief, central Europe (CINCCENT) had a number of reasonable choices to provide the nucleus of JTF Somalia, including forces in theater, the Aviation Brigade from the 10th Mountain Division, or the USFORSOM organization. He chose to use 10th Mountain Division, whose headquarters elements were in garrison at Fort Drum, New York. The goal was to provide a headquarters that could plan for unilateral action to protect US forces and act in concert with coalition forces. JTF Somalia assumed the QRF mission for USFORSOM, provided an offshore QRF capability and provided armed aerial reconnaissance.[26]

JTF Somalia had a three-part mission. They were ordered to protect US troops and bases; keep open, and secure where necessary, essential US and UN lines of communication; and plan and prepare to support the withdrawal of US forces in Somalia.[27] CENTCOM retained OPCON of the JTF and USFORSOM exercised TACON of JTF Somalia, much as it had over the QRF. The JTF, in turn, exercised TACON on order of the Marine Expeditionary Units (MEU) and the Naval task force located offshore.

The JTF commander was a US Army major general, assigned to Army Headquarters, and his deputy was a USMC brigadier general. The 144-person headquarters was 80 percent Army, 10 percent Marine with the remainder split between Air Force, Navy, and special operations forces.[28] There was no template for the organization, only the best estimate of the same division officers who had served under USFORSOM. JTF planners did not consult I MEF, which had been the core headquarters during UNITAF.[29] The one concrete piece of advice by Joint Pub 5-00.2, modular JTF, was not followed in Restore Hope prompting a Joint Uniform Lessons Learned (JULLS) entry suggesting this capability.[30] As the command identified pieces of the JTF headquarters to deploy, each element thought its mission most important and lobbied to arrive as soon as possible. There was no prepared plan to orderly identify and deploy modules in priority order.

By the time US forces were called upon to act in the region again, during operation United Shield in early 1995, the pattern of forming a JTF had become routine. This operation, the protection of withdrawing UN forces, was planned at CENTCOM. The unified command staff decided the mission was primarily amphibious in nature and the Marines should lead this operation. The CENTCOM Marine component, MARCENT, chose Lieutenant General Zinni to command the operation, based on his experience with the area. The CJTF formed the JTF around one of his units, the 13th Marine Expeditionary Unit. He further augmented his staff with special operating forces and planners from the School of Amphibious Warfare (SAW).[31]

Organization of the various JTFs that supported operations in Somalia did not appear to follow any predetermined plan.

Much of the dysfunction was caused by the changing mission and circumstances, nearly all of which were beyond the control of the JTF or even the DOD. In many cases flexibility of the organizational structure and chains of command made operations possible with the competing needs of various participants in the operation, especially the nongovernmental organizations (NGO). CENTCOM formed a number of new organizations to interface and operate with the many relief organizations. At CENTCOM headquarters the Plans and Policy Directorate formed a Coalition Working Group (CWG) to coordinate coalition issues and track international participation. In the field the JTF formed a civil military operations center (CMOC) to coordinate the activities of the various relief operations.[32] Because the Restore Hope planned to turn operations over to the UN, CENTCOM provided planners to the UN to assist in the transition.

Perhaps because the long-term goal, as the US saw it, was to turn operations over to the UN, there was a lack of capability to do long-term joint planning. Neither I MEF nor the 10th Mountain Division normally has a separate long-term planning directorate. The JTF headquarters T/O used by the MEF does now have a J-5 planning cell, but it is small and consists only of marine and army planners. Because the UN planning capabilities are woefully inadequate to address military operations in the long term, and component headquarters do not maintain a long-term planning organization, it is imperative that US armed forces maintain an organization somewhere to perform that function.

Atlantic Command—Haiti

Organizational planning for Operation Uphold Democracy was similar in several ways to Somalia operations, but the earlier experience greatly enhanced the process. When the JCS alerted Atlantic Command to plan for possible operations in Haiti, the J-5 division formed an operational planning group to begin preparing.[33] The special planning group's efforts eventually led to the formation of two JTFs to accomplish UN-authorized objectives in Haiti. The pace of events in Haiti gave military planners time to investigate several options.

A series of juntas and elections, both fraudulent and legitimate, determined a succession of governments in Haiti beginning in 1986. This period of chaos followed the 28-year reign of Francois ("Papa Doc") and his successor son Jean-Claude ("Baby Doc") Duvalier. The younger Duvalier fled, with US assistance, after a series of political uprisings that could not be suppressed by his private military force, the Tontons Macoutes. In eventual free elections in 1990, Jean-Betrand Aristide was elected in a landslide. He was unseated in September of 1991 in a coup. Lieutenant General Cedras, commander in chief of the army, took over as head of a junta that included the army chief of staff and the chief of police. In 1993 Cedras reneged on an earlier UN/Organization of American States (OAS)-sponsored agreement, the Governor's Island accord. This agreement prepared the way for Aristide's return from exile and a reinstatement of democratic rule.

In October 1993 Haitian army-backed toughs turned away the USS *Harlan County*, which carried 200 US troops with a mission to improve the professionalism of army and police through training. In July 1994, after months of UN-sponsored embargoes and massive emigration, the UN passes UNSCR 940 which allows for the "application of all necessary means" to restore democracy to Haiti.[34]

The USACOM special planning group began its preparation months earlier with a search for applicable contingency plans. Since nothing fit especially well, the group proceeded with deliberate planning for a new course of action. After partially completing the design, the command identified the Army as the lead service, based on the tasks required. Once the lead component was identified, USACOM tasked its Army component, Forces Command, to

designate a commander. The XVIII Airborne Corps (ABC) commander was designated CJTF and elected to use his corps staff as the core of the JTF headquarters.[35] The XVIII ABC, the country's most experienced and largest contingency headquarters, did little to modify its staff. As the staff continued preparations, it requested and received augmentation and liaison officers from the units and services assigned to USACOM. This organization, JTF 180, was not the only JTF involved in the operation.

During its work at USACOM, the special planning group realized many of the required tasks involved in the proposed operation were nation-building activities. USACOM felt that some of these tasks would be accomplished better by non-DOD agencies. Compartmentalized security procedures early in the planning process prevented the discussions with no more than a few people within DOD and virtually no one outside national security channels. An alternate plan, using less sensitive courses of action, assumptions, and capabilities, was developed, fully integrating other required agencies and nations. This alternate plan was executed by JTF 190, an organization formed around the 10th Mountain Division.[36]

The transition from division staff to a JTF was much smoother for the Haiti Uphold Democracy compared to Restore Hope. For Operations in Haiti, USACOM presented the division with a notional JTF from their personnel plans section.[37] With the experience of Somalia, a clearly defined mission and a good review of previous lessons learned, the division found USACOM's proposed JTF manning to be a 90 percent match with their requirements.[38] USACOM filled the billets requested by the division with augmentees from the USACOM staff, with a few billets coming from other units in the command. The division continued to refine its operations plan using its integral staff with USACOM augmentation.

Part of the augmentation offered by USACOM was from an organization then called Deployable JTF 140C (DJTF 140C). DJTF 140C is a multiservice, multispecialty team of approximately 30 people from the USACOM Headquarters staff, who provide joint and specialized expertise to component staffs. Since USACOM had manned two JTFs for Operation Restore Hope, some billets were effectively dual tasked. During execution some DJTF 140C augmentees were deployed with JTF 180, but JTF 190 was not augmented by these planning resources.

USACOM Joint Training Directorate deployed a team of officers with JTF 190 essentially to collect information on JTF operations. These officers provided joint expertise to the JTF, even though that was not their intended purpose. The 10th Mountain Division G-3 believed these officers were planning augmentation provided to his staff by the unified command.[39] The 10th was overall very pleased with the assistance they received from these augmentees.

Based partly on this experience, USACOM now packages its exportable expertise as the deployable JTF augmentation cell (DJTFAC). The DJTFAC consists of two parts—an operational planning team (OPT) and a joint training team (JTT). The OPT is a planning package of about 14 joint

planners designed to bridge the gap between the planning process at the unified command and the more detailed plans executed by the JTF. The JTT is a team of 20–30 joint training directorate personnel and subject matter experts, whose purpose is to assist the JTF in implementing joint operations for his operation.[40]

USACOM's approach to manning a JTF for Operation Uphold Democracy was straightforward. The joint planning staff at the command headquarters conducted deliberate or crisis planning until mission analysis revealed a clear picture of what service should command the JTF. That service, in turn, determined a commander who chose the nucleus of his staff. Not surprisingly, he chose to use the staff from his own unit. This method of organizing a JTF will inevitably give the JTF a bias toward that service's method of conducting operations. That bias, to the extent it may be counterproductive, can be reduced or eliminated by a properly built DJTFAC and other augmentation. The augmentation provides the JTF staff with additional expertise and flexibility to perform a variety of tasks. It is imperative that the augmentation contains the capabilities not normally found in the subordinate commands, such as long-term planning.

European Command—Proven Force

US European Command (EUCOM) has had extensive experience with JTFs in the past few years. Its experience has caused it to advocate a method of operations very similar to USACOM's—a JTF built on a core from a lead component, reinforced by a team of officers from the EUCOM staff providing the JTF commander with the joint and specialized expertise in areas not routinely available.[41] One of its earlier experiences with a JTF was during the Gulf War.

JTF Proven Force began as a small plan to do a short-term, Air Force only, operation to support the war from Turkey.[42] Since the Air Force was the predominant unit, a USAF major general was the JTF commander. The core of the JTF staff came from the EUCOM staff, not the Air Force component headquarters. The commander realized his component was not equipped to integrate the Army Patriot, special operations forces, psychological operations specialists, and a Joint Information Bureau. By building his JTF staff from these specialists and EUCOM planners, he was able to get his operation running.[43] In other operations, the command found that this total ad hoc team was not the best solution. In many operations, such as the NEOs in Liberia, Zaire, and Sierra Leone; humanitarian assistance in Iraq and Angola; and crisis action planning for the former Yugoslavia, the joint interface occurs at lower levels.[44] The more responsive organization, because of standing relationships and procedures, is the component headquarters.

As with the other commands, EUCOM has found that a vital part of the augmentation comes from the Plans Directorate with long-range planning and political-military affairs. The command finds that unified command headquarters staffs play a vital role in manning the joint operations center,

where familiarity keeps the interface between the JTF and EUCOM smooth. Communications, public affairs, and joint operations planning and execution systems specialists are normally slices of experience needed by the core headquarters, regardless of service.[45] Hard to find or difficult to duplicate functions are best employed from the command headquarters.

Although EUCOM officers claim their approach to staffing JTFs is different, it is much the same as the other regional commanders: situation monitoring and mission analysis at the command, designate a commander from the dominant service, then augment his staff to provide whatever experience and expertise he lacks for that operation. [46] It appears, however, that if there are ground forces of any consequence, the air component, even if preponderant, is not equipped to be the core of the JTF. In these cases the JTF core must come from the headquarters or other component. This situation is not unique to EUCOM, as a similar situation occurred in JTF Provide Relief.

Southern Command—Just Cause

Southern Command (SOUTHCOM) is another unified command that supported military operations with multiple command structures. Operation Just Cause, the US action to create a safe, stable environment in Panama, ensure the integrity of the canal, and bring Manuel Noriega to justice, involved several JTF organizations formed by SOUTHCOM. [47] The two primary organizations, both JTFs, were formed using a subordinate component headquarters as the core. JTF Panama was formed with a theater army component, US Army South (USARSO), as its core. JTF South, the organization eventually responsible for combat operations in Just Cause, was formed around the XVIII ABC.

When stability and the safety of Americans in Panama became questionable, SOUTHCOM began planning for contingencies ranging from protecting American lives and property to offensive operations to defeat the Panamanian Defense Force (PDF).[48] SOUTHCOM planners, carrying over parts of older contingency plans, planned to use a JTF to provide command and control to units conducting operations in the area. The command activated JTF Panama to perform the task. The small staff, based on a manning document of 80 to 120 positions, was almost totally manned by USARSO personnel. The heavily army-oriented staff believed they had OPCON of all units presently stationed or positioned in Panama. After an April 1988 engagement between the JTF and PDF forces, the JTF commander discovered that he did not have OPCON of some of the involved Marines or special operations forces in the theater.[49] This theater Army JTF had other problems as well.

USARSO was well manned and structured for its normal peacetime duties, but perhaps not in the best position to run a full-scale military intervention. Aware of this shortcoming, SOUTHCOM had hoped to bolster USARSO with capabilities from the XVIII ABC.[50] Heavily tasked for other contingencies, the

ABC was not always able to supply USARSO with planning help. As a result, the staff was filled by officers rotating in and out from many different organizations in the Army. The lack of continuity ended when responsibility for the operation changed.

When SOUTHCOM had a change of command, planning made a change of direction. Prior to assuming command, General Thurman studied the situation and decided the XVIII ABC would take charge of the planning and execution of any serious operation in Panama. JTF South was also a largely Army organization. Air Force and Navy units were represented in the operation mostly by forces already in theater. The bulk of the early mission analysis and planning for JTF South was accomplished by officers who were graduates of the School of Advanced Military Studies (SAMS), training that gave the staff a common frame of reference and discourse.[51] Although JTF South succeeded JTF Panama for Just Cause, JTF Panama remains a part of SOUTHCOM's operation today.

SOUTHCOM chose to keep JTF Panama, now essentially a standing JTF, along with JTF Bravo to perform command and control functions for the command's missions. The command keeps USARSO as the core of JTF Panama and rotates permanent change of station (PCS) and temporary duty (TDY) billets to man the JTF Bravo mission in Honduras. As was the case for Just Cause, SOUTHCOM expects to form a JTF around a capable contingency corps, or use its two standing JTFs, augmented by DJTFACs or other joint force packages if required for future operations.[52]

Pacific Command—Hurricane Iniki

When Hurricane Iniki struck the island of Kauai in September 1992, the scope of the devastation and capabilities of local forces moved the DOD to act. Commander in Chief, Pacific Command (CINCPAC) chose to transition his largest local ground component, US Army Pacific (USARPAC), to a JTF headquarters. USARPAC was ill-prepared for and surprised by this tasking.[53] Liaison officers from the other components augmented the staff to provide advice on component issues and operations. The staff converted its normal functions to the JTF task, expanding the operational staff from in theater personnel in a very unplanned fashion. For example, the JTF formed a Joint Movement and Control Center and supply management center using the deputy chief of staff for logistics (DCSLOG) area. Although the choice of headquarters and the level of preparation may differ, the Iniki response is consistent with Pacific Command's planned method of organizing a JTF.

PACOM maintains three basic JTF cores for planning purposes: Seventh Fleet or III MEF for a primarily maritime effort, I Corps for a primarily land operation, and JTF 510 for a short notice special forces response.[54] The PACOM staff does preliminary planning and deploys a 25–30 person DJTFAC. Like its counterpart in other commands, the DJTFAC is multi-service, multispecialty, and focuses on expertise not normally available in the component staffs. PACOM normally tries to man the DJTFAC with personnel

not from the core headquarters service to increase the joint knowledge. The DJTFAC is 80 percent manned by PACOM personnel, with the rest coming from subordinate command headquarters. Augmentation is always based on the desires of the CJTF, however.[55]

The command prefers to organize the JTF along service, vice functional, lines. The main reason for the preference is its similarity to the routine peacetime chain of command. The PACOM staff considers the land component commander an added and unfamiliar extra leg in the hierarchy. The JFACC is dual hatted with the service component commander with the preponderance of assets or command, control, and communications facilities. Like CENTCOM and USACOM, the structure normally includes a subordinate joint special operations task force (JOSTF) and a joint psychological operations task force.

Analysis

Although joint operations are not new to the US military, the joint task force as a method of applying military power is a contemporary technique. As with any new endeavor, growth and evolution will be a part of the maturing process as we seek the best way to use the new process. Joint doctrine and the experiences of the unified commands show that we have learned from our experiences and are beginning to come to consensus on an effective method of organizing a JTF.

Doctrine

The available doctrine for JTF organization lays out many options, but gives little help to the commander looking for the best method to organize for a particular task. One US Army publication called Joint Pub 5-00.2 "generic to a fault."[56] Doctrine should be an expression of what should be done, not merely a little-constrained set of parameters. One joint publication that comes closer to serving as adequate doctrine is the *JTF Commander's Handbook for Peace Operations*. It addresses what should be done based on existing available options and previous experience.

Another role of doctrine is to provide a common frame of reference and terminology. Joint Pub 5-00.2 still needs improvement in this area as well. Some of the terms and definitions listed in the glossary are noted as not standardized within DOD and are only applicable in the context of that document.[57] This sort of "nonstandard" standardization is not helpful toward a common understanding and more efficient planning.

Some of the guidance contained in the doctrine manuals appears to be justification of parochial service positions. Twenty-five percent of Joint Pub 5-00.2's section on command and control is devoted to making the special point that the purpose of Marine tactical air forces is to support the Marine Air-Ground Task Force (MAGTF) ground element.[58] Marine air is a vital and

integral part of the MAGTF, but it seems superfluous to emphasize the point in a joint doctrine manual. The joint force commander, in the exercise of OPCON, still has the authority to control, redirect, and assign missions from MAGTF air resources if required for higher priority missions.

The available guidance significantly details the various joint centers, offices, and boards that a JTF might establish to coordinate logistics and operational efforts. The publication presents basic information on Joint Operations Centers, Joint Target Coordination Boards, and many logistic organizations. One major capability that is not mentioned is space support information. We have many space assets available to assist the CJTF in a variety of tasks and Space Command makes support teams available during many operations. As comprehensive as the manual is in other disciplines, more direction should be included on the integration of space operations early in the formation and planning of a JTF. Many capabilities, perhaps unknown to many operators, are best exploited if planned into the operation early.

Joint Pub 5-00.2 does a credible job presenting the many options a JTF has for organization. It does lack needed specific guidance on the various applicability of available options. It is especially lacking in guidance on the procedures required to successfully organize a JTF functionally using air, land, and/or maritime component commanders. For this reason, much of what the combatant commands use for guidance in forming JTFs is based on experience, not doctrine.

Experience

Every time the US forms a JTF, the participants get more proficient, provided they note and apply the lessons of past experiences. Through the process of forming and employing many JTFs in exercises and operations, a norm has emerged. US unified commands now plan to organize a JTF around a core component headquarters and augment the core as the mission requires. This method offers two advantages: flexibility and competency.

Nearly every JTF is different, although they share some similarities. The ability to add capabilities to a JTF staff is crucial to maintaining capabilities in an era of declining DOD resources. Subordinate component headquarters are manned and equipped to perform their primary missions. The planning, intelligence, logistics, and command and control capabilities required to perform in larger scale joint or combined task forces are normally beyond their capacity. Manning and equipping these commands, or forming a permanent command to accomplish these tasks is beyond the capability of our budget. The logical compromise is to augment the core headquarters as required from its higher headquarters and the forces under their command. The outside augmentation also increases the competency of the JTF.

The subordinate headquarters are very competent at their primary job, which is by definition, service specific. Outside augmentation by an experienced group of subject experts increases the competency and effectiveness of the headquarters as a joint unit. Personnel that will best meet

the needs of the JTF will be experts in their service or specialty and adept at joint planning. Preferably they will have experience with the unit they are augmenting. Some areas that address these issues are not considered consistently across the commands.

The future plans and policy division (J-5) is not normally present in a major subordinate command such as a marine MEF or an army division. Since this is a vital element of the planning process, most unified command augmentation plans included manning for a J-5 division. The size of the division was usually small (less than 12 people) and normally, but not always, included representation from all services. In several plans the documents specifically requested that the army personnel be SAMS graduates.[59] No such requirement was placed on augmentees from the Marine Corps or Air Force, each of which educates officers in a similar advanced school.

One potential component core is unique in the size of its G-3 plans section, an organization that performs the same functions as a J-5. The XVIII ABC staff is larger than the other corps in most areas, including G-3 plans. Size alone does not, however, fulfill the requirement for an effective J-5 organization. The diversity of experience that a truly joint augmentation package provides is indispensable in providing a comprehensive mission analysis.

A JTF that reduces the amount of friction in its staff will be more effective. A capable component staff, augmented with joint specialists in the required fields of expertise, will function best if the augmentees can integrate into the core headquarters in a seamless fashion. The best way to achieve that seamless coupling is by familiarity and training. The next chapter discusses the JTF training pursued by our unified commands.

Notes

1. W. Ross Ashby, "Principles of the Self Organizing System," in *Modern Systems Research for the Behavioral Scientist,* ed. Walter Buckley (Chicago: Adeline, 1968),108–18; quoted in W. Richard Scott, *Organizations: Rational, Natural and Open Systems*, 3d edition (Englewood Cliffs, N.J.: Prentice Hall, 1992), 342.
2. Joint Pub 0-2,*Unified Action Armed Forces,* final coord., 9 May 1994, I-9.
3. Joint Pub 5-00.2, *Joint Task Force Planning Guidance and Procedures*, September 1991, II-8.
4. Ibid., II-9.
5. Ibid., II-10.
6. Ibid.
7. Joint Pub 0-2, IV-24.
8. Joint Pub 5-00.2, IV-1.
9. Ibid., GL-1.
10. Joint Warfighting Center, "Joint Task Force Commander's Handbook for Peace Operations," final draft, 15 November 1994, 15.
11. Ibid., 18.
12. Ibid.
13. Leslie L. Ratliff, "Joint Task Force Somolia, A Case Study," (Student Paper, Naval War College, 1995), 2.

14. Center for Army Lessons Learned, "Operation Restore Hope Lessons Learned Report" (US Army Training and Doctrine Command, May 1993), 2.

15. Kenneth Allard, *Somolia Operations: Lessons Learned* (Washington, D.C.: National Defense University Press, 1995), 14.

16. Joint Universal Lessons Learned System, JULLS no. 30252-54853, "Summary - JTF Provide Relief," 3 March 1995.

17. Col Larry Franks, USCENTCOM J-1, telephone interview with author, 17 April 1995.

18. JULLS no. 30252-54853.

19. Joseph P. Hoar, "Mission to Somolia: A CINC's Perspective," *Joint Force Quarterly,* Autumn 1993, 56.

20. Robert C. Oakley, "An Envoy's Perspective," *Joint Force Quarterly,* Autumn 1993, 45.

21. JULLS no. 40266-19543.

22. Lt Col Scotty Barrett, USCENTCOM J-1, telephone interview with author, 17 May 1995.

23. Katherine A. W. McGrady, "The Joint Task Force in Operation Restore Hope" (Center for Naval Analyses, March 1994), 102.

24. Allard, 18.

25. Ratcliff, 7.

26. Ibid., 8.

27. Ibid., 7.

28. USCENTCOM J-1 Manning Document, "JTF Somalia Hqs Staff Element," 15 October 1993.

29. Col Tom Miller, 10th Mountain Division G3, interview with author, 12 May 1995.

30. JULLS is a subset of a computerized search and retrieval system used to extract relevant lessons from a large database of existing knowledge acquired during previous operations and exercises. The entire system, called the Joint Center for Lessons Learned, is managed by the Joint Staff J-7 Evaluation and Analysis Division. The JULLS data are extracted from unit after-action reports and lessons learned for exercises and actual operations. (AFSC Pub 1, *The Joint Staff Officer's Guide 1993,* 5-40). Allard, 42.

31. Lt Col Roland Teso, CENTCOM J-5, telephone interview with author, 21 April 1995.

32. Waldo D. Freeman, Robert B. Lambert, and Jason D. Mims, "Operation Restore Hope: A US CENTCOM Perspective," *Military Review,* September 1993, 70.

33. Miller interview.

34. Center for Army Lessons Learned, "Operation Uphold Democracy: Initial Impressions" (US Army Training and Doctrine Command, December 1994), xvi.

35. Lt Col Ed Donnelly, USACOM J-5, interview with author, Norfolk, Va., 13 March 1995.

36. Col John Langdon, USACOM J-5, telephone interview with author, 15 May 1995.

37. Maj Bob Walden, USACOM J-1, telephone interview with author, 16 May 1995.

38. Miller interview.

39. Ibid.

40. Langdon interview.

41. Robert D. Chelberg, Jack W. Ellertson, and David H. Shelley, "EUCOM—At the Center of the Vortex," *Field Artillery,* October 1993, 13.

42. John G. Roos, "Joint Task Forces: Mix 'n' Match Solutions to Crisis Response," *Armed Forces Journal International,* January 1993, 37.

43. James P. McCarthy, "Commanding Joint and Coalition Operations," *Naval War College Review,* Winter 1993, 17.

44. Chelberg, 13.

45. Ibid., 14.

46. Ibid.

47. Briefing slides, 1994 Joint Operations Symposium, "Why Joint Task Forces," in *Standing Up a Joint Task Force,* 12–13 July 1994.

48. Lawrence A. Yates, "Joint Task Force Panama: Just Cause—Before and After," *Military Review,* October 1991, 60.

49. Ibid., 62.

50. Thomas Donnelly, Margaret Roth, and Caleb Baker, *Operation Just Cause: The Storming of Panama* (New York: Lexington Books, 1991), 19.

51. Ibid., 399.

52. Briefing slides, 1994 Joint Operations Symposium, "SOUTHCOM-Joint Task Force(s)," 12–13 July 1994.

53. Center for Army Lessons Learned, "Interoperability Topic: ARFOR Transition," *CALL Newsletter*, October 1993, I-4.

54. Briefing slides, 1994 Joint Operations Symposium, "Standing Up a Combined Joint Task Force," in *Standing Up a Joint Task Force,* 12–13 July 1994.

55. Lt Col Stuart Hamilton, PACOM J-38, telephone interview by author, 24 May 1995.

56. Center for Army Lessons Learned, "Interoperability Topic: Doctrine," *CALL Newsletter*, October 1993, I-5.

57. Joint Pub 5-00.2, *Joint Task Force Planning Guidance and Procedures*, 1991, GL-7.

58. Ibid., II-7.

59. JTF Somalia Headquarters Staff Element, and IMEF Manning Document, "Joint Humanitarian Table of Organization," 27 October 1993.

Chapter 3

Training

The training of a JTF, like its organization, is the responsibility of the JTF commander.[1] Because commanders, missions, and situations are so varied, the wide latitude enjoyed by a commander is beneficial. But, given the time-sensitive nature of an ad hoc JTF, there is a definite limit to the amount of effective training a newly formed JTF can accomplish before the beginning of operations. Many pieces of the organization are essentially as trained as they will get when the JTF is formed. Clearly, the effectiveness of a JTF is affected by training that takes place before its activation. A number of approaches to joint training exist, though none has been consistently used in preparation for prior operations. In fact, the discussion of how to train a JTF effectively continues today. The following chapter examines the major approaches to JTF headquarters training.

There are three approaches to training the JTF staff, which are differentiated by the group intended to form the core of the organization. The focus can be on the headquarters personnel from the combatant command, the subordinate headquarters of one of the components of that command, or on the entire group of individuals eligible for posting to an ad hoc JTF.[2] The first two strategies have been implemented by different unified commands. The last approach, an expansion of Joint Professional Military Education and the Joint Specialty Officer program, is being examined by the Joint Staff.

Doctrine

Formal joint doctrine for JTF training is virtually nonexistent. The only reference to training is found in Joint Pub 0-2 and echoed in Joint Pub 5-00.2: "JTF commanders are also responsible to the establishing commander for the conduct of joint training of the assigned forces."[3] USACOM is addressing this deficiency with the first in a series of training documents that support the training and operations of all joint task forces.

The Joint Task Force Headquarters Mission Training Plan (JTF HQ MTP) is the first document in the series. Its purpose is to provide a descriptive, performance-oriented training guide to assist leaders in training their units.[4] USACOM published the first draft of the guide in late 1994; it was therefore, not available prior to any of the JTF operations discussed in this paper. The

JTF HQ MTP is a training document designed to assist JTF commanders in planning, conducting, and assessing JTF training and operations.

The main portion of the MTP contains the tasks, conditions, and standards for JTF command and staff elements. These tasks are derived from the Universal Joint Task List (UJTL) produced by the Joint Chiefs of Staff. The MTP begins with the UJTL tasks, reorganizes them in a sequential fashion to parallel the life cycle of a JTF, and expands them into the separate tasks performed by JTF components and the JTF commander and his staff. The resulting chapter contains a list of tasks for the six major duties of a JTF: forming the headquarters and the various joint boards, centers, and offices; crisis action planning; preparation and deployment; employment; transition; and preparation and redeployment. The comprehensive list enables a commander to design training objectives after analyzing his mission and its essential tasks. The remaining chapters provide additional guidance for training a JTF headquarters.

The smaller chapters of the manual organize the tasks and provide guidance for training plans, exercises, and assessments. The task-matrix organization portion depicts the relationship between missions and tasks, and what command or staff element should be responsible for them. The training plans chapter provides a common basis for planning and conducting joint training. The resulting coordinated plans improve component interoperability and enable the development of realistic, relevant, and attainable joint training objectives.[5] The MTP exercises section provides detailed information on command post, field, and simulator-driven exercise procedures. A helpful portion of this section gives an overview of the various simulations available to a commander for training his staff and forces. The final chapter of the MTP describes methods for collecting feedback from the exercise and using it to make adjustments in resources, personnel, and training methods to refine the JTF training program.

A coordinated method of training JTFs will provide consistent expertise throughout the armed forces. The Joint Staff and the Joint Warfighting Center are working with the unified commands to provide this product. This first draft of the JTF HQ MTP is being evaluated by the Operational Plans and Interoperability Directorate (J-7) of the Joint Staff, in the hopes of providing a common product in the near future. The MTP is very similar to the Army Training and Evaluation Program (ARTEP) series of manuals. Officers in the Joint Staff and in several unified commands reported their plans were based on ARTEP procedures because the army maintained the best training program structure available in the DOD.[6]

A doctrinal foundation provides a common language for all JTF participants. A common language is a key factor in reducing the inevitable friction that occurs when a JTF is formed and employed. But doctrine is only the first part of the necessary preparation for effectively employing JTFs. The participant must also share common methods and some common experience. Joint training develops those common attributes required for effective JTF

employment. The following section discusses the joint training programs planned and used by the geographic unified commands.

Experience

In one sense, specific training for JTF operations is somewhat new. Prior to passage of the Goldwater-Nichols act in 1986, the thrust of unified and joint operations was on deployment and achieving jointness through unified effort at the strategic level.[7] For years, commanders of the unified commands have routinely participated in joint and combined training exercises such as Team Spirit, Reforger, and Roving Sands. In these scenarios, however, the organization for command and control was not a joint task force. Emphasis on JTFs and how to train them has been on the rise since Operation Just Cause.[8]

The move to train JTFs formally has been steady and perhaps slow. Most of the training for the operations described below is more properly termed rehearsal. Rehearsal for JTF operations did not begin until the JTF was identified and a mission assigned. In the following sections, the paper examines the relevant training for previous operations and the unified command plans for continuing training of JTFs.

Central Command

JTF training for Operation Restore Hope was practically nonexistent. As previously mentioned, CENTCOM had tested the plan that formed the basis of the operation in an earlier command post exercise. That exercise centered around I MEF, as did the operation; but joint participation was minimal. During the actual operation, the MEF was augmented by CENTCOM and liaison from the army, but the lack of prior training led to inefficient planning and confused deployment schedules.[9] Beyond the fact that JTF training was lacking, joint training of any kind was minimal for the augmentees. Almost all augmentees were filler personnel assigned to fill a requirement based solely on operational specialty and grade, not necessarily tailored for the joint billet responsibilities they were expected to perform.[10] These officers were largely unprepared to assume responsibilities for planning and executing a major joint operation.[11] Operations later, during UNISOM II, also suffered from training problems, but they stemmed from command relationships.

Organizational lines of command and control caused problems with rehearsal-type training for forces assigned to JTF Somalia in late 1993 and 1994. Significant portions of the forces assigned to JTF Somalia were TACON or On Order, TACON, to the CJTF. This command relationship did not allow the commander to include these forces into a joint training plan. In practice, via informal cooperation, all units cooperated to participate in joint training exercises.[12] The command relationship made the process more cumbersome, but not impossible. The informal coordination contributed to the eventual success of operations.

Officers that had formal training in joint operations during professional military education were instrumental in orchestrating these procedures. The Center for Army Lessons Learned (CALL) noted that US Army instruction in their Training and Doctrine Command (TRADOC) schools was beneficial for officers assigned to Operation Restore Hope.[13] Senior officers involved in the operation also credited leader training in formal schools with giving useful general training in joint operations that allowed the ad hoc JTF staffs to complete their mission.[14] The minimal training was sufficient to operate, but not efficiently.

Atlantic Command

Planning for Operation Uphold Democracy in Haiti was the first major employment of an ad hoc JTF for USACOM. The comprehensive joint training exercise programs now in place were not available to forces and staffs prior to the operation's beginning. There was much joint rehearsal training and unit training consisting of standard mission essential task list (METL) tasks as well as assistance from USACOM's Joint Training and Doctrine Division.[15] USACOM provided personnel to augment and train the XVIII ABC and 10th Mountain Division staffs as they transitioned to JTFs. The training was especially beneficial for the 10th Mountain Division because their small staff was relatively inexperienced in serving as the JTF core for a major operation. The USACOM personnel provided invaluable joint and JTF-specific expertise making the transition to JTF 190 far more effective than the division's earlier experience as JTF Somalia.[16] In their continuing role as a joint training integrator, USACOM is working to improve the doctrinal foundations for JTF training, and they are developing a comprehensive JTF training program.

The USACOM joint task force training program is three-tiered, with service operational/tactical training, joint tactical training, and joint operational training.[17] Its mission is to "provide military forces where needed throughout the world, and to ensure those forces are integrated and trained as joint forces capable of carrying out their assigned tasks."[18] The goal of the program is to provide combat-ready forces to the combatant commanders.

Tier 1 is service component training. This part of the program focuses on the tactical and operational levels of war and is employed by the service component forces. The services train using their individual doctrine, tactics, techniques, procedures, and standards. USACOM captures key events of this training in the command's integrated training plan to preserve their integrity.[19]

Tier 2 is joint field training. This level is designed to improve joint capabilities at the tactical level of war. USACOM sees this training as a value-added package to training that has traditionally been accomplished by the components. The exercise is centered on component advanced field training exercises and the execution authority remains with the components.[20] USACOM looks for additional opportunities for joint training by coordinating the training opportunities and requirements of the separate

components. The unified command specifies the joint mission essential tasks and provides specialized support such as communications and World Wide Military Command and Control System (WWMCCS) operators.[21]

The third tier of the command's training program is the most comprehensive and the biggest addition to DOD's previous training system. This three-phase portion trains the JTF commander and his staff at the operational level of war.[22] The commanders of the participating components select training objectives based on their needs with guidance from USACOM and the JCS. The phases begin with academic training, then move sequentially through the life cycle of a JTF operation.

Phase I, academic training seminars, provides the instruction on the doctrinal and policy parameters of JTF employment and practical advice on how to employ the JTF. The CJTF is the trainer for the entire program, supported by the USACOM joint training team. The executive and action officer seminars are presented at the component home station in three subphases. An initial three-day period directed at commanders and principal staff officers focuses on team building and joint doctrine; and joint tactics, techniques, and procedures (JTTP). The second subphase, which follows about one month later, is one day of seminars devoted to planning tasks. This subphase immediately precedes the OPORD development exercise phase. The last subphase immediately precedes the OPORD execution exercise. This last day of academic seminars covers the academics for execution tasks.[23] The command has developed several dozen academic training modules for use by the component training audiences. Nine subjects comprise the core, leaving the remainder as electives for the commanders to chose as required by their situation.

Phase II, OPORD development exercise, is focused on staff planning and application of joint doctrine and JTTP. The JTF planning staff assembles for the academic training subphase and begins six days of crisis action planning using a real-world scenario adapted to the commander's requirements. During this phase, the CJTF and components develop plans including time-phased force deployment data (TPFDD). Observer/trainer (O/T) groups train and provide feedback to the commander and staff while a senior observer mentors the training audience.[24]

The capstone of the training program is Phase III of Tier 3, the OPORD execution exercise. After the last day of academics, the entire JTF participates in 24-hour operations for six more days. The exercise uses real command, control, communications, computer, and intelligence (C^4I) methods and equipment in a simulation-driven scenario using a representative opposing force.[25] Like in Phase II, O/T groups and senior observers provide mentoring, instruction, and feedback. This comprehensive, flexible training program provides forces properly trained to standards in service METs and JMETs, staffs capable of planning and directing joint operations, and joint forces ready to meet the needs of the CINCs.

The first cycle of the training program, Unified Endeavor-95 was completed in April 1995. The exercise was a development effort to implement Tier 3

training. III Corps was the JTF core for the Southwest Asia scenario that used real-world threat and terrain data bases in the simulation-driven exercise. USACOM plans two exercises a year starting in fiscal year 1996, rotating the core units between II MEF, Eighth Air Force, XVIII ABC, and Second Fleet. In the future, the command hopes to export this training beyond the CONUS forces.

European Command

EUCOM began JTF operations in this decade in 1990 with a noncombatant evacuation in Liberia. JTF Proven Force followed shortly during the Gulf War. Before these operations, the command had no real plans to train for joint and combined task force operations, and the urgency of these missions left no time for rehearsal operations of any consequence. Soon after these experiences, EUCOM realized the growing importance of the JTF as an operational unit and began to institutionalize the JTF planning and training process.[26]

EUCOM's JTF training is based on the battle-focused tenets found in the Army TRADOC manuals. The command has developed a seven-task JMETL from their deliberate and contingency plans. Mastery of these tasks enables the command to execute the missions they will receive from the NCA. To achieve proficiency in the tasks, EUCOM has designed five joint training activities.

The exercises prepare potential JTF staff members at all levels to operate in a variety of contingencies. Symposia are scheduled every one to two years and are designed to provide guidance to prospective to senior officers from all services. Seminar wargames, such as 48 Hours, focus on crisis planning procedures and special joint functions. They are scheduled yearly. The command also plans computer-assisted exercises every year to develop full dimensional operations with limited resources. Joint Warrior is staff officer training designed to practice JTF headquarters stand up procedures and provide special function orientation to the training audience. EUCOM plans to put about 60 officers through this program twice per year. The command also has plans to use existing JCS and component exercise opportunities to provide JTF training on a semiannual basis.27 Based on these new training opportunities and previous experiences, EUCOM has learned a few lessons.

By and large officers, detailed from the components to augment the JTF, will have little formal joint education. Fewer still will have experience in combined operations. There is a crucial need, senior staff officers have noted, for military professionals to know the capabilities of their own services as well as their sister services. Equally important is the need to know the capabilities of non-DOD agencies and potential coalition partners. In addition to increasing this knowledge through the command's training program, EUCOM hopes to make their officers more politically and culturally astute so they can fully understand the implications of JTF actions.

Southern Command

Operation Just Cause benefited to a significant extent from a series of joint exercises led by the XVIII Airborne Corps and directed toward possible operations in the SOUTHCOM area of responsibility. The Sand Eagle series of exercises were composite force exercises involving Twelfth Air Force, XVIII ABC, and Special Operations Command forces. By 1989, months prior to Just Cause, the exercise included forming a JTF from the components involved, exercising SOF, joint targeting and movement procedures, and refining communications procedures.[28] In conjunction with Sand Flea and Purple Storms exercises, XVIII ABC developed several improvements to the JTF procedures.

This training underlined the requirement for JTF staffs to be well versed in the capabilities of their service as well as the capabilities of the other components. Since the series of exercises spanned several years, those involved noted the transitory nature of joint expertise. If the joint expertise is only gained by participating in exercises with the involved organizations, the expertise is lost when new personnel rotate in on assignment. The exercises also demonstrated the ability of a corps to function as a JTF staff, but for a limited time and at a cost to the component capability to perform other tasks.[29] When the possibility of using military forces in Panama increased, so did the training.

With no formal training plan, after the formation of JTF Panama, rehearsal-type training began on an ad hoc basis. The CJTF directed his staff to schedule a major joint training event every two weeks. He further mandated that other opportunities to combine the training schedules of two or more services not be overlooked. After a while, the staff anticipated the commander's intent and the staff from the separate services met to formally align their schedules.[30] This training greatly reduced the friction involved with joint operations with the participating units. Without formal arrangements command-wide, however, integration with SOF and other components was less than desirable.

Pacific Command

Like the other unified commands, PACOM is new to the task of training for JTF employment. Just prior to the command's response to Hurricane Iniki in 1992, CINCPAC directed a streamlined concept of operations for employing contingency JTFs. No programs were in place to practice for the kind of operations the command employed in support of the natural disaster relief effort. Since that episode, PACOM has developed a two-phase training program to prepare its components to serve as JTF headquarters.[31]

Phase I of the training program, called Tempest Express, emphasizes the link between formal schoolhouse training and operational experience. The five-day program, taught by the PACOM staff, is aimed at the JTF staff formed around one of the component headquarters augmented by the DJTFAC. It consists of two days of briefing covering doctrine and procedural

lessons learned and a three-day JTF staff training command post exercise. The command plans the training within three months of Phase II.[32]

The second phase of the program is a JTF field exercise. PACOM's current plans include exercises Tandem Thrust, Tempo Brave, and Cobra Gold. The command rotates the component core for these exercises, attempting to give its three contingency JTF component cores a major JTF field exercise every year. Like USACOM and EUCOM, PACOM bases the objective for these exercises on their JMETL derived from their standing plans. The command is attempting to sharpen the focus of their subordinate commands through these exercises. The exercises are designed to allow the components to investigate ways to modify and improve their day-to-day operations in a way that facilitates their transition to a JTF headquarters when required.

Analysis

The effectively trained JTF is able to access the right forces and use their full potential as joint team. The organization can accomplish this when its members know the capabilities of the possible assigned forces and have practiced employing them.

Practice through exercise will increase a JTF's ability to take advantage of the synergy that joint employment can imbue and reduce the inevitable friction that occurs when trying to employ different organization. Our training doctrine and experience show the unified commands are trying to produce effectively trained JTFs.

Doctrine

JTF training can be quite complex. Commanders must take units with different capabilities and train them to do various tasks in several enivironments. Doctrine handles this complex situation by leaving training decisions to the judgment commander. A commander is normally in the best position to judge what resources he has, what his mission is, and how to connect the two. Doctrinal guidance simply charging him with the responsibility to train his joint forces is probably thinner than it needs to be.

The information contained in the JTF HQ MTP is sufficient for the purposes of a common training doctrine. It provides a common lexicon and a common basis for identifying the tasks, conditions, and standards most likely required to successfully employ a JTF. When all unified commands agree that it can serve their needs, it will provide a common baseline for JTF training. This baseline should not be overly restrictive. Component commanders would still need great latitude on how to train their forces, but the general training tools and procedures could probably be standardized. The standardization enables easier transition, both during personnel assignment changes and when portions of different commands need to function together. Joint doctrine

must cover many possibilities, some impossible to anticipate. The Joint Staff must ensure that standardization does not replace flexibility.

Experience

The services have the responsibility to organize, train, and equip their assigned forces. Their ability to coordinate and execute training with joint forces is constrained because they generally control no joint forces. That leaves the commanders of the unified commands, who are charged with ensuring "the preparedness of their commands to execute assigned missions" to accomplish the required training. XVIII ABC for example, with its continuing use as the basis of a JTF HQ, exercises its capabilities in that role yearly.[33] After employing JTFs with limited or no training for awhile, the majority of the geographic unified commands have settled on a common method of training.

USACOM, PACOM, and EUCOM train a slice of their command headquarters, with selected service component augmentees, to provide the joint expertise to a component command. These commands give the individuals chosen for such duty training and planning/execution training with the service components they may serve with in actual operations. An important aspect of the training is its comprehensive nature. It takes professionals from different organizations and allows them to experience all phases involved in the planning and execution of JTF operations. This common experience promotes team building and familiarity which will reduce friction in actual operations.

CENTCOM and SOUTHCOM share a different situation. The other three commands have significant forces assigned with COCOM. CENTCOM and SOUTHCOM do not, although they have habitual relationships with some forces, and use these relationships for training; these commands do not have training programs or plans for JTF training as comprehensive as the others. CENTCOM is tentatively scheduled for USACOM's training program in Unified Endeavor 97-1. SOUTHCOM is not presently scheduled for this training.[34] SOUTHCOM's system of standing JTFs helps to solidify procedures among that element, but there appears to be little experience integrating with other augmentation if required.

USACOM's ability to provide adequate training to the other geographic commands is a matter of concern to the other geographic commands. Staff officers in these commands question USACOM's ability to tailor a training package to another area of responsibility. USACOM addresses that concern by tailoring the training based on the requests and expertise of the other command. The tasks are evolving and are based on the universal list developed by the Joint Staff.

Senior officers in several commands have noted that augmentees assigned from the components have had little joint training. One of the ways to improve that situation is to ensure that quality joint training is accomplished in the service-specific professional military schools. One senior planner noted

this type of training received by members of his staff made a significant difference. He credited that training with sustaining successful operations when specific guidance was lacking.[35]

Some have suggested that the best way to train a joint force would be to modify the existing service components headquarters to act, routinely and almost exclusively, as a JTF.[36] There are two arguments against this idea. The first, voiced by today's corps commanders, is this routine double-hatting would be too complex for one man and his staff to handle.[37] The second argument challenges the adaptability of such training. One of the values of augmenting a component headquarters with a team of professionally trained joint experts is the opportunity for flexibility and an outside perspective. A permanent JTF headquarters would take its own personality, establish habit patterns and biases and might tend to resist ideas and insights from outside organizations. Further, the resources used to man and equip such an organization would not be readily available to another unit should the need arise.

Notes

1. Joint Pub 0-2, *Unified Action Armed Forces*, final coord., 9 May 1994, 3–27.
2. Nicholas P. Grant, "Joint Task Force Staffs: Seeking A Mark on the Wall" (Student paper, Naval War College, 1993), 11.
3. Joint Pub 0-2, IV-25.
4. USACOM J-7, "Joint Task Force Headquarters Mission Training Plan," first draft, 15 October 1994, *i*.
5. Ibid., 3-1.
6. Lt Col Dave Nichols, USACOM J-7, interview with author, Norfolk, Va., 15 March 1995.
7. James R. Helmly, "Future U.S. Military Strategy: The Need for a Standing Joint Task Force" (Study project, US Army War College, 1991), 12.
8. Grant, 10.
9. Center for Army Lessons Learned, "Operation Restore Hope Lessons Learned Report" (US Army Training and Doctrine Command, May 1993), 11.
10. Ibid., IV-1.
11. Ibid., IV-4.
12. Leslie L. Ratliff, "Joint Task Force Somalia, A Case Study" (Student paper, Naval War College, 1995), 22.
13. Operation Restore Hope, Lessons Learned, IV-10.
14. Col Tom Miller, 10th Mountain Division G-3, telephone interview with author, 12 May 1995.
15. Lt Col Ed Donnely, USACOM J-5, interview with author, Norfolk, Va., 13 March 1995.
16. Miller interview.
17. USACOM J-72 Briefing, "Subject: Joint Task Force Training Program," 1995, 4.
18. Ibid., 2.
19. Ibid., 32.
20. Ibid., 33.
21. Ibid.
22. Ibid., 5.
23. Ibid., 16.
24. Ibid., 19.
25. Ibid., 21.

26. John G. Roos, "Joint Task Forces: Mix 'n' Match Solutions to Crisis Response," *Armed Forces Journal International,* January 1993, 34.

27. Robert D. Chelberg, Jack W. Ellertson, and David H. Shelley, "EUCOM—At the Center of the Vortex," *Field Artillery,* October 1993, 15.

28. Michael L. Henchen, "Establishment of a Permanent Joint Task Force Headquarters: An Analysis of Sourcing a Command and Control Structure Capable of Executing Forced Entry Contingency Operations" (MMAS thesis, US Army Command and General Staff College, 1993), 35.

29. Ibid., 30.

30. Lawrence A. Yates, "Joint Task Force Panama: Just Cause—Before and After," *Military Review,* October 1991, 63.

31. Briefing Slides, 1994 Joint Operations Symposium, "Standing Up a Combined Joint Task Force," in *Standing Up a Joint Task Force,* 12–13 July 1994.

32. Lt Col Stuart Hamilton, PACOM J-38, telephone interview with author, 30 May 1995.

33. Miller interview.

34. USACOM J-72 Briefing, 25.

35. Miller interview.

36. John H. Cushman, "Make It Joint Force XXI," *Military Review,* March–April 1995, 4–9.

37. Ibid., 6.

Chapter 4

Conclusions and Recommendations

The US armed forces are effectively beginning organizing and training JTFs. By using a component headquarters as a core and augmenting them with a flexible package of joint subject matter experts, commanders are able to achieve full use of component capabilities and unity of effort. By achieving unity of effort, JTFs maximize the synergy of joint capabilities.

Preparation must, however, continue to improve. Although the armed forces are beginning to address the issues of joint doctrine and training, several iterations of doctrinal manuals and major JTF training exercises are required before a fully effective system is in place.

Conclusions

Joint doctrine for organizing JTFs lacks specificity, but gives a comprehensive survey of the options available to a commander. JCS publications such as the *JTF Commander's Handbook for Peace Operations* provide prospective JTF staffs valuable guidance and advice for organizing and employing JTFs. The task of joint doctrine is to provide a common frame of reference for professionals trying to employ forces via a JTF. The JTF HQ MTP and handbooks mentioned above will help achieve that goal. There are eight publications in the JTF MTP series that are planned, but not yet produced.

Options for organizing a JTF vary from a standing JTF, permanently manned and equipped, to a totally improvised ad hoc organization put together in a short time, using readily available resources and hastily deployed to meet a contingency. The standing JTF, when properly organized for a mission, is not likely to be effective for other uses. This type of specialization is not feasible with any sort of fiscal constraint. The JTF formed at the moment of need is certainly flexible but is unlikely to be effective because internal friction will be so high that the staff will not be able to use its available capabilities. The combination of a standing component with joint augmentation provides the most workable compromise between the uniformity of a standing organization and the creativity and flexibility of an ad hoc team.

JTF training is most effective when it builds a team with the core staff and added expertise from a DJTFAC or other augmentees. The EUCOM, PACOM,

and USACOM exercise programs succeed in this task. Joint augmentees bring a fresh perspective to JTF operations, but their credibility with the core staff will not be high unless they have the experience of working together successfully. Habitual training with core components and identified augmentees with specialized skills provides that experience.

Beyond augmentation from the other services, JTFs have become better prepared to integrate the work of NGOs and other entities into the JTF structure and training. Organizations such as the CMOC are vital to achieving mission objectives in humanitarian relief operations. The Joint Visitors Bureau is also an important resource, given the impact of press coverage on our strategic position.

One outside entity that we have yet to integrate successfully into the JTF structure is the UN, but not for lack of trying. The UN ability to lead a coalition force has been poor. The UN military organization has improved greatly since the beginning of UNISOM II, partly due to our assistance. The capability of this organization should interest us greatly because of our propensity to conclude participation by handing operations over to the UN. Until the United Nations military command and control structure is effective, we can expect to be asked, as we were in Somalia, to reengage in some form after we have accomplished our original objective. Irrespective of UN participation, it is clear that a coalition of some form will continue to be the basis for most actions involving US armed forces. Our JTF planning and training with other nations is still in its infancy.

Recommendations

The plans and policy portion (J-5) of a JTF is not normally manned from the core component headquarters. Many of our latest JTF missions have been operations other than war with long-term resolutions. It is imperative that we examine the eventual desired end state of any operation we enter, not just the short-term end state where we hand the operation over to another entity such as the UN. Some commands plan to man the J-5 organization with few resources, not necessarily from all services. In view of the strategic importance of a long-term plan, JTFs should man this section earlier with full joint representation.

No JTF organizations examined had a requirement for Space Command participation. Space assets have abilities that are not widely known or understood outside of their specialized community. Space support teams are normally made available to support an operation after deployment or late in the planning stage. In order to take full advantage of space assets, JTF commanders should actively seek liaison with Space Command early in the planning process.

Beginning with Eagle Claw and as late as Operation Uphold Democracy in Haiti, after action reports have noted the difficulties encountered because of

compartmentalized security procedures during planning. No reports reviewed have commented on ill effects of security breeches or a more liberal secrecy policy. Commanders at high levels should strongly weigh the need for compartmentalization and its negative impact on planning coordination and eventual effectiveness.

Future

If past trends are an indication of future operations, the employment of JTFs will become more prevalent. It does not seem prudent for the component's headquarters to sacrifice its core ability to exercise command of its assigned units. It does seem wise, however, to consider those changes in organization and training that will better support the transition to JTF operations, while still maintaining core service competency.

It may seem that joint operations require permanent joint organizations, perhaps in the model of the Canadian Defense Force. But the separate status of our services provides our government with an important tool—advocacy. Each of our services is extremely good in its own competencies. By refining and advocating their talents, the individual services can provide a wider range of feasible options when applying military power. Effective eventual options normally include joint operations, but perhaps with a different emphasis on the distribution of effort. Commanders, at all levels, can evaluate all ideas presented, and choose the plan most responsive to a situation. So by looking at a problem from different perspectives, then merging various capabilities, joint forces can be the most effective.

This thesis has focused on the joint aspects of US armed forces operations. It is likely that we will continue to operate as part of a coalition. Future study on the organization and training of combined task forces will add to the development of our effectiveness.

Joint task force operations have become a way of life for US military forces. This synergistic combination of our immense capabilities offers the greatest chance for success. Unless we properly organize and train to take advantage of our capabilities, we will be overcome by the friction of trying to operate together. We are on the right track in our preparations, we must now stay the course by continuing to develop JTF doctrine and provide for enhanced training opportunities.

Bibliography

Books

Allard, Kenneth. *Somalia Operations: Lessons Learned.* Washington, D.C.: National Defense University Press, 1995.

Beaumont, Roger A. *Joint Military Operations—A Short History.* Westport, Conn.: Greenwood Press, 1993.

Donnelly, Thomas, Margaret Roth, and Caleb Baker. *Operation Just Cause: The Storming of Panama.* New York: Lexington Books, 1991.

Pfeffer, Jeffrey, and Gerald R. Salancik. *The External Control of Organizations: A Resource Dependence Perspective.* New York: Harper and Row, Publishers, 1978.

Scott, W. Richard. *Organizations: Rational, Natural and Open Systems.* 3d edition. Englewood Cliffs, N.J.: Prentice Hall, 1992.

Joint Warfighting Center. "Joint Task Force Commander's Handbook for Peace Operations." Final draft. 15 November 1994.

Government Publications

Joint Pub 0-2. *Unified Action Armed Forces.* Final coord. Washington, D.C.: Government Printing Office (GPO), 1994.

Joint Pub 3-0. *Doctrine for Joint Operations.* Washington, D.C.: GPO, 1993.

Joint Pub 5-00.2. *Joint Task Force Planning Guidance and Procedures.* Washington, D.C.: GPO, 1991.

Interviews

Anziloni, Lieutenant Colonel. JCS J-7. Telephone interview with author. March 1995.

Aurentz, Lt Col Woody. USACOM J-7. Telephone interview with author. 12 May 1995.

Barrett, Lt Col Scotty. CENTCOM J-1. Telephone interview with author. 17 May 1995.

Donnell, Lieutenant Colonel. G-3 I MEF. Telephone interview with author. Norfolk, Va., 15 May 1995.

Donnely, Lt Col Ed. USACOM J-5. Interview with author. 13 March 1995.

Franks, Col Larry. CENTCOM J-1. Telephone interview with author. 17 April 1995.

Hamilton, Lt Col Stuart. PACOM J-38. Telephone interview with author. 24 May 1995.

Langdon, Col John. USACOM J-5. Telephone interview with author. 15 May 1995.

Miller, Col Tom. 10th Mountain Division G3. Telephone interview with author. 12 May 1995.

Mulholland, Maj Chris. USACOM J-35. Interview with author, Norfolk, Va., 14 March 1995.

Nichols, Lt Col Dave. USACOM J-7. Interview with author, Norfolk, Va., 15 March 1995.

Teso, Lt Col Roland. CENTCOM J-5 Africa. Telephone interview with author. 21 April 1995.

Walden, Maj Bob. USACOM J-1. Telephone interview with author. 16 May 1995.

Yarborough, Lieutenant Colonel. USACOM J-35. Telephone interview with author. Norfolk, Va.

Periodicals

Chelberg, Robert D., Jack W. Ellertson, and David H. Shelley. "EUCOM—at the Center of the Vortex." *Field Artillery,* October 1993, 12–16.

Cushman, John H. "Joint, Jointer, Jointest." US Naval Institute *Proceedings,* May 1992, 78–83+.

Cushman, John H. "Make It Joint Force XXI." *Military Review,* March–April 1995, 4–9.

_____. "The New USACom: Providing the Punch." US Naval Institute *Proceedings,* May 1994, 96–99.

DiRita, Lawrence. "I Went Joint (But I Didn't Inhale)." US Naval Institute *Proceedings,* July 1993, 66–70.

Flores, Susan J. "JTFs: Some Practical Implications." *Joint Force Quarterly,* Spring 1995, 111–113.

Freeman, Waldo D., Robert B. Lambert, and Jason D. Mims. "Operation Restore Hope: A US CENTCOM Perspective." *Military Review,* September 1993, 61–72.

Goodman, Glenn W. "Breaking the Mold: US Atlantic Command Forges New Joint Force Packages." *Armed Forces Journal International,* May 1994, 12.

Hoar, Joseph P. "Mission to Somalia: A CINC's Perspective." *Joint Force Quarterly,* Autumn 1993, 56–63.

Huntington, Samuel P. "New Contingencies, Old Roles." *Joint Force Quarterly,* Autumn 1993, 38–43.

Linn, Thomas C. "The Cutting Edge of Unified Actions." *Joint Force Quarterly,* Winter 1993–1994, 34–39.

McCarthy, James P. "Commanding Joint and Coalition Operations." *Naval War College Review,* Winter 1993, 9–21.

McKearney, Terry J. "Rethinking the Joint Task Force." US Naval Institute *Proceedings,* November 1994, 54–57.

Miller, Paul David. "The Military After Next: Shaping U.S. Armed Forces for the Next Century." US Naval Institute *Proceedings,* February 1994, 41–44.

Mink, Allan L. "JTF Planning Cell: Initial Response to the Yugoslavia Crisis." *Military Review,* March 1994, 68–70.

Oakley, Robert, and David Bentley. "Peace Operations: A Comparison of Somalia and Haiti." *National Defense University Strategic Forum*, May 1995.

Palzkill, Dennis. "Making Interoperability Work." US Naval Institute *Proceedings,* May 1994, 50–54.

Roos, John G. "Joint Task Forces: Mix 'n' Match Solutions to Crisis Response." *Armed Forces Journal International,* January 1993, 37.

Starr, Barbara. "JDW Interview with VADM Leighton Smith." *Jane's Defence Weekly,* 13 June 1992, 1036.

Valliere, John E. "Disaster at Desert One: Catalyst for Change." *Parameters,* Autumn 1992, 69–82.

Wilkerson, Thomas L. "Critical Match: Resources and Requirements Must Meet in Adaptive Joint Packages." *Armed Forces Journal International,* May 1994, 28–29.

Yates, Lawrence A. "Joint Task Force Panama: Just Cause—Before and After." *Military Review,* October 1991, 58–71.

Research Reports

Bergesen, Sean A. "Adaptive Joint Force Packaging (AJFP): A Critical Analysis." Thesis, Naval Postgraduate School, 1993.

Betros, Lance A. "Coping With Uncertainty: The Joint Task Force and Multi-Service Military Operations." SAMS Monograph, US Army Command and General Staff College, 1991.

Clair, Carol D. "Humanitarian Assistance and the Elements of Operational Design." SAMS Monograph, US Army Command and General Staff College, 1993.

Coleman, John C. "Tumbling Component Walls" In "Contingency Operations: A Trumpet's Blare For a Standing Joint Task Force Headquarters." SAMS Monograph, US Army Command and General Staff College, 1991.

Fondren, James W. "Joint Task Force Operations in the Persian Gulf." Research Report, Air War College, 1989.

Gilbert, Daniel J. "Joint Task Force Command, Control and Communications: Have We Improved?" SAMS Monograph, US Army Command and General Staff College, 1989.

Gorrie, Robert G. "Joint Battle Staff Training." Student Paper, Naval War College, 1991.

Grant, Nicholas P. "Joint Task Force Staffs: Seeking A Mark on the Wall." Student Paper, Naval War College, 1993.

Haith, Michael E. "CINC-ronization (Synchronization): The Critical Tenent in Future Operational Art." SAMS Monograph, US Army Command and General Staff College, 1990.

Helmly, James R. "Future U.S. Military Strategy: The Need for a Standing Joint Task Force." Study Project, US Army War College, 1991.

Henchen, Michael L. "Establishment of a Permanent Joint Task Force Headquarters: An Analysis of Sourcing a Command and Control Structure Capable of Executing Forced Entry Contingency Operations." MMAS thesis, US Army Command and General Staff College, 1993.

Hildenbrand, Marc R. "Standing Joint Task Forces—A Way to Enhance America's Warfighting Capabilities?" SAMS Monograph, US Army Command and General Staff College, 1992.

McGrady, Katherine A. W. "The Joint Task Force in Operation Restore Hope." Center for Naval Analyses, March 1994.

Morgan, Terrence. "Third World Proliferation and Forced Entry Operations: Circumstances Demanding the Creation of a Standing Joint Task Force Headquarters." Study Project, US Army War College, 1990.

Ratliff, Leslie L. "Joint Task Force Somalia, A Case Study." Student Paper, Naval War College, 1995.

Ross, B. A. "The Joint Task Force Headquarters in Contingency Operations." SAMS Monograph, US Army Command and General Staff College, 1993.

Saunders, William A. "Joint Pub 5-00.2, Joint Task Force Planning Guidance and Procedures: A Critical Review." Study Project, US Army War College, 1992.

Scudder, John H. "Talk'n Ain't Fight'n" Synchronization and the Joint Task Force Training Process." SAMS Monograph, US Army Command and General Staff College, 1994.

Sterling, John E. "The Corps Staff in the JTF Role." SAMS Monograph, US Army Command and General Staff College, 1992.

Unpublished Government Documents

Briefing Slides, 1994 Joint Operations Symposium. "Standing Up a Joint Task Force." In *ACOM: The Joint Force Integrator*. 12–13 July 1994.

Briefing Slides, 1994 Joint Operations Symposium. "Why Joint Task Forces." In *Standing Up a Joint Task Force*. 12–13 July 1994.

Briefing Slides, 1994 Joint Operations Symposium. "Standing Up a Joint Task Force." In *SOUTHCOM - Joint Task Force(s)*. 12–13 July 1994.

Briefing Slides, 1994 Joint Operations Symposium. "Standing Up a Combined Joint Task Force." In *Standing Up a Joint Task Force*. 12–13 July 1994.

Briefing Slides, USACOM J-35. Subject: Force Packages. March 1995.

Briefing Slides, USACOM J-35. Subject: JFP Options. 15 March 1995.

Briefing, USACOM J-35. Subject: The JMETL Process. 23 January 1995.

Briefing, USACOM J-35. Subject: Foreign Disaster Relief JFP. March 1995.

Briefing, USACOM J-35. Subject: JTF 95. 23 January 1995.

Briefing, 10th Mountain Division G-3 Plans. Subject: Multinational Force Haiti. 1995.

Briefing, USACOM J-5. Subject: Planning for Operations in Haiti: Lessons Learned From Uphold Democracy. 1995.

Briefing, USACOM J-7. Subject: Joint Training Program. 1995.

Briefing, USACOM J-72. Subject: Joint Task Force Training Program. 1995.

Briefing, USACOM J-72. Subject: Unified Endeavor-95 Overview. 20 December 1994.

Center for Army Lessons Learned. "Interoperability Topic: Doctrine." *CALL Newsletter*, October 1993, I-5.

Center for Army Lessons Learned. "Operation Uphold Democracy: Initial Impressions." US Army Training and Doctrine Command, December 1994.

Center for Army Lessons Learned. "Operation Restore Hope Lessons Learned Report." US Army Training and Doctrine Command, May 1993.

JULLS 02708-4003. "ADVON JTF Capable HAST." 25 January 1993.

JULLS 30252-54853. "Summary JTF Provide Relief." 3 March 1993.

JULLS 40266-1953. "Summary Operation Restore Hope." (U) 2 April 1993. Secret. Information extracted is unclassified.

USACOM J-7. "Joint Task Force Headquarters Mission Training Plan." First draft. 15 October 1994.

USACOM J-7. "United Endeavor 95 Seminar Learning Objectives." 1995.

IMEF G-3. "Proposed Generic Table of Organization." 13 January 1994.

IMEF G-1. "Joint Humanitarian Table of Organization." 27 October 1993.

USCENTCOM J-1 Manning Document. "JTF Somalia Hqs Staff Element." 15 October 1993.

School of Advanced Airpower Studies
Thesis List

Available from:
AIR UNIVERSITY PRESS
170 WEST SELFRIDGE STREET
MAXWELL AFB AL 36112-6610

Voice: (334) 953-2773/DSN: 493-2773
Fax (334) 953-6862/DSN 493-6862
Internet address—http://www.au.af.mil/au/aupress/aupubs.html
(Order by 'T' number in parentheses)

BASH, Brooks L., Maj, USAF (T-16). *The Role of United States Air Power in Peacekeeping.* 1994. 44 pages.

BLACKWELDER, Donald I., Maj, USAF (T-6). *The Long Road to Desert Storm and Beyond: The Development of Precision Guided Bombs.* 1993. 40 pages.

CARPENTER, P. Mason, Maj, USAF (T-27). *Joint Operations in the Gulf War: An Allison Analysis.* 1995. 89 pages.

CHILSTROM, John S., Maj, USAF (T-11). *Mines Away! The Significance of US Army Air Forces Minelaying in World War II.* 1993. 52 pages.

DELGREGO, William J., Maj, USAF (T-48). *The Diffusion of Military Technologies to Foreign Nations: Arms Transfers Can Preserve the Defense Technological and Industrial Base.* 1996. 40 pages.

DILLMAN, Robert D., Lt Col, USAF (T-12). *The DOD Operational Requirements and Systems Concepts Generation Processes: A Need for More Improvement.* 1993. 44 pages.

DRAKE, Ricky James, Maj, USAF (T-1). *The Rules of Defeat: The Impact of Aerial Rules of Engagement on USAF Operations in North Vietnam, 1965–1968.* 1993. 38 pages.

EGGINTON, Jack B., Maj, USAF (T-20). *Ground Maneuver and Air Interdiction: A Matter of Mutual Support at the Operational Level of War.* 1994. 40 pages.

FADOK, David S., Maj, USAF (T-29). *John Boyd and John Warden: Air Power's Quest for Strategic Paralysis.* 1995. 55 pages.

FAULKENBERRY, Barbara J., Maj, USAF (T-43). *Global Reach–Global Power: Air Force Strategic Vision, Past and Future.* 1996. 48 pages.

FELKER, Edward J., Lt Col, USAF (T-34). *Oz Revisited: Russian Military Doctrinal Reform in Light of Their Analysis of Desert Storm.* 1995. 69 pages.

FISCHER, Michael E., Maj, USAF (T-35). *Mission-Type Orders in Joint Air Operations: The Empowerment of Air Leadership.* 1995. 68 pages.

GANN, Timothy D., Lt Col, USAF (T-14). *Fifth Air Force Light and Medium Bomber Operations during 1942 and 1943: Building the Doctrine and Forces that Triumphed in the Battle of the Bismarck Sea and the Wewak Raid.* 1993. 40 pages.

GILBERT, Silvanus Taco, III, Lt Col, USAF (T-3). *What Will Douhet Think of Next? An Analysis of the Impact of Stealth Technology on the Evolution of Strategic Bombing Doctrine.* 1993. 48 pages.

GIVHAN, Walter D., Maj, USAF (T-45). *The Time Value of Military Force in Modern Warfare.* 1996. 53 pages.

GUNZINGER, Mark Alan, Maj, USAF (T-4). *Power Projection: Making the Tough Choices.* 1993. 79 pages.

HAYWOOD, James E., Maj, USAF (T-46). *Improving the Management of an Air Campaign with Virtual Reality.* 1996. 40 pages.

HEWITT, William A., Maj, USAF (T-9). *Planting the Seeds of SEAD: The Wild Weasel in Vietnam.* 1993. 31 pages.

HOLMES, James M., Maj, USAF (T-32). *The Counterair Companion: A Short Guide to Air Superiority for Joint Force Commanders.* 1995. 75 pages.

HOWARD, Stephen P., Maj, USAF (T-41). *Special Operations Forces and Unmanned Aerial Vehicles: Sooner or Later?* 1996. 39 pages.

HUNTER, Roger C., Lt Col, USAF (T-38). *A United States Antisatellite Policy for a Multipolar World.* 1995. 52 pages.

KUPERSMITH, Douglas A., Maj, USAF (T-5). *The Failure of Third World Air Power: Iraq and the War with Iran.* 1993. 43 pages.

MOELLER, Michael R., Maj, USAF (T-36). *The Sum of Their Fears: The Relationship between the Joint Targeting Coordination Board and the Joint Force Commanders.* 1995. 65 pages.

MOORE, Bernard Victor, II, Maj, USAF (T-13). *The Secret Air War Over France: USAAF Special Operations Units in the French Campaign of 1944.* 1993. 50 pages.

NOETZEL, Jonathan C., Lt Col, USAF (T-7). *To War on Tubing and Canvas: A Case Study in the Interrelationships between Technology, Training, Doctrine, and Organization.* 1993. 30 pages.

PALMBY, William G. Maj, USAF (T-44). *Enhancement of the Civil Reserve Air Fleet: An Alternative for Bridging the Airlift Gap.* 1996. 45 pages.

RYAN, Donald E., Jr., Lt Col, USAF (T-8). *The Airship's Potential for Intertheater and Intratheater Airlift.* 1993. 58 pages.

SCHOW, Kenneth C., Jr., Lt Col, USAF (T-40). *Falcons against the Jihad: Israeli Airpower and Coercive Diplomacy in Southern Lebanon.* 1995. 54 pages.

SHUGG, Charles K., Maj. USAF (T-47). *Planning Airpower Strategies: Enhancing the Capability of Air Component Command Planning Staff.* 1996. 37 pages.

SINK, J. Taylor, Lt Col, USAF (T-25). *Rethinking the Air Operations Center: Air Force Command and Control in Conventional War.* 1994. 55 pages.

STORY, William C., Jr., Maj, USAF (T-39). *Third World Traps and Pitfalls: Ballistic Missiles, Cruise Missiles, and Land-Based Airpower.* 1995. 76 pages.

STREDNANSKY, Susan E., Maj, USAF (T-42). *Balancing the Trinity: The Fine Art of Conflict Termination.* 1996. 51 pages.

SULLIVAN, Mark P., Maj, USAF (T-33). *The Mechanism for Strategic Coercion: Denial or Second Order Change?* 1995. 63 pages.

VAZQUEZ, Donald ("Bud"), Lt Col, USAF (T-37). *Build-to-Shelve Prototyping: Undercutting Doctrinal Development.* 1995. 42 pages.

WALKER, Daniel R., Maj, USAF (T-49). *The Organization and Training of Joint Task Forces.* 1996. 45 pages.

OUT OF PRINT *(No Longer Available)*

BARLOW, Jason B., Maj, USAF (T-15). *Strategic Paralysis: An Airpower Theory for the Present.* 1994. 91 pages.

BULLOCK, Harold E., Maj, USAF (T-30). *Peace By Committee: Command and Control Issues in Multinational Peace Enforcement Operations.* 1995. 80 pages.

CICHOWSKI, Kurt A., Lt Col, USAF (T-10). *Doctrine Matures through a Storm: An Analysis of the New Air Force Manual 1-1.* 1993. 59 pages.

DEVEREAUX, Richard T., Lt Col, USAF (T-21). *Theater Airlift Management and Control: Should We Turn Back the Clock to Be Ready for Tomorrow?* 1994. 73 pages.

FELMAN, Marc D., Lt Col, USAF (T-2). *The Military/Media Clash and the New Principle of War: Media Spin.* 1993. 42 pages.

GRIFFITH, Thomas E., Jr., Maj, USAF (T-22). *Strategic Attack of National Electrical Systems.* 1994. 64 pages.

HUST, Gerald R., Maj, USAF (T-17). *Taking Down Telecommunications.* 1994. 65 pages.

LEE, James G., Maj, USAF (T-23). *Counterspace Operations for Information Dominance.* 1994. 43 pages.

NORWOOD, J. Scott, Maj, USAF (T-24). *Thunderbolts and Eggshells: Composite Air Operations during Desert Storm and Implications for USAF Doctrine and Force Structure.* 1994. 59 pages.

PRAY, John I., Jr., Maj, USAF (T-28). *Coercive Air Strategy: Forcing a Bureaucratic Shift.* 1995. 34 pages.

RINALDI, Steven M., Maj, USAF (T-31). *Beyond the Industrial Web: Economic Synergies and Targeting Methodologies.* 1995. 84 pages.

WOLF, Franklin R., Maj, USAF (T-19). *Of Carrots and Sticks or Air Power as a Nonproliferation Tool.* 1994. 54 pages.

WRIGHT, Stephen E., Maj, USAF (T-26). *Aerospace Strategy for the Aerospace Nation.* 1994. 50 pages.

WUESTHOFF, Scott E., Maj, USAF (T-18). *The Utility of Targeting the Petroleum-Based Sector of a Nation's Economic Infrastructure*. 1994. 46 pages.