



Joint Doctrine Capstone and Keystone Primer



10 September 2001



The nature of modern warfare demands that we fight as a **joint** team. That concept is based on joint doctrine and its associated tactics, techniques, and procedures. It provides a common framework and approach to warfighting from which game plans can be developed — and successfully executed through the universal practice of joint doctrine.

This updated primer includes the approved executive summaries of all capstone and keystone publications, as well as those of Joint Publications 3-07, 3-08, 3-16 and 3-33. Additionally, it contains the executive summaries from recently revised Joint Publications 1, 2-0 and 4-0.

I renew my past challenge to each of you to use this primer as a springboard for a more detailed examination of the doctrinal principles summarized here. The knowledge and use of joint doctrine positions us for success in fighting the Nation's wars — where winning is the only choice. To that end, commanders must understand, teach and apply joint doctrine as they prepare and train the Nation's Service men and women for joint force employment.

Please ensure the widest distribution of this and the other supporting joint publications, promoting their use at every opportunity.

A handwritten signature in black ink, appearing to read "Henry H. Shelton", with a long horizontal flourish extending to the right.

HENRY H. SHELTON
Chairman
of the Joint Chiefs of Staff

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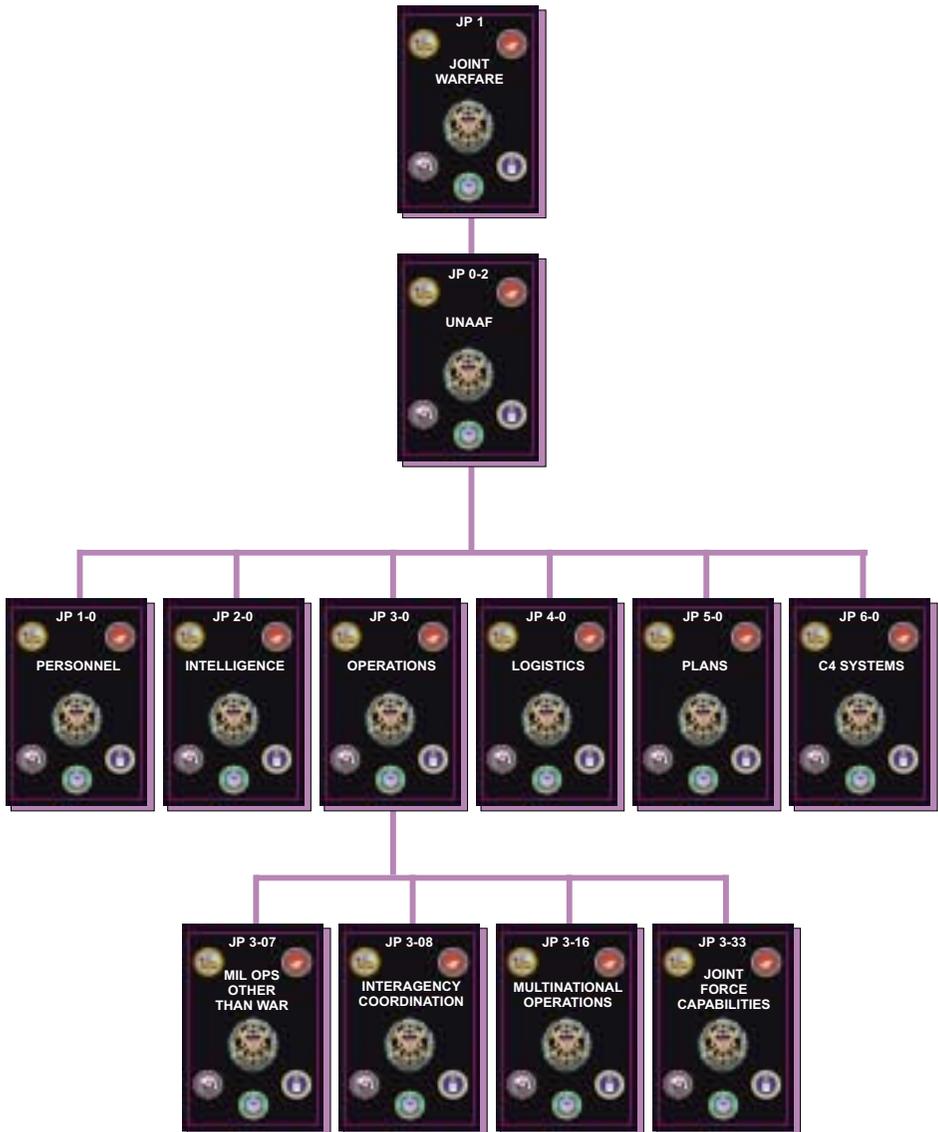
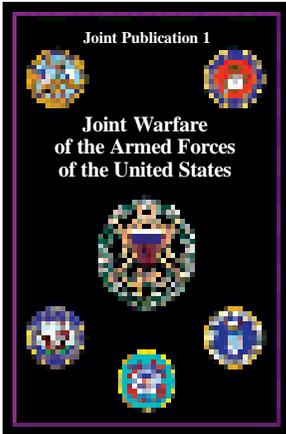


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Joint Publication 1

COMMANDER'S OVERVIEW



- **Guides the Joint Action of the Armed Forces of the United States**
- **Describes the Strategic Security Environment**
- **Explores the Purpose of American Military Power and Its Core Competencies**
- **Provides Considerations for the Application of Military Force Guided by National Military Strategy**
- **Specifies Fundamentals for Joint, Interagency, and Multinational Operations**
- **Addresses the Challenges of the Future**

Fundamental Concepts

The fundamental purpose of the Armed Forces is to win the Nation's wars.

The Armed Forces of the United States hold in trust for the American people the military power of the Nation and are the ultimate guarantors of its territorial integrity and independence. Challenges and threats may arise from adversaries who are opposed to US values and interests. **The fundamental purpose of the Armed Forces is to win the Nation's wars.** The employment of American military power adheres to constitutional and other legal imperatives, the highest societal values, and the concepts of proportionality, decisiveness, and accountability to the American people. Military commanders at all levels are responsible for infusing in the fighting forces an attitude of willing joint integration of effort that recognizes that all forms of combat power present advantages for exploitation.

National security depends on the complementary application of the instruments of national power.

The United States relies for its security on the complementary application of the basic instruments of national power: diplomatic, economic, informational, and military. Guided by national security policy and strategy, the Armed Forces of the United States shape and employ the military instrument to advance and defend national security interests and

Senior US military leaders provide the advice and recommendations on the application of the military instrument and its integration with the other instruments.

objectives. Senior US military leaders are responsible for providing advice and recommendations to the President and the Congress on military aspects of national security including the development of forces, implications of the use of force, and integration of military planning and actions with the other instruments of national power. Combatant commanders also have the unique responsibility for execution of military actions under the National Command Authorities — the President and the Secretary of Defense, or their duly deputized alternates or successors — in furtherance of national security policy and strategy.

Effective deterrence depends on visible, credible, military capability that can be demonstrated. Its use in conflict must be decisive and overwhelming.

American military power has vital roles in peace, crisis, and conflict. In peace, the political imperative is to maintain visible, credible military capability and readiness for response across the range of military operations. **Demonstrated military capability is the cornerstone of deterrence**, which remains a principal means for dissuading would-be aggressors and adversaries from action harmful to the United States. During crisis, US military authorities focus on activities that bolster deterrence in conjunction with the other instruments of national power and prepare for rapid and effective transitions to conflict should deterrence fail. During conflict, the principal responsibility of the Armed Forces of the United States is to employ rapid and decisive military power to achieve US objectives, and do so in a manner that sustains the fruits of success in the postconflict environment. In unilateral or multinational operations, the United States adheres to domestic and international law governing warfare. It also conforms to domestic and international legal conventions and prescriptions supporting human rights.

Military doctrine shapes the way the Armed Forces think about the use of the military instrument of national power.

Military doctrine presents fundamental principles that guide the employment of forces. Joint doctrine provides authoritative guidance, based upon extant capabilities of the Armed Forces of the United States. It incorporates time-tested principles for successful military action as well as contemporary lessons which together guide aggressive exploitation of US advantages against adversary vulnerabilities. Doctrine shapes the way the Armed Forces think about the use of the military instrument of national power.

The Strategic Security Environment

The international security environment is dynamic and uncertain. Military estimates must include threats abroad and their projection to US territory.

The international security environment is dynamic and uncertain, with recurring disputes, crises, and conflicts in many regions, and endemic conflicts in regions of particular importance to the security of the United States. Challengers and adversaries may be states or groups of states, as well as nonstate groups including terrorist, criminal, ethnic, religious, and special-interest organizations. Military assessments and estimates must include threats abroad as well as the projections of those threats to US territory. The United States itself is not a sanctuary from many of the forces threatening US security; it is not immune from attack.

Senior military leaders provide recommendations on feasible military options, resources required, and anticipated consequences of military action, as well as the military requirements for conflict termination.

Military leaders have fundamental responsibilities in developing national assessments of the strategic situation. Specifically, in the US system of civil-military relations, senior military leaders provide recommendations on the feasible military options, resources required and anticipated consequences of military action, and the military requirements for conflict termination. They also are uniquely responsible for the military components of operation plans developed in response to decisions prompted by national assessments of the strategic situation.

American Military Power

The Armed Forces are measured by success in combat and unconditional service in military operations other than war.

Success in combat in defense of national sovereignty, territorial integrity, societal values, and national interests is the essential goal and measure of the value of the profession of arms in American society. The Armed Forces also have a long history of unconditional service in military operations other than war that support broad national objectives including such areas as participating in humanitarian relief efforts for victims of natural disasters in the United States and abroad.

The Armed Forces of the United States must have extant capabilities and maintain core military competencies for successful action across the range of military operations.

The Armed Forces of the United States must have extant capabilities and maintain core military competencies for successful action across the range of potential military operations, including the ability to deploy rapidly from the United States or other locations to the region of need. The Chairman of the Joint Chiefs of Staff, the other members of the Joint Chiefs of Staff, and the combatant commanders have unique responsibilities for planning and directing the employment of the Armed Forces of the United States. This is their core competency. The Military Services, the United States Special Operations Command, and Defense agencies

that develop and provide force elements to combatant commands for employment have as primary responsibilities organizing, training, and equipping forces for joint employment by combatant commanders in accordance with joint doctrine.

In the human undertaking of war, military values provide the bedrock of combat success. They are Integrity,

Competence,

Physical and moral courage,

and Teamwork.

Joint warfare is team warfare, requiring integration and synchronization of capabilities.

The principles of war are: objective, offensive, mass, economy of force, maneuver, unity of command, security, surprise, and simplicity.

War is a human undertaking that does not respond to deterministic rules. Of primary importance, therefore, are the values that US military experience has proven to be the bedrock of combat success. The foremost value is **integrity**, the cornerstone for building trust. Military men and women must know that they can count on each other to say what they mean and do what they say, relying with confidence on others to carry out assigned tasks. **Competence** is at the core of the profession of arms and includes both the technical competence to perform the relevant task to standard as well as the ability to integrate that skill with others according to joint doctrine. **Physical and moral courage** have defined warriors throughout history. Even in warfare characterized by advanced technology, individual fighting spirit and courage remain the inspiration for teamwork. Moral courage involves competent risk taking and tenacity and includes the willingness to stand up for what one believes to be right, accepting full responsibility for the outcome. Finally, **teamwork** results from cooperative efforts based on demonstrated competence and a willing attitude to achieve common goals.

Joint warfare is team warfare. This requires the integrated and synchronized application of all appropriate capabilities. The synergy that results maximizes combat capability in unified action. Joint doctrine stipulates joint operations guided by the principles of war, the adaptation of these principles to military operations other than war, and the fundamentals of joint warfare that result from applying the basic principles to actual experience of American arms in warfare.

The principles of war adopted by the Armed Forces of the United States are **objective, offensive, mass, economy of force, maneuver, unity of command, security, surprise and simplicity.**

The principles of military operations other than war are: objective, unity of effort, security, restraint, perseverance, and legitimacy.

Adapting these, the principles for military operations other than war are **objective, unity of effort, security, restraint, perseverance, and legitimacy**. The fundamentals that guide joint operations are anchored on these principles. They do not supercede the principles of war. They must be considered together when conducting joint operations.

Applying the principles of war to American experience in joint warfare derives the fundamentals of joint warfare: unity of effort, concentration, initiative, agility, extension, freedom of action, sustainment, clarity, knowledge of self, and knowledge of the enemy.

The fundamentals of joint warfare are **unity of effort, concentration, initiative, agility, extension, freedom of action, sustainment, clarity, knowledge of self, and knowledge of the enemy**. These principles and fundamentals should be applied broadly in peace, crisis, or conflict, avoiding literal or dogmatic interpretations, across the range of military operations (**war and military operations other than war**). Military operations typically represent only one dimension of US action and require integration with the other instruments of national power.

The Armed Forces must be prepared to conduct a complex set of military operations simultaneously across and within theaters.

The Armed Forces of the United States must be prepared to conduct a complex set of military operations simultaneously across and within theaters. A combat operation to contain a major conflict in one part of the world may be taking place alongside a number of supporting and independent operations to reinforce peace, provide foreign humanitarian assistance, and assist civil authorities. The military power of the United States must be prepared to fulfill both its fundamental purpose of winning the Nation's wars and provide unconditional service in support of other broad national objectives.

Application of Military Force

The use of military force is the most important military decision that the United States can make. It must be based on sound military advice, be overwhelming and decisive when used for combat, and remain clear in purpose and resolute in action.

The use of military force is the most important military decision that the United States can make. It is a civilian decision, based on sound military advice. There are no unbending rules to handling the countless possible crises, but the following important considerations inform the decision making process. When the use of military force is considered, that use should be linked to discernible national interests; have a clearly defined and achievable mission, end state, termination conditions, and exit strategy; and include overwhelming and decisive force for combat. It should also have a campaign plan showing the path to success with

measurable milestones; provide for alternative courses of action if the military action is unsuccessful; integrate national and international agencies and the other instruments of national power; seek the support of multinational partners; and ensure the support of the American people. Once the President makes the decision, the use of military force must remain very clear in purpose and resolute in action.

US national military strategy guides the Armed Forces to achieve national security objectives. To defend US interests worldwide, the Armed Forces must have the unambiguous ability to fight and win in large-scale, sustained combat operations abroad.

The US national military strategy guides the Armed Forces in employing their resources to achieve national security and defense objectives in peace, crisis, and conflict. These objectives traditionally include promoting a stable international order that promotes democracy, economic well-being, and peaceful change. Military forces can provide a degree of security to deter or contain violence in a region so that democratic processes can address the root causes of societal dysfunctions and conflict. Military forces contribute significantly to deterrence by presenting visible evidence of their ability to decisively defeat aggression. Defense of US interests worldwide entails the unambiguous ability of the Armed Forces of the United States to fight and win in large-scale, sustained combat operations abroad. In addition, simultaneous occurrence of challenges and threats to US interests worldwide often require concurrent commitment of US forces to a variety of relatively small-scale contingency operations.

The ability to commit US military power in defense of national security depends on readiness and posture, guided by enduring concepts.

The ability to commit US military power depends on the posture and readiness of the forces. A set of enduring concepts assists the Armed Forces of the United States in this regard. **Strategic agility** addresses the ability to adapt, conceptually and physically, to changes in the international security environment. **Overseas presence**, which includes permanently stationed and rotationally or temporarily deployed forces forward in important regions, helps shape the security environment to directly advance and defend US interests. **Force projection** is the military dimension of national **power projection**. It is the ability to project the military instrument of national power from the continental United States or another theater, in response to requirements for military operations. **Decisive force** entails forces powerful enough to unequivocally and rapidly defeat an opponent. Campaigns use these concepts in a timely manner, sequenced and integrated with the other instruments of national power, to achieve US strategic aims. Campaigns may include **forcible entry** to establish a military lodgment in the face of armed opposition, and must provide for **timely application of military power** in a manner that accomplishes the mission

while making every effort to ensure the combat capability and survival of the men and women in uniform and supporting the force.

Fundamentals of Joint, Interagency, and Multinational Operations

Campaigns are joint. They are the central organizing instrument for joint warfare.

The campaign is the central organizing instrument for joint warfare. Campaigns, by their nature, are joint undertakings. They are planned and executed by applying operational art. The joint operational art encompasses the translation of national security and military strategies into operational design for the joint employment of forces at all levels of war. Combatant commands develop command and theater strategies to apply the joint operational art to their contemporary missions and situations. The purpose of these command and theater strategies is to assure unified action by all command components and supporting commands. Unified action under the overall direction of the combatant commander will then be able to encompass the actions of military, interagency, multinational, and nongovernmental organizations in execution of the campaign plan.

The Armed Forces routinely operate in the interagency environment. Unified action in pursuit of national objectives requires early inclusion of interagency considerations.

The Armed Forces of the United States routinely participate with other governmental entities in interagency operations, in the United States and abroad. Early inclusion of interagency considerations in military assessments, estimates, and plans will facilitate civil-military integration of effort. The interagency process in the United States, under the National Security Council, focuses on the appropriate functions for military and nonmilitary participants and facilitates unified action in pursuit of national objectives. Overseas, ordinarily the US ambassador and the country team take the lead for interagency operations. For domestic interagency operations that may require that the Armed Forces support civil authorities, the Federal Emergency Management Agency has the lead for crises precipitated by natural and man-made disasters and civil defense. The Federal Bureau of Investigation has the domestic lead for crises relating to terrorism. The United States Joint Forces Command is responsible for providing military assistance to the appropriate civil authorities within the United States for managing and mitigating the consequences of terrorist employment of nuclear, biological, chemical, and radiological weapons and other high-yield explosive weapons.

The Armed Forces of the United States must be prepared to operate abroad within a multinational framework, and should be prepared to operate under other-than-US leadership. However, US forces must maintain the ability to operate unilaterally across the range of military operations.

Since the Revolutionary War, American military operations have benefited from participation by other like-minded countries. The Armed Forces of the United States must be prepared to operate abroad within a multinational framework, and should be prepared to operate under other-than-US leadership. However, US forces must maintain the ability to operate unilaterally across the range of military operations. US multinational operations adhere to four tenets. **Respect** confirms the importance of genuine partnership and includes due regard to each partner's culture, religion, customs, history, and values. **Rapport** is a personal direct relationship that facilitates teamwork and unity of effort. **Knowledge of partners** is vital, and as important to success as knowledge of the enemy. **Patience** is needed because it takes time to establish respect, rapport, knowledge of each other, and understanding and agreement on the best methods of accomplishing the common mission. Unity of effort, assuring unified action, for multinational operations requires clear and effective command and control structures. Consensus and compromise are vital in multinational military operations characterized by voluntary participation by the partners who retain their sovereignty and national interests.

Addressing the Future

Joint doctrine establishes the foundation for addressing the future.

The Armed Forces of the United States simultaneously participate in shaping the strategic environment to prevent war, respond when deterrence fails, and prepare for an uncertain future. Joint doctrine establishes the foundation for addressing the future for the Armed Forces. Joint operational concepts focused on plausible future environments and military requirements assist the Armed Forces in developing concepts for future joint operations and force development activities under control of the responsible Services, commands, and agencies, and facilitating interagency and multinational efforts aimed at future operations.

Shaping the future in the present calls for a blend of continuity and audacious innovation.

Shaping the future in the present calls for a blend of continuity and audacious innovation. Analysis supported by modeling, simulation, and experimentation has a vital role in developing the future Armed Forces of the United States. Joint experimentation, a concepts-based process focused on the capabilities required by future joint force commanders, is an essential component of addressing the future.

Both the human and technological dimensions of warfare in the future are vital.

Five groups of institutions assist the Armed Forces of the United States in shaping the future: US Military Services; combatant commands; multinational partners; educational and research institutions and other nonmilitary agencies; and industry.

Both the human and technological dimensions of warfare in the future are vital. Academe has a significant role, since US educational and research institutions play unique roles in establishing and furthering societal values and, with commercial and nonprofit laboratories, are the centers of scientific and technological innovation. Shaping the future capabilities of the Armed Forces of the United States is a collaborative responsibility of **five major groups of institutions** in contemporary society. These include: the **Military Services and other organizations** charged with future force development, **combatant commands** responsible for ensuring interoperability and coherence of joint operations, **multinational partners** without whose assistance US interests may be irreparably compromised, **nonmilitary agencies including educational and research institutions** that are responsible for the majority of societal activities, and **industry** with its unique roles in enhancing the general welfare and providing the bulk of the capacity for realizing military innovation.

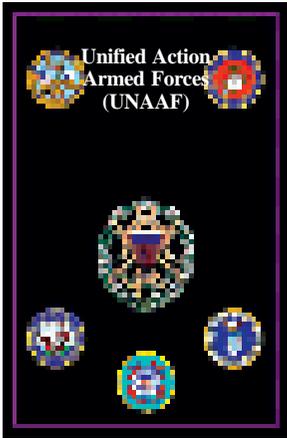
CONCLUSION

The Armed Forces of the United States are the instruments of the people exercised through their constitutional duly-elected and appointed civilian leaders. They must be prepared to **fight and win** against any foe under any circumstances, and to **assist civil authorities** in meeting challenges that cannot be adequately addressed by nonmilitary institutions. The Armed Forces must reflect and support the highest values of American society.

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Joint Publication 0-2 COMMANDER'S OVERVIEW

NOTE: This publication is under revision. Information reflects approved joint doctrine of the time of primer publication.



- **Provides Doctrine and Policy Governing Unified Direction of Forces**
- **Discusses the Chain of Command and Relationships between Combatant Commands and the Military Departments**
- **Covers Command Relationships and Other Authorities**
- **Provides Doctrine and Policy for Establishing Joint Commands**

Unity of Effort

Unity of effort requires coordination among government departments and agencies within the executive branch, between the executive and legislative branches, nongovernmental organizations, and among nations in any alliance or coalition.

The President is responsible for national strategic unity of effort.

The President of the United States, advised by the National Security Council, is responsible to the American people for national strategic unity of effort.

The Secretary of Defense is responsible for national military unity of effort.

The Secretary of Defense is responsible to the President for national military unity of effort for creating, supporting, and employing military capabilities.

The Chairman of the Joint Chiefs of Staff transmits missions to combatant commanders.

The Chairman of the Joint Chiefs of Staff (CJCS) functions under the authority, direction, and control of the National Command Authorities (NCA) and transmits communications between the NCA and combatant commanders and oversees activities of combatant commanders as directed by the Secretary of Defense.

Combatant commanders accomplish the mission.

Commanders of combatant commands exercise combatant command (command authority) over assigned forces and are directly responsible to the NCA for the performance of assigned missions and the preparedness of their commands to perform assigned missions.

In a foreign country, the **US Ambassador** is responsible to the President for directing, coordinating, and supervising all US Government elements in the host nation except those under the command of a combatant commander.

Unified Action

Unified action describes the broad scope of actions taking place within a unified command, subordinate unified command, or joint task force.

The term “unified action” is a broad generic term referring to the **broad scope of activities taking place within unified commands, subordinate unified commands, or joint task forces under the overall direction of the commanders of those commands.** Within this general category of operations, subordinate commanders of forces conduct either single-Service or joint operations to support the overall operation. Unified action integrates joint, single-Service, special, and supporting operations, in conjunction with interagency, nongovernmental, private voluntary organizations, multinational, or United Nations operations, into a unity of effort in the theater or joint operations area. Unified action within the military instrument of national power supports the national strategic unity of effort through close coordination with the other instruments of national power.

Unified action starts with unified direction.

Unified direction is normally accomplished by establishing a joint force, assigning a mission or objective to the joint force commander, establishing command relationships, assigning or attaching appropriate forces to the joint force, and empowering the joint force commander with sufficient authority over the forces to accomplish the assigned mission.

Objectives

Objectives provide focus for military action.

Objectives are essential to achieve unity of effort. In the abstract sense, the objective is **the effect desired.** In the concrete sense, the objective may be a **physical object** of the action taken, e.g., a definite tactical feature or asset, the seizure, damage, destruction, or holding of an objective that is essential to the commander’s plan. This is more accurately termed the “physical objective.” The physical objective must not be confused with the aim, or military end state, although occasionally they may overlap.

Roles, Missions, and Functions

Roles, missions, and functions provide direction and establish responsibility.

Roles are the broad and enduring purposes for which the Services and the United States Special Operations Command (USSOCOM) were established by Congress in law. **Missions** are the tasks assigned by the President or Secretary of Defense to the combatant commanders. **Functions** are specific responsibilities assigned by the President and Secretary of Defense to enable the Services and USSOCOM to fulfill their legally established roles.

Chain of Command

The chain of command runs from the National Command Authorities (NCA) to the combatant commanders for missions and forces assigned to their commands and from the NCA to the Secretaries of the Military Departments for forces not assigned to a combatant commander.

The NCA exercise authority and control of the Armed Forces through a **single chain of command with two distinct branches**. The first runs from the President, through the Secretary of Defense, directly to the commanders of combatant commands for missions and forces assigned to their commands. The second branch, used for purposes other than operational direction of forces assigned to combatant commands, runs from the President, through the Secretary of Defense, to the Secretaries of the Military Departments. The Military Departments, organized separately, each operate under the authority, direction, and control of the Secretary of Defense. The Secretaries of the Military Departments exercise authority, direction, and control through the individual Chiefs of the Services of their forces not specifically assigned to combatant commanders.

Relationship Between Combatant Commands and Military Departments

All components of the Department of Defense are charged to coordinate on matters of common or overlapping responsibility.

Continuous Coordination. The Joint Staff and Service headquarters play a critical role to ensure that combatant commanders' concerns and comments are effectively included/advocated during the coordination among all components of the Department of Defense.

Interoperability. Unified action demands maximum interoperability. The forces, units, and systems of all Services must operate together effectively. This effectiveness is achieved in part through interoperability, which includes collective effort to develop and use **joint doctrine and joint tactics, techniques, and procedures**; the development and use of **joint plans**; the conduct of **joint training**; and a **materiel development and fielding process** that provides materiel that is fully compatible with and complementary to systems of all Services.

Multinational Relationships

Armed Forces of the United States must be prepared for multinational operations.

The strategic goal of collective security and the resultant alliances and coalitions into which the United States has entered require that **its Armed Forces be prepared for multinational military operations**. There is no singular doctrine for multinational warfare; each alliance develops its own protocols and contingency plans. Coalition operations, based on temporary agreements or arrangements, are even less structured than those of an alliance. Much of the information and guidance provided for joint operations is applicable to multinational operations; however, differences in allied doctrine, organization, weapons and equipment, terminology, culture, religion, and language must be taken into account.

Command Relationships (See diagram next page)

Command is central to all military action, and unity of command is central to unity of effort.

Command. Although commanders may delegate authority to accomplish missions, they may not absolve themselves of the responsibility for the attainment of these missions.

Command and Staff. Joint force commanders are provided staffs to assist them in the decision making and execution process. **The staff is an extension of the commander**; its sole function is command support, and its only authority is that which is delegated to it by the commander.

A force assigned or attached to a combatant command may be transferred from that command only as directed by the Secretary of Defense.

Levels of Authority. The authority vested in a commander must be commensurate with the responsibility assigned. **All Service forces** (except as noted in title 10, US Code, section 162) **are assigned to combatant commands** by the Secretary of Defense “Forces for Unified Commands” memorandum. A force assigned or attached to a combatant command may be transferred from that command only as directed by the Secretary of Defense and under procedures prescribed by the Secretary of Defense and approved by the President. Establishing authorities for subordinate unified commands and joint task forces may direct the assignment or attachment of their forces to those subordinate commands as appropriate. When forces are transferred, the command relationship the gaining commander will exercise over those forces must be specified.

Forces, not command relationships, are transferred between commands.

When the transfer of forces to a joint force will be **permanent** (or for an unknown but long period of time) **forces should be reassigned**.

When transfer of forces to a joint force will be **temporary**, the forces will be **attached** to the gaining command and joint force

commanders (JFCs) will exercise operational control or tactical control, as appropriate, over the attached forces.

Combatant Command (Command Authority) (COCOM)

COCOM is vested only in commanders of combatant commands or as directed by the President and is nontransferable.

COCOM is the command authority over assigned forces vested only in the commanders of combatant commands by title 10, US Code, section 164, or as directed by the President in the Unified Command Plan (UCP), and cannot be delegated or transferred. COCOM is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training (or in the case of USSOCOM, training of assigned forces), and logistics necessary to accomplish the missions assigned to the command.

COMMAND RELATIONSHIPS

Combatant Command (command authority)
(Unique to Combatant Commander)

- Budget / Planning, Programming, and Budgeting System Input
- Assignment of subordinate commanders
- Relations with DOD Agencies
- Convene courts-martial
- Directive authority for logistics
- Authoritative direction for all military operations and joint training
- Organize and employ commands and forces
- Assign command functions to subordinates
- Establish plans / requirements for intelligence activity

When
Operational Control
is delegated

When
Tactical Control
is delegated Local direction and control of movements or maneuvers to accomplish mission

When
SUPPORT
relationship is delegated Aid, assist, protect, or sustain another organization

Operational Control (OPCON)

OPCON is command authority that may be exercised by commanders at any echelon at or below the level of combatant command and is transferable.

OPCON is inherent in COCOM and is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. OPCON includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command.

Tactical Control (TACON)

TACON is the detailed and usually local direction and control of movements or maneuvers necessary to accomplish assigned missions or tasks.

TACON is the command authority over assigned or attached forces or commands or military capability made available for tasking that is limited to the detailed and usually local direction and control of movements or maneuvers necessary to accomplish assigned missions or tasks. TACON may be delegated to and exercised by commanders at any echelon at or below the level of combatant command. TACON is inherent in OPCON.

Support

The four categories of support are:

*General
Mutual
Direct
Close*

Support is a command authority. A support relationship is established by a superior commander between subordinate commanders when one organization should aid, protect, complement, or sustain another force. Support may be exercised by commanders at any echelon at or below the level of combatant command. Several categories of support have been defined for use within a combatant command as appropriate to better characterize the support that should be given.

Other Authorities

Administrative Control (ADCON)

ADCON is authority over subordinate or other organizations in respect to administration and support.

ADCON is the direction or exercise of authority over subordinate or other organizations in respect to administration and support including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, and discipline and other matters not included in the operational missions of the subordinate or other organizations. This is the authority necessary to fulfill Military Department statutory responsibilities for administration and support.

Coordinating Authority

Coordinating authority is used for coordinating special functions and activities.

Coordinating authority is the authority delegated to a commander or individual for coordinating specific functions and activities involving forces of two or more Military Departments, or two or more forces of the same Service. The commander or individual has the authority to require consultation between the agencies involved but does not have the authority to compel agreement.

Direct Liaison Authorized (DIRLAUTH)

DIRLAUTH is the authority to directly consult or coordinate an action.

DIRLAUTH is that authority granted by a commander (any level) to a subordinate to directly consult or coordinate an action with a command or agency within or outside of the granting command.

Principles and Policy for Establishing Joint Commands

Joint forces are established at three levels: unified commands, subordinate unified commands, and joint task forces.

In accordance with the UCP, combatant commands are established by the President through the Secretary of Defense, with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Commanders of unified commands may establish subordinate unified commands when so authorized by the Secretary of Defense, through the Chairman of the Joint Chiefs of Staff. Joint task forces can be established by the Secretary of Defense, a combatant commander, a subordinate unified commander, or an existing joint task force commander.

Basis for Establishing Joint Forces

Joint forces can be established on either a geographic or functional basis.

The joint force commander (JFC) is assigned a geographic area by the establishing authority.

Geographic Area. Establishing a joint force on a geographic area basis is the most commonly used method to assign responsibility for continuing operations. A JFC assigned a geographic area is considered an area commander. **Only commanders of combatant commands are assigned areas of responsibility. Subordinate joint force commanders are normally assigned joint operations areas.**

The JFC is assigned a functional area for certain types of continuing operations.

Function. Sometimes a joint force based solely on military functions without respect to a specific geographic region is more suitable in order to fix **responsibility for certain types of continuing operations** (e.g., the unified

commands for transportation, space, special operations, and strategic operations). The commander of a joint force established on a functional basis is assigned a functional responsibility by the establishing authority.

Organizing Joint Forces

The JFC organizes forces to accomplish the mission.

JFCs have the **authority to organize forces to best accomplish the assigned mission** based on their concept of operations. The organization should be sufficiently flexible to meet the planned phases of the contemplated operations and any development that may necessitate a change in plan.

All joint forces contain Service components because of administrative and logistic requirements.

The composition of the JFC's staff will **reflect the composition of the joint force** to ensure those responsible for employing joint forces have thorough knowledge of total force capabilities and limitations.

Administrative and logistic support for joint forces are provided through Service component commands. The JFC also may conduct operations through the Service component commanders or, at lower echelons, through Service force commanders.

Functional components may be established by JFCs when forces of two or more Services must operate in the same dimension.

Functional component commands can be appropriate when **forces from two or more Services must operate in the same dimension or medium or there is a need to accomplish a distinct aspect of the assigned mission**. Functional component commands do not constitute a joint force.

Most often, joint forces are organized with a combination of Service and functional component commands with operational responsibilities.

Unified Command

Unified and specified commands are established by the President through the Secretary of Defense.

A **unified command** is a command with broad continuing missions under a single commander and composed of forces from two or more Military Departments and which is established by the President, through the Secretary of Defense, with the advice and assistance of the Chairman of the Joint Chiefs of Staff. The unified commander can adapt a command structure using any of the following **six options: 1) Subordinate Unified Command, 2) Joint Task Force, 3) Functional Component, 4) Service Component, 5) Single-**

Service Force (normally the combatant commander assigns operations requiring a single-Service force to a Service Component), 6) Specific operational forces that, because of mission assigned and the urgency of the situation, must remain immediately responsive to the combatant commander. These options do not in any way limit the commanders' authority to organize their forces as they see fit.

The combatant commanders are responsible for the development and production of joint operation plans. During peacetime, they act to deter war and prepare for war by planning for the transition to war and military operations other than war. During war, they plan and conduct campaigns and major operations to accomplish assigned missions.

Specified Command

A **specified command** is a command that has broad continuing missions and that is established by the President through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. It normally is composed of forces from a **single Military Department** but it may include units and staff representation from other Services.

Subordinate Unified Command

Subordinate unified commands are established by commanders of unified commands when so authorized by the Secretary of Defense.

When authorized through the Chairman of the Joint Chiefs of Staff, commanders of unified commands may establish subordinate unified commands (also called subunified commands) to conduct operations on a continuing basis in accordance with the criteria set forth for unified commands. A subordinate unified command may be **established on an area or functional basis**.

Joint Task Force

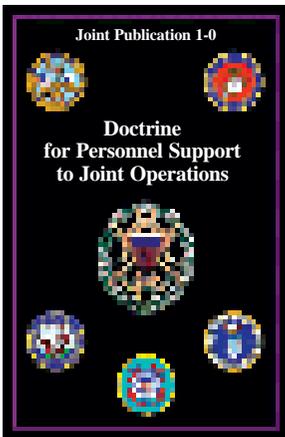
A joint task force can be established by the Secretary of Defense, and/or by commanders of combatant commands, subordinate unified commands, or existing joint task forces.

A joint task force (JTF) is a joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subordinate unified command commander, or an existing joint task force commander. **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.

CONCLUSION

This publication links joint doctrine to national security strategy and national military strategy. It sets forth the concepts, relationships, and processes necessary for unified action for joint operations. It outlines the nature of joint operations and the comprehensive exercise of command authority in their conduct.

Joint Publication 1-0 COMMANDER'S OVERVIEW



- Provides the Mission and Organization of the Manpower and Personnel Directorate of a Joint Staff (J-1)
- Identifies Principles of Personnel Support
- Covers Authorities and Responsibilities for Personnel Support to Joint Operations
- Addresses J-1 Responsibilities by Functional Area
- Addresses Planning for Personnel Support to Joint Operations
- Addresses Considerations for Establishment of a Subordinate Joint Force Headquarters

General Overview

People are the most important asset.

The mission of the Manpower and Personnel Directorate of a joint staff (J-1) is to **coordinate timely and effective manpower and personnel support** for joint force commanders (JFCs) in order to enhance the readiness and operational capabilities of the total force and ensure success across the full range of military operations. The primary objectives which support the accomplishment of this mission include: **identifying manpower requirements, sourcing the requirements, accounting for the force, sustaining the force, and meeting the needs of the soldiers, sailors, airmen, Marines, Department of Defense civilians, and contractor employees who comprise the force.** Effective personnel support is an art which includes detailed planning and coordinating efforts to provide and sustain people so that the JFC may be optimally prepared to accomplish the mission. This publication provides guidelines concerning **responsibilities and procedures for the exercise of authority by combatant commanders in conducting personnel**

support for joint forces. By establishing joint doctrine and operating procedures, this publication will also assist the Services in preparing their respective plans for supporting the combatant commanders, other JFCs, and Joint Strategic Capabilities Plan taskings.

Responsibilities

The Manpower and Personnel Directorate of a joint staff (J-1) is the focal point for personnel support to joint operations.

Forces assigned to combatant commands must be careful to distinguish between the authority of the Military Departments and Services and the authority of combatant commanders. **The Services recruit, organize, train, equip, and provide forces for assignment to combatant commands and continue to support those forces even when assigned to a combatant command. Combatant commanders** exercise combatant command (command authority) over their assigned forces. **Service component commanders** are responsible to the combatant commander to which assigned, and to the Services for matters over which the Services have primary responsibility.

Although the Services have primary responsibility for the personnel support of their forces, **the combatant command J-1 is the principal staff assistant to the combatant commander for manpower and personnel management.** The J-1 is responsible for identifying and documenting manpower requirements, procuring the appropriate number of personnel with the necessary skills, accounting for these people, coordinating for replacements, and keeping the commander informed. The combatant command J-1 coordinates and integrates, whenever possible, the actions of the Service component personnel support systems to optimize support to the joint force in the accomplishment of its mission.

J-1 Responsibilities

The J-1 is the principal staff agency for manpower and personnel support.

This publication identifies **primary and supporting responsibilities** for all J-1s. Joint tactics, techniques, and procedures for most of these functional areas are addressed in the appendixes of this publication. Their content is based on current legislation, existing policy, and the experience and recommendations from the combatant commands and Services. J-1 responsibilities are shown in the following figure.

J-1 RESPONSIBILITIES

PRIMARY RESPONSIBILITIES

- ▶ PERSONNEL AUGMENTATION
- ▶ JOINT RECEPTION CENTERS
- ▶ ROTATION PLANNING
- ▶ PERSONNEL ACCOUNTABILITY AND STRENGTH REPORTING
- ▶ CIVILIAN PERSONNEL
- ▶ PAY AND ENTITLEMENTS
- ▶ POSTAL OPERATIONS
- ▶ MORALE, WELFARE AND RECREATION
- ▶ CASUALTY REPORTING
- ▶ AWARDS AND DECORATIONS

- ▶ RESERVE COMPONENT CALLUP
- ▶ STOP-LOSS AUTHORITY
- ▶ NONCOMBATANT EVACUATION OPERATIONS
- ▶ PERSONNEL RECOVERY OPERATIONS
- ▶ ENEMY PRISONER OF WAR/ DETAINEE OPERATIONS

SUPPORTING RESPONSIBILITIES

Planning for Personnel Support

Effective planning for personnel support to joint operations can leverage the joint force commander's ability to accomplish the mission.

As a principal staff director, **the J-1 will be deeply involved in both the deliberate and crisis action planning processes.** The J-1 addresses personnel support issues impacting the commander's estimate through preparation of the personnel estimate. Additionally, the J-1 prepares Annex E, "Personnel," for all operation plans using CJCSM 3122.03, "Joint Operation Planning and Execution System Vol II: (Planning Formats and Guidance)."

Establishing a Joint Force Headquarters

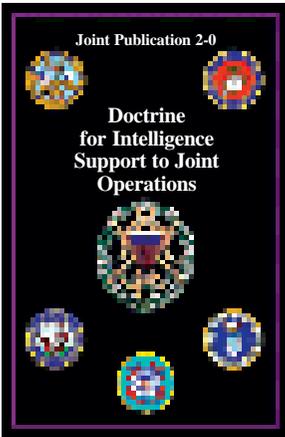
A variety of options are available to the combatant commander for establishing the joint force headquarters.

In many cases, **planning for a joint operation will necessitate the establishment of a subordinate joint force** to accomplish the mission or task. The combatant command J-1 plays a major role with the Operations Directorate in determining manpower requirements and then in sourcing personnel for the joint force headquarters. The composition of a joint force staff will reflect the composition of the joint force to ensure those responsible for employing joint forces have thorough knowledge of total force capabilities and limitations.

CONCLUSION

People are our most important asset. Getting the right types of people, in the appropriate quantity, at the right place and time will significantly increase the opportunity for mission success. This publication provides a common doctrine to be shared by all elements of a joint force and supporting organizations, which will increase the probability that personnel support is provided in a synchronized, timely, and effective manner.

Joint Publication 2-0 COMMANDER'S OVERVIEW



- **Explains the Role of Intelligence**
- **Defines the Commander's Role in Intelligence Operations**
- **Explains the Intelligence Cycle**
- **Discusses Intelligence Operations at Each Level of War**
- **Establishes Standards for Joint Intelligence Architecture**

Role of Intelligence

Knowledge of the enemy is one of the fundamentals of joint warfare.

Intelligence provides knowledge of the enemy to joint force commanders (JFCs). Intelligence tells JFCs what their adversaries or potential adversaries are doing, what they are capable of doing, and what they may do in the future. **Intelligence assists JFCs and their staffs** in visualizing the battlespace and in achieving information superiority. Intelligence also contributes to information superiority by attempting to discern the adversary's probable intent and future course of action.

Intelligence is critical across the range of military operations.

In **peacetime**, intelligence operations seek to provide the national leadership with the information needed to realize national goals and objectives, while providing military leadership with the information needed to accomplish missions and implement the national security strategy. During **war**, intelligence strives to identify the adversary's capabilities and centers of gravity, project probable courses of action, and assist in planning friendly force employment. During **military operations other than war**, intelligence provides assessments that help the JFC decide which forces to deploy; when, how, and where to deploy them; and how to employ them in a manner that accomplishes the mission at the lowest human and political cost.

Commander's Role in Intelligence Operations

Commanders are more than just consumers of intelligence.

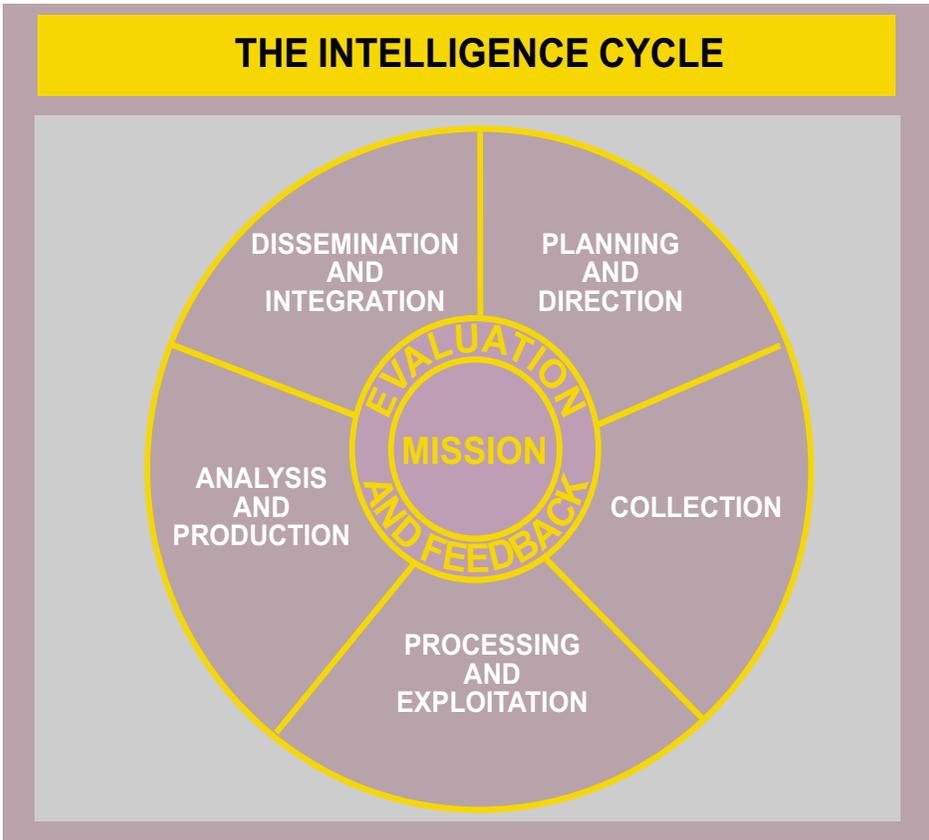
JFCs and their component commanders are the key players in the planning and conduct of intelligence operations.

Commanders are ultimately responsible for ensuring that intelligence is fully integrated into their plans and operations. Commanders state operational requirements and provide continuous feedback to ensure optimum intelligence support to operations. This interface is essential to the following purposes of intelligence: to support the commander; to identify, define, and nominate objectives; to support operational planning and execution; to avoid surprise; to assist friendly deception efforts; and to evaluate the effects of operations.

The Intelligence Cycle

The intelligence cycle is an important joint doctrinal concept.

The **intelligence cycle** provides a simplified model of how intelligence operations are conducted and establishes the basis for common joint intelligence terminology, tactics, techniques, and procedures.



Intelligence Operations

Intelligence operations assist a commander in accurately visualizing the battlespace.

Intelligence operations are the wide-ranging **activities conducted by intelligence staffs and organizations** to provide the commander with accurate and timely intelligence. Effective intelligence operations enable commanders at all levels to apply their available forces wisely, efficiently, and effectively. Resources used by a JFC in intelligence operations may include, in addition to those of the JFC's own command, those of adjacent forces, theater, and national levels.

Intelligence operations apply at all levels of war.

The concept of **strategic, operational, and tactical intelligence operations** aids JFCs and their intelligence staffs in visualizing the flow of intelligence from one level to the next. The concept **facilitates the allocation** of required collection, analytical, and dissemination resources and **permits the assignment** of appropriate intelligence tasks to national, theater, component, and supporting intelligence elements. At each level of intelligence operations, certain major tasks must be performed if the JFC is to receive the necessary intelligence.

Joint Intelligence Operational Architecture

The joint intelligence architecture is a dynamic, flexible structure.

A **joint system of command, control, communications, computers, intelligence, surveillance, and reconnaissance capabilities** enables the Intelligence Community to support the JFC and subordinate joint force components and integrate support from non-Defense agencies and nongovernmental organizations, as needed.

Multinational Operations

In many situations, the Armed Forces of the United States will join with foreign military forces to defeat common adversaries or to conduct military operations other than war.

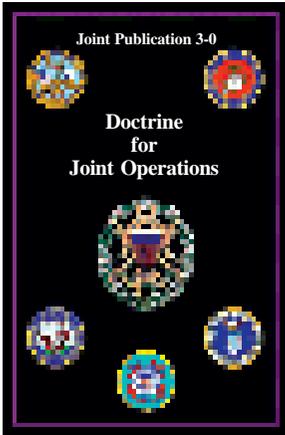
In most multinational operations, the JFC will be required to share intelligence with foreign military forces and to coordinate receiving intelligence from those forces. In some multinational operations, JFCs will be able to use existing international standardization agreements (e.g., North Atlantic Treaty Organization, standardization agreement) as a basis for establishing rules and policies for conducting joint intelligence operations. Since each multinational operation has its unique aspects, such standing agreements may have to be modified or amended based on the situation. In other cases a JFC participating in the coalition or alliance, following national and theater guidance, must develop the policy and procedures for that particular operation. Intelligence efforts of the nations must be complementary and take into consideration the intelligence system strengths, limitations, and unique and valuable capabilities each nation will have.

CONCLUSION

This publication is the keystone document of the intelligence support to joint operations series. This publication describes doctrine for intelligence support to interagency, joint, and multinational operations.

Joint Publication 3-0

COMMANDER'S OVERVIEW



- **Discusses the Strategic Environment Within Which Joint Operations Take Place**
- **Lists the Fundamental Principles of Joint Operations**
- **Covers Planning Guidance for War and Military Operations Other Than War**
- **Describes the Considerations for the Conduct of Joint Operations During War**
- **Provides Principles for Military Operations Other Than War**
- **Discusses Considerations for Multinational Operations**

Range of Military Operations

Contemporary threats faced by the Armed Forces of the United States are more ambiguous and regionally focused than during the Cold War.

Combatant commanders may confront a variety of factors that challenge the stability of countries and regions and threaten US national interests and security within their areas of responsibility. These instabilities can lead to increased levels of competition, a wide variety of attempts at intimidation, drug trafficking, insurgencies, regional conflicts, weapons proliferation, and civil war. **It is difficult to predict which nations or groups may threaten US interests and how and when such threats will emerge.** Yet such predictions should be attempted, and with a process that allows for rapid dissemination of strategic estimates.

Range of Military Operations

The range of military operations stretches from war to military operations other than war.

When other instruments of national power (diplomatic, economic, and informational) are unable or inappropriate to achieve national objectives or protect national interests, **the US national leadership may decide to conduct large-scale, sustained combat operations to achieve national objectives or protect national interests, placing the United States in a wartime state.** In such cases, the goal is to win as quickly and

with as few casualties as possible, achieving national objectives and concluding hostilities on terms favorable to the United States and its multinational partners.

Operations other than war are an aspect of military operations that focus on deterring war and promoting peace.

Military operations other than war (MOOTW) involving the use or threat of force. When other instruments of national power are unable to influence a deteriorating or potentially hostile situation, military force may be required to demonstrate US resolve and capability, support the other instruments of national power, or terminate the situation on favorable terms. The general goals of US military operations during such periods are to support national objectives, deter war, and return to a state of peace. Such operations involve a greater risk that US forces could become involved in combat than operations conducted to promote peace.

Military operations other than war not involving the use or threat of force. Prudent use of military forces in peacetime helps keep the day-to-day tensions between nations or groups below the threshold of armed conflict and maintains US influence in foreign lands. These operations, by definition, do not involve combat, but military forces always need to be prepared to protect themselves and respond to a changing situation.

National Strategic Direction

Military activities across the full range of military operations need to be synchronized with other instruments of national power and focused on common national goals.

National security strategy and national military strategy (NMS), shaped by and oriented on national security policies, provide strategic direction for combatant commanders. **Combatant commanders**, in turn, provide guidance and direction through their combatant command strategies and plans for the employment of military forces, in conjunction with interagency and multinational forces, in the conduct of military operations.

Interagency Operations

Achieving unity of effort in interagency operations can be difficult.

Combatant commanders and subordinate joint force commanders (JFCs) are likely to **operate with agencies** representing other US instruments of national power; with foreign governments; and with nongovernmental and international organizations in a variety of circumstances. The intrinsic nature of interagency coordination demands that

commanders and joint force planners consider all instruments of national power and recognize which agencies are best qualified to employ these elements toward the objective. Unity of effort is made more difficult by the agencies' different and sometimes conflicting policies, procedures, and decisionmaking techniques.

The Strategic Goal and Conflict Termination

Properly conceived termination criteria are key to ensuring that victories achieved with military forces endure.

To facilitate development of effective termination criteria, US forces must be dominant in the final stages of an armed conflict by achieving sufficient leverage to impose a lasting solution. Because the nature of the termination will shape the futures of the contesting nations or groups, it is fundamentally important to understand that termination of operations is an essential link between national security strategy, NMS, and end state goals — **the desired outcome. This principle holds true for both war and MOOTW.**

Fundamentals of Joint Operations

Joint operations doctrine reflects the nature of modern warfare and the strategic requirements of the Nation.

Joint operations doctrine is built on a sound base of warfighting theory and practical experience. It applies the principles of the fundamentals of joint warfare, and other key concepts consistent with the policies of the US Government. It seeks to provide JFCs with a broad range of options to defeat an adversary in war or to conduct MOOTW. It is a doctrine that recognizes the fundamental and beneficial effects of teamwork and unity of effort, and the synchronization and integration of military operations in time, space, and purpose. The **fundamental principle for employment of US joint forces** is to commit decisive force to ensure achievement of the objectives established by the National Command Authorities (NCA) while concluding operations in the shortest time possible and on terms favorable to the United States.

Levels of War

The three levels of war (strategic, operational, and tactical) are doctrinal perspectives that clarify the links between strategic objectives and tactical actions.

The **levels of war**, from a doctrinal perspective, clarify the links between strategic objectives and tactical actions. Although there are no finite limits or boundaries between them, the **three levels are strategic, operational, and tactical.** They apply to both war and MOOTW. Actions can be defined as strategic, operational, or tactical based on their effect or contribution to achieving strategic, operational, or tactical objectives.

Unified Action

Combatant commanders play a pivotal role in unifying actions.

The **concept of unified action** highlights the synergistic application of all of the instruments of national and multinational power and includes the actions of nonmilitary organizations as well as military forces to achieve common objectives.

Joint Warfare

Joint forces conduct campaigns and major operations. Functional and Service components of the joint force conduct supported, subordinate, and supporting operations, not independent campaigns.

The **integration of all US military capabilities**, often in conjunction with forces from other nations, other US agencies, nongovernmental organizations, and United Nations forces and capabilities, is required to generate decisive joint combat power. JFCs **synchronize and integrate the actions of air, land, sea, space, and special operations forces** to achieve strategic and operational objectives through integrated, joint campaigns and major operations. The goal is to increase the total effectiveness of the joint force, not necessarily to involve all forces or to involve all forces equally.

Command Relationships

Joint force command relationships are an array of options that joint force commanders (JFCs) can use to adapt the organization of assigned forces to situational requirements and arrange component operations in time, space, and purpose.

The NCA exercise authority and control of the armed forces through a **single chain of command with two distinct branches**. **One branch** runs from the President, through the Secretary of Defense, directly to the commanders of combatant commands for missions and forces assigned to their commands. **The other branch**, used for purposes other than operational direction of forces assigned to the combatant command, runs from the President through the Secretary of Defense to the Secretaries of the Military Departments.

Organization of Forces

JFCs have full authority to assign missions, redirect efforts, and direct coordination among subordinate commanders.

Joint forces are specifically designated, composed of significant elements, assigned or attached, of two or more Military Departments, and **commanded by a JFC** with a joint staff. The manner in which JFCs organize their forces directly affects the responsiveness and versatility of joint force operations. **The first principle in joint force organization** is that JFCs organize forces to accomplish the mission based on the JFCs' vision and concept of operations. Unity of effort, centralized planning and direction, and decentralized execution are key considerations.

Command and Control

Command and control is the exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of a mission.

Command includes both the authority and responsibility for effectively using available resources to accomplish assigned missions. Command at all levels is the art of motivating and directing people and organizations into action to accomplish missions. **Control is inherent in command.** To control is to regulate forces and functions to execute the commander's intent. Ultimately, it provides commanders a means to measure, report, and correct performance.

Joint Urban Operations

Joint urban operations are joint operations planned and conducted across the range of military operations on or against objectives on a topographical complex and its adjacent natural terrain, where manmade construction and the density of noncombatants are the dominant features.

Urbanized areas possess all of the characteristics of the natural landscape, coupled with manmade construction and the associated infrastructure, resulting in a complicated and dynamic environment that influences the conduct of military operations in many ways. **The most distinguishing characteristic** of joint urban operations (JUO), however, is not the infrastructure but the **density of noncombatants** that fundamentally alters the character of combat and noncombat operations.

JUO are not analogous to jungle, desert, or mountain operations in that there are more than just terrain considerations. JUO are conducted in large, densely populated areas with problems unique to **clearing adversary forces while possibly restoring services and managing major concentrations of people.** During JUO, joint forces may not always focus only on destruction of adversary forces but also may be required to take steps necessary to protect and support noncombatants and their infrastructure from which they receive services necessary for survival.

Planning Joint Operations

JFCs issue prioritized mission-type orders to subordinate commanders and define command relationships to facilitate mission accomplishment consistent with their concept of operations.

Planning for employment of joint teams begins with **articulating and understanding the mission, objective, purpose of the operations, and commander's intent.** The Joint Strategic Planning System provides strategic direction; assigns missions, tasks, forces, and resources; and designates objectives and rules of engagement. It also establishes constraints and restraints and defines policies and concepts to be integrated into combatant command strategies and plans. **The ultimate goal of US military forces is to accomplish the objectives directed by the NCA.** For joint operations, this will be achieved **through full spectrum dominance** — the ability of US forces,

operating unilaterally or in combination with multinational and interagency partners, to defeat any adversary or dominate any situation across the full range of military operations.

Combatant Command Strategic Planning

Combatant command strategic planning in peacetime provides the framework for employing forces in peacetime and in response to crises.

Combatant command planners develop **peacetime assessments** that ease transition to crisis or war as well as to postconflict. Peacetime intelligence and logistic assessments, for example, are essential for force projection and rapid transition to combat operations.

When directed by the NCA to conduct military operations, the **combatant commanders refine peacetime strategies and modify existing plans or develop campaign plans as appropriate**. The result, expressed in terms of military objectives, military concepts, and resources (ends, ways, and means), provides guidance for a broad range of activities.

The Campaign

A campaign is a series of related major operations that arrange tactical, operational, and strategic actions to accomplish strategic and operational objectives.

A campaign plan describes how these operations are connected in time, space, and purpose. Campaigns are joint in nature and serve as the focus for the conduct of war and MOOTW. **Campaigns must be kept simple and focused on clearly defined objectives.**

A wartime campaign is the **synchronization and integration** of any necessary air, land, sea, space, and special operations — as well as interagency and multinational operations — in harmony with diplomatic, economic, and informational efforts to attain national and multinational objectives.

Operational Art

Operational art is the use of military forces to achieve strategic goals through the design, organization, integration, and conduct of strategies, campaigns, major operations, and battles.

Operational art **determines when, where, and for what purpose major forces will be employed** and should influence the adversary disposition before combat. It governs the deployment of those forces, their commitment to or withdrawal from battle, and the arrangement of battles and major operations to achieve operational and strategic objectives.

Operational art **helps commanders use resources efficiently and effectively to achieve strategic objectives**. It provides a framework to assist commanders in ordering their thoughts when designing campaigns and major operations. Operational art helps commanders understand the conditions for victory

before seeking battle, thus avoiding unnecessary battles. Without operational art, war would be a set of disconnected engagements, with relative attrition the only measure of success or failure.

Key Planning Considerations

The initial plan establishes the commander's intent, the concept of operations, and the initial tasks for subordinate units.

Key planning considerations include: mission, commander's intent, commander's critical items of information, concept of operations, targeting, support, air apportionment, countering air and missile threats, space support operations, concept of logistics, force protection, environmental considerations, and command, control, communications, and computer systems.

Considerations Before Combat

Actions JFCs are able to take before the initiation of hostilities can assist in determining the shape and character of future operations.

JFCs should **prepare the operational area**, which involves implementing intelligence and counterintelligence operations in order to understand clearly the capabilities, intentions, and possible actions of potential opponents as well as the geography, weather, demographics, and culture(s) of the operational area. JFCs should also consider **isolation of the adversary, movement to attain operational reach, special operations protection, space operations, and assessment of the physical environment**.

Considerations at the Outset of Combat

As combat operations commence, JFCs need to exploit full dimensional leverage to shock, demoralize, and disrupt opponents immediately.

JFCs seek decisive advantage through the use of all available elements of combat power to seize and maintain the initiative, deny the enemy the opportunity to achieve his objectives, and generate in the enemy a sense of inevitable failure and defeat. Actions that JFCs take include **conducting force projection, seeking dimensional superiority, attacking adversary centers of gravity, conducting special operations, and ensuring force protection**.

Considerations for Sustained Combat Operations

JFCs conduct sustained operations when a quick military resolution is not possible.

JFCs seek to extend operations throughout the breadth and depth of the operational area. During sustained operations, **JFCs simultaneously employ air, land, sea, space, and special operations forces**. During a major operation, one component or major category of operations might be the main effort, with others in support. When conditions change, the main effort might shift to another component or function. **Some functions** (e.g., strategic attack, interdiction, and psychological operations) **continue throughout** the conflict, to deny the

adversary sanctuary, freedom of action, or informational advantage. When prevented from concentrating, opponents can be attacked, isolated at tactical and operational levels, and defeated in detail. At other times, JFCs may cause their opponents to concentrate their forces, facilitating their attack by friendly forces.

Military Operations Other Than War

Military operations other than war encompass a wide range of activities where the military instrument of national power is used for purposes other than the large-scale combat operations usually associated with war.

MOOTW usually involve **a combination of air, land, sea, space, and special operations forces** as well as the efforts of governmental agencies and nongovernmental organizations, in a complementary fashion. Although these operations are often conducted outside the United States, they also include military support to US civil authorities.

Combatant commanders support national objectives through combatant command strategies and military operations, which translate strategic intent into operational and tactical actions. Thus, **joint MOOTW involve strategic, operational, and tactical considerations**. Because the Department of State is frequently the lead Federal agency and nearly always a principal player in joint MOOTW outside the continental United States, JFCs should maintain a working relationship with the chiefs of the US diplomatic missions in their area.

Planning considerations for MOOTW include interagency coordination, command and control, intelligence and information collection, constraints and restraints, training and education, postconflict operations, and redeployment to other contingencies.

Multinational Considerations

US military operations often are conducted with the armed forces of other nations in pursuit of common objectives.

Multinational operations, both those that include combat and those that do not, are **conducted within the structure of an alliance**, a result of formal agreements between two or more nations for broad, long-term objectives, **or coalition**, an ad hoc arrangement between two or more nations for common action. Effectively planned and executed multinational operations should, in addition to achieving common objectives, **facilitate unity of effort** without diminishing freedom of action and **preserve unit integrity** and uninterrupted support. Each multinational operation is unique, and key considerations involved in planning and conducting multinational operations vary with the international situation and perspectives, motives, and values of the organization's members.

The Armed Forces of the United States should be prepared to operate within the framework of an alliance or coalition under other-than-US leadership.

Following, contributing, and supporting are important roles in multinational operations — often as important as leading. However, **US forces often will be the predominant and most capable force** within an alliance or coalition and can be expected to play a central leadership role, albeit one founded on mutual respect. Stakes are high, requiring the military leaders of member nations to emphasize common objectives as well as mutual support and respect.

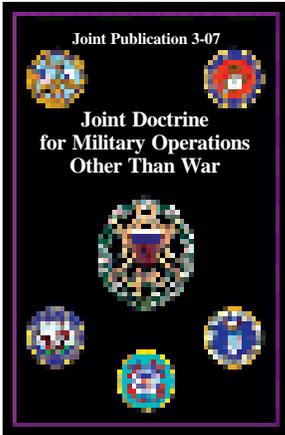
Considerations for multinational operations include national goals; unity of effort; doctrine, training, and equipment; cultural differences; management of resources; and national communications. JFCs must also initiate actions and provide guidance on the protection and sharing of sensitive US information and assets. Additionally, planned operations must take into account host nation policies and restrictions, as well as participating countries specific national policies regarding the use of force by their militaries employed outside national boundaries.

CONCLUSION

This publication is the keystone document of the joint operations series. It provides fundamental principles and doctrine that guide the Armed Forces of the United States in the conduct of joint and multinational operations.

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Joint Publication 3-07 COMMANDER'S OVERVIEW



- **Compares Military Operations Other Than War (MOOTW) with War**
- **Explains the Relationship Between MOOTW and Political Objectives**
- **Discusses MOOTW Principles**
- **Outlines Types of MOOTW Operations**
- **Describes Planning Considerations**

General

Military operations other than war (MOOTW) encompass the use of military capabilities across the range of military operations short of war.

Military operations other than war (MOOTW) can be applied to complement any combination of the other instruments of national power. To understand MOOTW, it is useful to understand how they differ from operations in war. Although MOOTW and war may often seem similar in action, **MOOTW focus on deterring war and promoting peace** while war encompasses large-scale, sustained combat operations to achieve national objectives or to protect national interests. MOOTW are more **sensitive to political considerations** and often the military may not be the primary player. More **restrictive rules of engagement** and a hierarchy of **national objectives** are followed. MOOTW are initiated by the National Command Authorities and are usually, but not always, conducted outside of the United States.

Political Objectives

Political objectives drive MOOTW.

All military personnel should understand the **political objective** and the **potential impact of inappropriate actions**. Commanders should remain aware of changes not only in the operational situation, but also of changes in political objectives that may warrant a change in military operations. One goal of MOOTW is to **deter war** through intervention to secure US interests. **Overseas presence** activities demonstrate our commitment, lend credibility to our alliances, enhance regional stability, and provide a crisis response capability while promoting US influence and access. **Crisis**

response may include employment of overwhelming force in peace enforcement, a single precision strike, or emergency support to civil authorities.

Range of MOOTW

The wide range of MOOTW provides the National Command Authorities with many possible options during unsettled situations.

When other instruments of national power are unable to influence a deteriorating or potentially hostile situation, **military force or threat of its use may be required** to demonstrate US resolve and capability. This is a risk that may result in a combat situation. Should deterrence fail, **force may be required to compel compliance** in the form of strikes, raids, peace enforcement, counterterrorism, enforcement of sanctions, support to insurgency and counterinsurgency, and evacuation of noncombatants. **The use of military forces in peacetime helps keep the day-to-day tensions between nations below the threshold of armed conflict or war** and maintains US influence in foreign lands. These operations include humanitarian assistance, disaster relief, some nation assistance, foreign internal defense, most support to counterdrug operations, arms control, support to US civil authorities, evacuation of noncombatants in a permissive environment, and peacekeeping. Noncombat MOOTW often can be a simultaneous operation with combat MOOTW.

Basic Principles

There are six principles that must be considered in order to achieve the desired objectives of MOOTW.

MOOTW principles are an extension of warfighting doctrine. Application of these principles helps ensure success and minimize losses by focusing on aspects of MOOTW that deserve careful consideration. They are as follows: 1. Direct every military operation towards a clearly defined, decisive and attainable **objective**. 2. **Unity of effort** in every operation ensures all means are directed to a common purpose. 3. **Security** is always important and depends on never permitting hostile factions to acquire a military, political, or informational advantage. 4. MOOTW may require **restraint** in order to apply appropriate military capabilities prudently. 5. **Perseverance** allows for measured, protracted application of military capability in support of strategic aims. 6. Committed forces must sustain the **legitimacy** of the operation and the host government, where applicable.

PRINCIPLES OF MILITARY OPERATIONS OTHER THAN WAR

OBJECTIVE

Direct every military operation toward a clearly defined, decisive, and attainable objective

UNITY OF EFFORT

Seek unity of effort in every operation

SECURITY

Never permit hostile factions to acquire a military, political, or informational advantage

RESTRAINT

Apply appropriate military capability prudently

PERSEVERANCE

Prepare for the measured, protracted application of military capability in support of strategic aims

LEGITIMACY

Committed forces must sustain the legitimacy of the operation and of the host government, where applicable

Types of MOOTW

The types of operations are extensive and represent MOOTW in which US forces may be involved.

These operations include: arms control; combatting terrorism; Department of Defense support to counterdrug operations; enforcement of sanctions/maritime intercept operations; enforcing exclusion zones; ensuring freedom of navigation and overflight; humanitarian assistance; military support to civil authorities; nation assistance/support to counterinsurgency; noncombatant evacuation operations; peace operations; protection of shipping; recovery operations; show of force operations; strikes and raids; and support to insurgency.

Planning Considerations

Plans for MOOTW are prepared in a similar manner as plans for war.

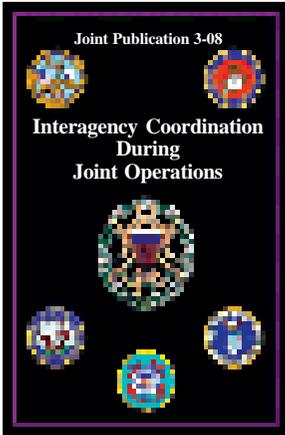
The mission analysis and command estimate are vital in MOOTW. **Of particular importance in the planning process is the development of a clear definition, understanding, and appreciation for all potential threats.** Commanders should always plan to have the right mix of forces available to quickly transition to combat operations or evacuate. **Unit integrity** allows for quick deployment and continued operations. **Intelligence and information gathering** needs to be multi-disciplined and utilize fused intelligence from all sources within the military including spaced-based intelligence, human intelligence, counterintelligence, and mapping, charting and geodesy. **Multinational operations** need special attention and require increased liaisons and advisors. **Command and control** are overseen by the joint force commanders (JFCs) and their subordinates and should remain flexible to meet specific requirements of each situation and promote unity of effort. **Public affairs**, including media reporting, influences public opinion and may ultimately be a principle factor in the success or failure of the operation. **Civil affairs** may provide assessments of the civil infrastructure, assist in the operation of temporary shelters, and serve as liaison between the military and various outside groups. **Psychological operations** provide a planned, systematic process of conveying messages to, and influencing selected target groups. **Coordination with nongovernmental, private voluntary organizations and interagency operations** allows the JFC to gain greater understanding of the situation and the society involved. MOOTW may present unique **legal issues**. The **logistics** element may precede other military forces or may be the only forces deployed. **Medical operations** support MOOTW to protect US personnel and enhance mission capability. MOOTW may require reserve units and individuals not found in the active component or may require deployment of more units or individuals possessing a capability than are available in the **active component forces**. A commander's campaign plan should include a **transition from wartime operations to MOOTW** to ensure that desired political objectives continue. The **termination of operations** includes actions to be taken as soon as the operation is complete. Such actions encompass transitioning to civil authority, marking and clearing minefields, closing financial obligations, pre-redeployment activities, redeploying forces and numerous other actions depending on the specific operation.

CONCLUSION

This publication provides basic concepts and principles to guide the Services and combatant commands to prepare for and conduct MOOTW. It describes those military operations and provides general guidance for military forces in the conduct of joint MOOTW.

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Joint Publication 3-08 COMMANDER'S OVERVIEW



- **Outlines the Interagency Process and Participants**
- **Explains the Evolving Role of the Armed Forces of the United States Within the Interagency Process**
- **Describes Interagency Coordination**
- **Explains the Role of the National Security Council System**
- **Discusses Organizing for Interagency Operations at the Operational Level**
- **Outlines Joint Task Force Roles and Responsibilities**

The Interagency Process and Participants

Success in operations will depend, to a large extent, on the ability to blend and engage all elements of national power effectively.

Interagency coordination **forges the vital link** between the military instrument of power and the economic, political and/or diplomatic, and informational entities of the US Government (USG) as well as nongovernmental agencies. The **intrinsic nature of interagency coordination** demands that commanders and joint planners consider all elements of national power and recognize which agencies are best qualified to employ these elements toward the objective.

Increased involvement of military forces in civil activity at home and abroad is matched, in part, by an increase in situations — primarily overseas — in which civil agencies face emerging post-Cold War factors and military threats not previously confronted. Many organizations are drawn closer to military forces because their missions may fail without military support or protection.

Interagency Coordination

Obtaining coordinated and integrated effort in an interagency operation is critical to success.

The **security challenges** facing the nation today are increasingly complex, requiring the skills and resources of many organizations. These include USG agencies, partner nations, nongovernmental organizations (NGOs), private voluntary organizations (PVOs), regional and international organizations, and the agencies of the

host country. **Efforts must be coordinated** despite philosophical and operational differences separating agencies.

An atmosphere of cooperation can ultimately contribute to unity of effort.

Unity of effort is made more difficult by the agencies' different and sometimes conflicting policies, procedures, and decision making techniques. To be successful, the interagency process should **bring together the interests of multiple agencies, departments, and organizations**. This is even more complex than the multidimensional nature of military combat operations viewed in isolation. When the other instruments of national power — economic, political and/or diplomatic, and informational — are applied, the dimensions of the effort and the number and types of interactions expand significantly.

BASIC STEPS TO BUILDING AND MAINTAINING COORDINATION

- DEFINE THE PROBLEM IN CLEAR AND UNAMBIGUOUS TERMS AGREED TO BY ALL PARTICIPANTS
- DEFINE THE OBJECTIVE
- ESTABLISH A COMMON FRAME OF REFERENCE
- DEVELOP COURSES OF ACTION / OPTIONS
- CAPITALIZE ON EXPERIENCE
- ESTABLISH RESPONSIBILITY
- PLAN FOR THE TRANSITION OF KEY RESPONSIBILITIES, CAPABILITIES, AND FUNCTIONS
- DIRECT ALL MEANS TOWARD UNITY OF EFFORT

Interagency Process at the National Level

Coordinating the activities of the various government agencies is fundamental to the efficient use of national resources.

The **interagency process at the national level** is grounded within the **Constitution** and established by law in the **National Security Act of 1947** (NSA 47). The National Security Council (NSC) is a product of NSA 47.

The National Security Council System is the principal forum for consideration of issues of national security requiring Presidential decisions.

The NSC advises and assists the President in integrating all aspects of national security policy — domestic, foreign, military, intelligence, and economic. Together with supporting interagency working groups, high-level steering groups, executive committees, and task forces, **the National Security Council System provides the foundation for interagency**

coordination in the development and implementation of national security policy. The NSC staff is the President's personal and principal staff for national security issues. It tracks and directs the development, execution, and implementation of national security policies for the President.

Interagency Coordination for Domestic Operations

The Secretary of the Army is the Department of Defense Executive Agent for provision of military support to civil authorities and responds to the National Command Authorities when coordinating with the Director of the Federal Emergency Management Agency.

Military operations inside the US and its territories, though limited in many respects, **may include** military support to civil authorities, which is Department of Defense (DOD) support to civil authorities for domestic emergencies that result from natural or man-made causes, or military support to civilian law enforcement agencies (MSCLEA). MSCLEA also includes, but is not limited to military assistance to civil disturbances; Key Asset Protection Program; and interagency assistance, to include training support to law enforcement agencies, support to counterdrug operations, support for combatting terrorism, and improvised device response.

In all of these efforts, **the military brings unique and very useful capabilities to the interagency forum** that have value in domestic support. However, the Constitution of the United States, laws, regulations, policies, and other legal issues all bear on the employment of the military in domestic operations. Considering the increased emphasis on domestic roles for the Department of Defense, **a balance must be defined during the planning phase** between the military capabilities and resources that can be applied to a situation and the constraints of law.

Interagency Coordination for Foreign Operations

The Department of State advises and assists the President in foreign policy formulation and execution.

Operations in foreign areas arise as a result of the United States' external relationships and how they bear on the national interest. **For the Department of Defense, in the politico-military domain, this involves** bilateral and multilateral military relationships, treaties involving DOD interests, technology transfer, armaments cooperation and control, and humanitarian assistance and peace operations.

Within a theater, **the geographic combatant commander is the focal point for planning and implementation of regional military strategies that require interagency coordination.** Coordination between the Department of Defense and other USG agencies may occur through a country team or within a combatant command. In some operations, a Special Representative of the President or Special Envoy of the United

Nations Secretary-General may be involved. The US interagency structure within foreign countries involves the Ambassador, country team system (which includes the Defense Attache Office and the Security Assistance Organization), the American Embassy public affairs officer, United States Information Service, and geographic combatant commands.

Command Relationships

The Armed Forces perform in both supported and supporting roles with other agencies.

The **National Command Authorities establish supported and supporting command relationships** between combatant commanders when deployment and execution orders are issued. The commanders of the geographic combatant commands, supported by the functional combatant commands or other geographic combatant commanders, provide forces and resources to accomplish the mission. This command relationship among the combatant commanders lends itself to the interagency process.

NGOs and PVOs do not operate within either the military or the governmental hierarchy. Therefore, **the relationship between Armed Forces and NGOs and PVOs** is neither supported nor supporting, but rather **an associate or partnership relationship**.

Nongovernmental Organizations and Private Voluntary Organizations

Nongovernmental organizations (NGOs) and private voluntary organizations (PVOs) play an important role in providing support to host nations.

Where long-term problems precede a deepening crisis, **NGOs and PVOs are frequently on the scene before US forces and are willing to operate in high-risk areas**. They will most likely remain long after military forces have departed. NGOs and PVOs are diverse, flexible, independent, and grassroots-focused and are primary relief providers. NGOs and PVOs are involved in such diverse activities as education, technical projects, relief activities, refugee assistance, public policy, and development programs. The sheer number of lives they affect and resources they provide **enables the NGO and PVO community to wield a great deal of power** within the interagency community.

Mutually beneficial arrangements between the Armed Forces and NGOs and PVOs may be critical to the success of the campaign or operation plan.

Because of their capability to respond quickly and effectively to crisis, **NGOs and PVOs can lessen the civil-military resources that a commander would otherwise have to devote to an operation**. In the final analysis, activities and capabilities of NGOs and PVOs must be factored into the commander's assessment of conditions and resources and integrated into the selected course of action. Their extensive

involvement, local contacts, and experience in various nations make these organizations valuable sources of information about local and regional governments as well as civilian attitudes toward the operation.

Regional and International Organizations

Regional and international organizations possess area or global influence.

Regional and international organizations have **well-defined structures, roles, and responsibilities** and are usually equipped with the resources and expertise to participate in complex interagency operations. Regional examples include the North Atlantic Treaty Organization, the Organization for African Unity, the Organization of American States, the Western European Union, and the Organization on Security and Cooperation in Europe. International examples include the United Nations and the International Red Cross and Red Crescent Movement.

Organizing for Interagency Operations at the Operational Level

Interagency forums established early at the operational level will enable close and constructive dialogue between the engaged agencies.

Steps for combatant commands that support effective interagency coordination and identify mutual objectives include: (1) identify all agencies and organizations that are or should be involved in the operation; (2) establish an interagency hierarchy and define the objectives of the response effort; (3) define courses of action for both theater military operations and agency activities; (4) solicit from each agency, department, or organization a clear understanding of the role that each plays; (5) identify potential obstacles to the collective effort arising from conflicting departmental or agency priorities; (6) identify the resources of each participant in order to reduce duplication and increase coherence in the collective effort; (7) define the desired end state and exit criteria; (8) maximize the mission's assets to support the longer term goals of the enterprise; and (9) establish interagency assessment teams.

For interagency crisis response for operations within the United States and its territories (other than for acts of terrorism), **the Secretary of the Army is the Department of Defense Executive Agent for execution and management of military support to civil authorities.** The Secretary of Defense retains the authority to approve the deployment of combatant command resources and to authorize DOD involvement in operations that may include the use of lethal force (e.g., civil disturbances). The Secretary of the Army executes and manages domestic operations through the Director of Military Support and the supported geographic combatant commander. When the Department of Defense responds to acts of terrorism, the

Secretary of Defense personally oversees the operation. Early in crisis action planning for operations outside the continental United States and its territories, **the geographic combatant commander communicates with the appropriate Ambassador(s)** as part of crisis assessment. The Ambassador and country team are often aware of factors and considerations that the geographic combatant commander might apply to develop courses of action, and they are key to bringing together US national resources within the host country.

Joint Task Force Interagency Operations

A combatant commander may designate a joint task force to conduct the military portion of interagency operations.

The unique aspects of the interagency process require the **joint task force (JTF) headquarters to be especially flexible, responsive, and cognizant** of the capabilities of not only the JTF's components, but other agencies as well. When designating a JTF, the combatant commander will select a commander of the joint task force, assign a joint operations area, specify a mission, provide planning guidance, and either allocate forces to the JTF from the Service and functional component forces assigned to the combatant command or request forces from supporting combatant commands. In contrast to the established command structure of a combatant command or joint task force, NGOs and PVOs in the operational area may not have a defined structure for controlling activities. Upon identifying organizational or operational mismatches between organizations, the staff of the combatant command or JTF should designate points in the NGO and PVO organizations at which liaison and coordinating mechanisms are appropriate. These may include the Humanitarian Assistance Coordination Center, the Logistics Operations Center, and a liaison section.

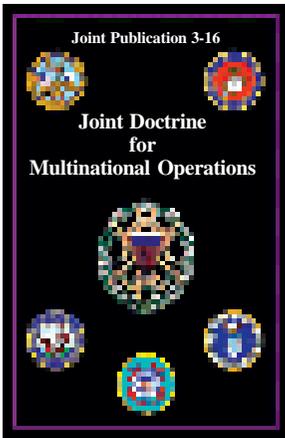
A valuable tool in the mission analysis process is **the deployment of a JTF assessment team** to the projected joint operations area. The assessment team may help clarify the mission by actually deciding what needs to be accomplished, what type of force is required, the proper sequence for deployment of the force, availability of state and local or in-country assets, and what ongoing operations are being conducted by organizations other than military forces. **The JTF commander should consider the establishment of an executive steering group, civil-military operations center, and liaison teams.** Other JTF interagency considerations are intelligence support and control, logistic support, legal support, media affairs, and space support.

CONCLUSION

This publication discusses the interagency environment; describes joint doctrine to best achieve coordination between the combatant commanders and agencies of the USG, NGOs and PVOs, and regional and international organizations during unified actions and joint operations; and provides potential methodologies to conduct successful interagency operations. It also describes the key USG departments and agencies and nongovernmental and international organizations — their core competencies, basic organizational structures, and relationship (or potential relationship) with the Armed Forces of the United States.

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Joint Publication 3-16 COMMANDER'S OVERVIEW



- **Describes the Fundamentals of Multinational Operations**
- **Reviews Multinational Command Relationships**
- **Discusses the Considerations During the Planning and Execution of Multinational Operations**
- **Covers Operational Considerations**

Fundamentals of Multinational Operations

Multinational operations is a collective term to describe military actions conducted by forces of two or more nations.

The United States has often shared common security interests and participated in operations with other nations. Typically, multinational operations are performed within the structure of a coalition or alliance. **A coalition** is an ad hoc arrangement between two or more nations for common action. **An alliance** is the result of formal agreements between two or more nations for broad, long-term objectives which further the common interests of the members. Normally each alliance or coalition develops its own protocols and contingency plans to guide multinational action. Multinational operations may include combat and are conducted both during war and military operations other than war (MOOTW). **War** is the extreme case for conducting multinational operations; the goal is to achieve the multinational objectives as quickly as possible and with as little cost as possible. **MOOTW** focus on deterring war, resolving conflict, promoting peace and stability, and supporting civil authorities. **Peacetime engagement** activities are intended to shape the security environment in peacetime. These activities demonstrate US commitment, lend credibility to its alliances, enhance regional stability, and provide a crisis response capability while promoting US influence and access. During multinational operations, respect, rapport, knowledge of partners, and patience must be practiced during all activities to ensure unity of effort. Steps to achieve rationalization, standardization, and interoperability will significantly enhance the probability

of success in multinational operations. When providing alliance or coalition leadership, the geographic combatant commander ensures that unified action integrates US joint operations, in conjunction with multinational, interagency, and international organizations, into a strategic unity of effort to achieve the strategic end state.

Command Relationships

Several key individuals and organizations determine the level of US military involvement in multinational operations.

The National Security Council is the principal forum to consider national security issues that require presidential decisions. Its membership includes the President, the Vice President, the Secretary of State, and the Secretary of Defense. The National Command Authorities (NCA) consist of the President and the Secretary of Defense and may employ military power and personnel to respond to situations affecting US interests. The Secretary of State is the President's principal foreign policy advisor and the Department of State administers US Embassies abroad and supports the Secretary of State in pursuing US foreign policy goals. The President retains command authority over US forces, yet sometimes it is prudent to place appropriate US forces under the operational control of a foreign commander to achieve specified military objectives. Foreign operational control, tactical control, and support relationships may all be advantageous to multinational operations. Each coalition or alliance will create the structure that will best meet the needs, political realities, constraints, and objectives of the participating nations. Alliance command relationships often reflect either an integrated command structure or a lead nation command structure. Coalition command relationships often are a parallel command structure, a lead nation command structure, or a combination of the two.

Considerations During the Planning and Execution of Multinational Operations

One of the most important tasks when planning multinational operations is to conduct a detailed mission analysis.

A mission analysis for a multinational operation should include assessments of the respective capabilities, political will, and national interests of each of the national contingents. This analysis should result in a mission statement for the multinational force as a whole and a restated mission for the US contingent of the force. Once the tasks necessary to achieve the objectives have been approved, the multinational force commander (MNFC) assigns specific tasks to the contingent most capable of completing those tasks. Every phase of the intelligence cycle, including planning and direction, collection,

processing and exploitation, analysis and production, dissemination and integration, and evaluation and feedback, is substantively adjusted to support multinational operations. Effective logistic support in a multinational operation will pose particular problems for the MNFC and will require detailed planning and flexible execution, taking into account the logistic capabilities, demands, and limitations of each national contingent. During the commander's assessment, the overall objectives also need to include criteria for termination and transition, communications, force protection, international law considerations, rules of engagement, doctrine, education and training, media relations, health service support, religious ministry support, meteorology, and oceanography as well as many cultural and linguistic needs.



Operational Considerations

Operational considerations include land, maritime, air and space, special operations, information operations, and search and rescue operations.

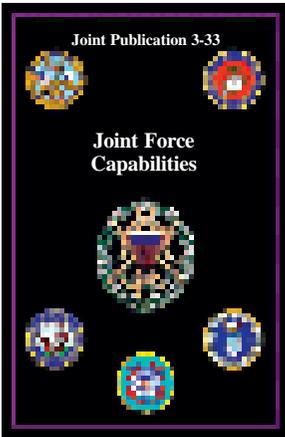
Land operations occur across the range of military operations, during war and MOOTW. Land forces possess the capability to hold or occupy land areas. Capabilities to land forces include operational mobility, interoperability, sustainability, and versatility. **Maritime operations** cover a range of military activities undertaken, in peacetime or in war, to exercise sea control or project power ashore. The qualities that characterize maritime forces include readiness, flexibility, self-sustainability, and mobility. **Air operations** gain and maintain control of the air and exploit its use to achieve the MNFC's objectives. Unity of effort is necessary for effectiveness and efficiency. Centralized planning is essential for controlling and coordinating the efforts of all available forces. Decentralized execution is essential to generate the tempo of operations required and to cope with the uncertainty, disorder, and fluidity of combat. **Space operations** include force enhancement, space control, space support including spacelift and on-orbit operations, and force application. **Special operations forces** enable the commander to develop and exercise unconventional military options in multinational operations independently or in support of other components. They are trained to provide liaison to multinational maneuver units, taking advantage of their language capabilities, cultural awareness, and experience in working and training with foreign military and paramilitary forces. **Information operations (IO)** are those actions taken to affect adversary information and information systems while defending one's own information and information systems. Additionally, information assurance (IA) is an element of IO that is concerned with the protection and defense of information and information systems by ensuring their availability, integrity, authentication, confidentiality, and non-repudiation. This includes providing for the restoration of information systems by incorporating protection, detection, and reaction capabilities. Both IO and IA must be factored into every operation conducted by any task force. The Joint Staff coordinates US positions on all IO matters discussed bilaterally or in multinational organizations to encourage interoperability and compatibility in fulfilling common requirements. **Search and rescue (SAR)** operations are those efforts undertaken to find and recover downed and/or missing personnel. Normally each nation and/or component is responsible for conducting its own SAR missions.

CONCLUSION

Multinational operations include alliances or coalitions between two or more nations in order to best achieve their common interests. The NCA will retain ultimate command authority over US military forces and personnel, but often will employ the aid of foreign command and additional support relationships in order to achieve specified military objectives. Detailed mission analysis and organized objectives help provide a successful multinational operation through the coordinated employment of forces.

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Joint Publication 3-33 COMMANDER'S OVERVIEW



- **Discusses the Effects of a Changing World Environment on US Military Operations**
- **Explains Service Capabilities and Organizations**
- **Provides Information on Functional Combatant Commands**
- **Discusses the Contribution of Department of Defense and Federal Agencies to the Joint Task Force**

Overview

The Armed Forces of the United States are reorienting their efforts to meet future needs.

While the likelihood of global war has diminished since the end of the Cold War, **the United States continues to maintain vigilance in areas critical to national interests**. Efforts of the Armed Forces of the United States include facing significant challenges with respect to supporting joint force operations across the range of military operations, maintaining training and readiness at the highest levels, coordinating and cooperating with other Services and nations, exploiting opportunities of the information revolution, and preparing for future operations. **Commanders today must orchestrate combined arms operations** across the dimensions of air, land, sea, space, and time. In the future, closer coordination and cooperation between the Services and with other nations will assume even greater importance than they have today. Future joint and multinational forces will require **compatible and complementary systems and doctrine** that complement those employed by other Services, multinational forces, and national agencies, including non-Department of Defense (DOD) government agencies.

Today's commanders must be adaptive.

The **campaign plan** at theater or joint task force (JTF) level, and **operation plan** at JTF level, are **key command and control instruments** used by commanders. One fundamental purpose of such plans is to achieve **synchronized employment** of all available land, sea, air, special operations, and space

forces, as well as the capabilities provided by supporting combatant command and Defense and other agencies. **Joint force commanders (JFCs) must be familiar with capabilities and limitations of their component forces** and integrate and synchronize operations in such a manner as to apply force from different dimensions to shock, disrupt, and defeat opponents.

Service Capabilities and Organization

The Armed Forces of the United States are composed of the US Army,

The **Army** is the nation's decisive land warfare force. The ability of Army forces to compel, deter, reassure, or support as an instrument of national policy and objectives is directly related to the quantity of force it is able to apply. The Army is a rapidly deployable, versatile, capabilities-based force contributing light, heavy, and special operations forces (SOF) to the JFC. The Army provides a full range of military capabilities and responses to achieve strategic military objectives. The Army's contribution to the JFC is the power to exercise direct, sustained, and comprehensive control over the land, its resources, and its peoples.

US Marine Corps,

The **Marine Corps** maintains a unique capability in expeditionary operations that provides a wide range of power projection options in support of vital US interests. Additionally, Marine Corps maritime pre-positioning force employment options offer a rapid global response, timely buildup of combat power, enhanced tactical mobility, and an increased measure of combat sustainability.

US Navy,

The **Navy** is organized, trained, and equipped to provide forces to promote and defend US national interests by maintaining maritime superiority, contributing to regional stability, and conducting operations on and from the sea. Navy forces accomplish these tasks through deterrence operations while maintaining warfighting readiness through continued forward presence, exercising a robust sealift capability, and developing interoperability with the other Services. In addition to these Navy capabilities, naval forces (including Marine Corps and Coast Guard forces) are capable of seizing or defending advanced naval bases and conducting land operations essential to the prosecution of the maritime portions of campaigns.

US Air Force,

The **Air Force** is the nation's preeminent source of integrated air and space power. The Air Force's ability to project power rapidly, persistently, and with precision is its most unique contribution to the joint force. The **Air Force** is organized, trained, and equipped to defend the United States through

control and exploitation of air and space. Speed, flexibility, and the global nature of its reach and perspective distinguish the Air Force's execution of its core competencies. In addition to global attack and precision engagement capabilities, the Air Force enhances the joint force's overall warfighting effectiveness by providing air and space superiority: rapid global mobility; agile combat support; air and space intelligence, surveillance, and reconnaissance; and information superiority.

and US Coast Guard.

As a Military Service, the **US Coast Guard** provides capabilities that are complementary to the other Services and essential in support of the national security and military strategies. In addition to its national defense role, the Coast Guard, as part of the Department of Transportation, performs three other major roles — maritime safety, maritime law enforcement, and maritime environmental protection. The Coast Guard's authority to enforce statutory law is unique among the Military Services.

Functional Combatant Commands

One or more functional combatant commands are likely to be involved in every phase of an operation.

United States Transportation Command (USTRANSCOM). The Commander in Chief, USTRANSCOM (USCINCTRANS) is the single manager of defense common-user transportation both in peace and in war. USTRANSCOM is a **functional combatant command** with the following transportation component commands: Air Mobility Command, Military Traffic Management Command, and Military Sealift Command. Through these commands, USCINCTRANS provides **strategic air, land, and sea transportation**, including common-user terminal services, to deploy, employ, and sustain military forces to meet national objectives. **USCINCTRANS oversees a global transportation planning and execution system** supported by communication and computer networks. The command moves troops, equipment, and supplies and continues to transport materiel and personnel to deployed forces for as long as necessary.

United States Space Command. Military space operations and their resultant impact on military operations **are an evolving, integral part of the modern battlespace.** Space forces provide a means to exploit and, if required, control space to assist in the successful execution of national security strategy, national military strategy, and joint force operations.

US SPACE COMMAND CAPABILITIES

- Global positioning and navigation support
- Environmental monitoring (weather, surface conditions)
- Intertheater and intratheater communications
- Space and terrestrial intelligence, surveillance, and reconnaissance
- Ballistic missile warning
- Space launch and satellite control
- Space support teams

United States Special Operations Command (USSOCOM). Special operations (SO) are a form of warfare characterized by a unique set of objectives, weapons, and forces. While SOF can conduct missions across the range of military operations, **they normally focus on strategic and operational objectives.** USSOCOM includes all active and reserve SOF (except for Marine Corps Reserve Civil Affairs Groups) stationed in the United States. USSOCOM is also **responsible for providing trained and combat-ready SOF to geographic combatant commanders** and, when directed by the National Command Authorities, for exercising command of selected SO missions.

United States Strategic Command (USSTRATCOM). USSTRATCOM brings together the **planning, targeting, and wartime employment** of all Air Force and Navy strategic nuclear forces and/or capabilities under one commander. These strategic forces include Air Force heavy bombers and land-based intercontinental ballistic missiles as well as Navy ballistic missile submarines. **The mission of USSTRATCOM is to posture strategic forces in a manner to deter a military attack on the United States, US forces, and its allies.**

Interagency Coordination

Nonmilitary organizations provide valuable knowledge, expertise, and unique capabilities in many situations and remote regions of the world.

As missions have become more diverse since the end of the Cold War, **the frequency and level of interagency coordination and cooperation have expanded** to include a wide range of federal, state, local, private, and international organizations. Operations such as peacekeeping, counterproliferation, consequence management, drug enforcement, disaster relief, and foreign humanitarian assistance require close cooperation and interaction among a continually changing field of players. **The JTF can capitalize on the capabilities of these organizations to accomplish its mission more effectively** and, conversely, agencies (particularly private voluntary organizations [PVOs] and nongovernmental organizations [NGOs]) may depend on the military for support or protection to accomplish their goals.

The joint force commander and staff should be familiar with the capabilities of these organizations in order to capitalize on their potential contributions as force multipliers.

US forces seldom operate in isolation and their capabilities are enhanced when they interact with a variety of **DOD and other Federal agencies**. DOD and **national-level intelligence agencies and organizations** include the Defense Intelligence Agency, National Security Agency and/or Central Security Service, Central Intelligence Agency, and National Imagery and Mapping Agency as well as the intelligence divisions of the Department of State and the Military Services. These agencies continually gather information and publish intelligence reports assessing emerging world situations. Many of these reports are available to the JFC and subordinates throughout the planning process. **The JFC should have an understanding of the capabilities of these national-level intelligence agencies** and their collection, processing, analysis, reporting, dissemination, and direct support functions. Other supporting **DOD organizations** include the Joint Communications Support Element, Joint Spectrum Center, Defense Information Systems Agency, Defense Logistics Agency, and the Defense Threat Reduction Agency. **Federal agencies** include the Department of State, National Oceanic and Atmospheric Administration, Federal Emergency Management Agency, United States Agency for International Development and/or US Office of Foreign Disaster Assistance, Federal Bureau of Investigation, and the Drug Enforcement Administration.

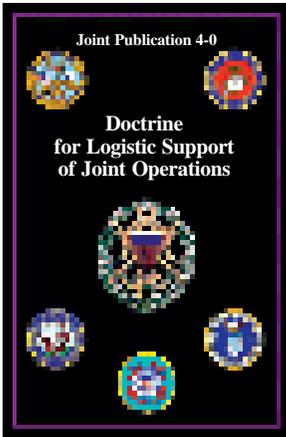
Most nongovernmental and private voluntary organizations are extremely dedicated and capable of providing specific humanitarian relief tasks.

International organizations are organizations with global influence, such as the International Committee of the Red Cross. “**NGO**” refers to transnational organizations of private citizens that maintain a consultative status with the Economic and Social Council of the United Nations (UN). NGOs may be professional associations, foundations, multinational businesses, or simply groups with a common interest in foreign humanitarian assistance activities (development and relief). NGOs are predominantly national or international nonprofit citizens voluntary organizations. They are involved in such diverse activities as education, technical projects, relief, and refugee development programs. **PVOs** are private, normally US-based nonprofit organizations involved in humanitarian efforts including (but not limited to) relief, development, refugee assistance, environment, public policy, or global education. The **UN** is a voluntary association of sovereign countries which have committed themselves to international peace and security.

CONCLUSION

This publication integrates existing joint and Service doctrine into a single publication that addresses fundamental principles and doctrine concerning joint force capabilities. It presents considerations and options JFCs can employ in planning and executing operations. It includes detailed information in a CD-ROM for the joint force planner’s use relative to the contributions of the Services, functional combatant commands, and major DOD and Federal agencies to joint operations.

Joint Publication 4-0 COMMANDER'S OVERVIEW



- **Covers Authorities and Responsibilities for Logistic Operations**
- **Provides Logistic Principles and Considerations**
- **Discusses Logistic Planning**
- **Gives Guidance on Logistics at the Theater Level**

General Logistic Overview

Logistics is the process of planning and executing the projection, movement and sustainment, reconstitution, and redeployment of operating forces in the execution of national security policy.

The **science of logistics** concerns the integration of strategic, operational, and tactical sustainment efforts within the theater, while scheduling the mobilization and deployment of units, personnel, equipment, and supplies in support of the employment concept of a geographic combatant commander. The relative combat power that military forces can bring to bear against an enemy is constrained by a nation's capability to plan for, gain access to, and deliver forces and materiel to the required points of application across the range of military operations.

Logistic functions include:

Supply

Maintenance

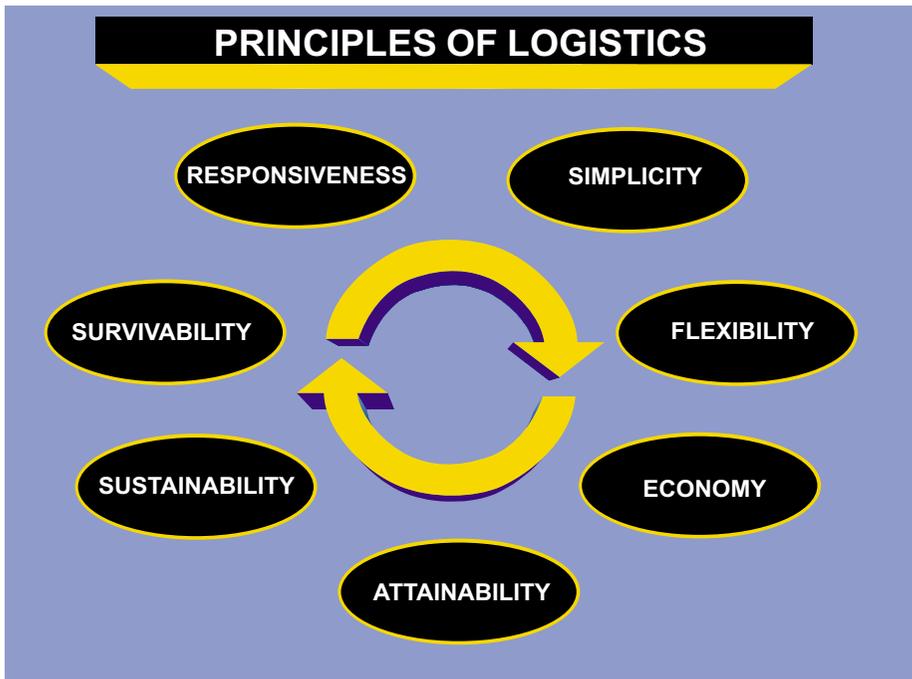
Transportation

Civil engineering

Health services

Other services

Supply is the function of acquiring, managing, receiving, storing, and issuing the materiel required by forces. **Maintenance** includes actions taken to keep materiel in a serviceable condition or to upgrade its capability. **Transportation** is the movement of units, personnel, equipment, and supplies from the point of origin to the final destination. **Civil engineering** provides the construction, operation, maintenance, damage repair, and reconstitution of facilities, roads, and utilities and logistic infrastructure. **Health services** includes medical evacuation, hospitalization, medical logistics, medical laboratory services, blood management, vector control, preventive medicine services, veterinary services, and dental services. **Other services** are nonmaterial support activities provided by Service personnel and the logistic community that are essential to force support. For each of the



above functional areas, the combatant commander should consider these four elements of the joint theater logistic process: **procurement and contracting, distribution, sustainment, and disposition and disposal.**

Responsibilities for Joint Theater Logistics

Combatant commanders exercise directive authority for logistics.

The exercise of **directive authority for logistics** by a combatant commander includes the authority to issue directives to subordinate commanders. Combatant commanders exercise **combatant command (command authority) (COCOM)** over assigned forces. **COCOM includes directive authority for logistics**, giving the combatant commander the unique ability to shift logistic resources within the theater. This directive authority ensures the effective execution of approved operation plans, the effectiveness and economy of the operation, and the prevention or elimination of unnecessary facility duplication and overlapping functions. It also promotes synchronization of effort and builds cohesion among the Service component commands in supporting the combatant commander.

Services and Service components implement.

Implementation and execution of logistic functions remain the responsibility of the Services and the Service component commanders.

Services provide own logistic support.

Each Service is responsible for the logistic support of its **own forces**, except when logistic support is otherwise provided for by agreements with national agencies or allies, or by assignments to common, joint, or cross-servicing.

Combatant commanders establish priorities.

The combatant commander will **review requirements** of the Service component commands and **establish priorities** through the approved deliberate and crisis action planning processes to use supplies, facilities, mobility assets, and personnel effectively.

Subordinate joint forces will normally follow single-Service logistic support channels.

Logistic responsibilities for subordinate forces to the combatant command will follow **single-Service command channels**, except when specifically directed otherwise either by the authority assigning those subordinate forces to the combatant command or by the Secretary of Defense; when common, joint, cross-servicing, or inter-servicing agreements and procedures provide other responsibilities; or when the geographic combatant commander gives the commander of a subordinate joint force directive authority for a common support capability within that subordinate commander's joint operations area.

Combatant commanders coordinate supply support between Service components.

Combatant commanders are responsible for **allocating critical resources, coordinating supply support** among the Service components, establishing **supply buildup rates**, and authorizing **theater stockage levels**.

Commanders of Service component commands are responsible for logistic support of their forces.

Subject to combatant commanders' responsibility and authority, commanders of the Service component commands are responsible for **logistic support of their forces** and direct communication with appropriate headquarters on all supply matters.

Multinational (allied and coalition) forces often require some support beyond their organic capabilities.

Although **nations are ultimately responsible for providing logistic support for their own forces**, the capability of participating nations' forces to support themselves organically will vary widely in multinational (allied and coalition) operations. Substantial non-organic support may be supplied by contractors, host nations, or other participating nations, but such logistic needs must be identified during the planning phase. The capability of allies and coalition partners to logistically support a multinational operation must be carefully considered, since they may serve as both a source and a competing demand for logistic support. Combatant commanders must be attuned to this, and should strive to negotiate, conclude and integrate the use of acquisition and

cross-servicing agreements and associated implementing arrangements for use in time of crisis.

The geographic combatant commander is responsible for supplies for civilians.

The geographic combatant commander is responsible for **provision of supplies for Department of Defense civilians** in occupied areas in accordance with current directives, obligations, and treaties the United States recognizes.

The geographic combatant commander is responsible for a distribution network, maintenance, salvage, construction facilities engineering, base development, coordinating health services, and other services.

The geographic combatant commanders are responsible for maintaining an **effective distribution network** and exercising visibility and positive control of personnel, materiel, and services. The combatant commanders are responsible for coordinating **maintenance and salvage**; establishing **bases**; coordinating **real estate requirements**; and planning, constructing, and maintaining **roads, bridges, utilities, and facilities**. Geographic combatant commanders are also responsible for coordinating and integrating **health service support** and the search, recovery, identification, care, and evacuation or disposition of **deceased personnel** within their theaters. The **Services** are normally responsible for **facility acquisition** funding and support. In contingency operations, one Service or agent is normally assigned base operations support responsibility for all Services in a particular area or base; thus they are responsible for facility acquisition funding for all Services.

The Commander in Chief, US Transportation Command provides strategic common-user air, land, and sea transportation and terminal services.

The Commander in Chief, US Transportation Command (USCINCTRANS) has the mission to provide **common-user air, land, and sea transportation and terminal services** to deploy, employ, sustain, and redeploy military forces in order to meet national security objectives throughout the range of military operations. Combatant commanders coordinate their movement requirements and required delivery dates with USCINCTRANS. Geographic combatant commanders retain command of Service component transportation assigned or attached to the theater.

Joint Logistic Planning

The combatant commanders' operation plans should have logistic implications coordinated at all levels.

Proper logistic deliberate planning will reduce the need for emergency measures and improvisations, which are usually expensive and often have an adverse effect on subordinate and adjacent commands. Supported combatant commanders, in coordination with United States Transportation Command, balance the transportation flow of the joint force through effective employment planning. Balance is primarily a function of force composition and transportation flow, but planned

theater distribution and joint reception, staging, onward movement, and integration capabilities must also be considered. Logistic planners must focus on seamless deployment, distribution, and sustainment in order to properly enable the employment concept of the mission or task.

Logistic planning should be done at the strategic, operational, and tactical levels.

The combatant commander's strategic logistic concept will focus on the ability to generate and move forces and materiel into the theater base and on to desired operational locations where operational logistic concepts are employed. Tactical planning is done primarily by the Service components.

Special logistic planning considerations include demands of an expanding force, critical items, bottlenecks, movement control, and civilian supply sources.

Planners must identify and assess **critical or key issues** unique to a specific operation plan they must support. These issues include the increased demand associated with an **expanding force; critical supply items**; flow or process **constraints**; control of **all means of transportation** (including those provided by allies and host nations); **critical infrastructure protection** and the **resourcing of supplies and services** from civilian, coalition, and allied sources.

The influence of the combatant commander is essential in bridging any operations-logistic gap.

Combatant commanders must ensure that their campaign plans fully **integrate operational and logistic capabilities**. The influence of the combatant commander is essential in bridging any operations-logistic gap.

The logistic system integrates intertheater and intratheater transportation.

The logistic system includes projection, movement, sustainment, reconstitution, and redeployment of forces. Key areas to address during planning include **lines of communications, the theater transportation network, specialized units, allied and coalition support, support and movement of displaced civilians, and host-nation support**. Considerations in developing a logistic system include logistics sourcing, distribution, geography, weather, transportation, logistic capability, asset visibility, logistic enhancements, logistic resources within the theater, availability of existing logistic facilities and options for purchase, lease, or construction of other facilities, logistic infrastructure protection, echelon of support, contracted support, assignment of responsibility, and availability of host-nation support.

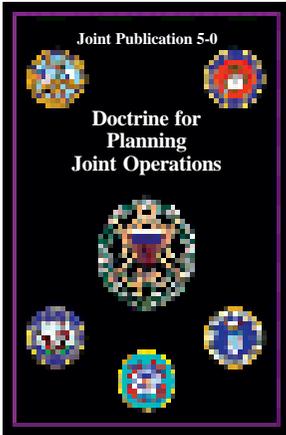
The theater strategic logistic concept is derived from the estimate of logistics supportability of one or more of the courses of action.

The theater logistic concept should derive from the **estimate of logistic supportability** of one or more courses of action. It is the coordinated assessment by logistic planners in which the capabilities and resources of the combatant commander's components will be employed to provide supply, maintenance, transportation, health, and engineering services.

CONCLUSION

Logistics is the foundation of combat power. Combatant commanders exercise directive authority for logistics. This includes the authority to issue subordinate commanders directives (including peacetime measures) necessary to ensure the effective execution of approved operation plans. Directives also address the effectiveness and economy of operation, the prevention or elimination of unnecessary facility duplication, overlapping of functions among the Service component commands, and the acceptance of operational risk of foregoing logistic implications. The logistic implications of a combatant commander's operation plan must be continuously updated and coordinated at all levels, through all phases of operation, and take into account prospective allies, coalition partners, and international organizations.

Joint Publication 5-0 COMMANDER'S OVERVIEW



- **Covers Joint Operation Planning Processes and Concepts**
- **Discusses Strategic Direction and Integration**
- **Addresses both Deliberate and Crisis Action Planning**
- **Covers the Relationship Between Joint Operation Planning and Assessment**

Joint Planning Overview

Joint operation planning is directed toward employment of military forces within the context of a military strategy to attain specified objectives for possible contingencies.

Joint operation planning is conducted within the chain of command that runs from the National Command Authorities (NCA) to the combatant commanders and is primarily the **responsibility of the Chairman of the Joint Chiefs of Staff and the combatant commanders**. Joint operation planning includes the preparation of operation plans (OPLANs), OPLANs in concept format (CONPLANs), functional plans, campaign plans, and operation orders (OPORDs) by joint force commanders, as well as those joint planning activities that support the development of these plans and orders. Joint operation planning is a **sequential process performed simultaneously** at the strategic, operational, and tactical levels of war.

Scope of Joint Operation Planning

Planning for joint operations includes:

Joint operation planning encompasses planning for the full range of activities required for conducting joint operations. These activities include the mobilization, deployment, employment, sustainment, and redeployment of forces.

Mobilization Planning

Mobilization Planning. Primarily the responsibility of the Services, mobilization planning is directed toward assembling and organizing national resources to support national objectives in times of war and for military operations other than war.

Deployment Planning

Deployment Planning. Deployment planning is the responsibility of the combatant commanders in close coordination with US Transportation Command.

Employment Planning

Employment Planning. Employment planning prescribes how to apply force to attain specified military objectives. Employment planning concepts are developed by the combatant commanders through their component commands.

Sustainment Planning

Sustainment Planning. Sustainment planning is directed toward providing and maintaining levels of personnel, materiel, and consumables required to sustain the planned type of combat activity for the appropriate duration and at the desired level of intensity.

Redeployment Planning

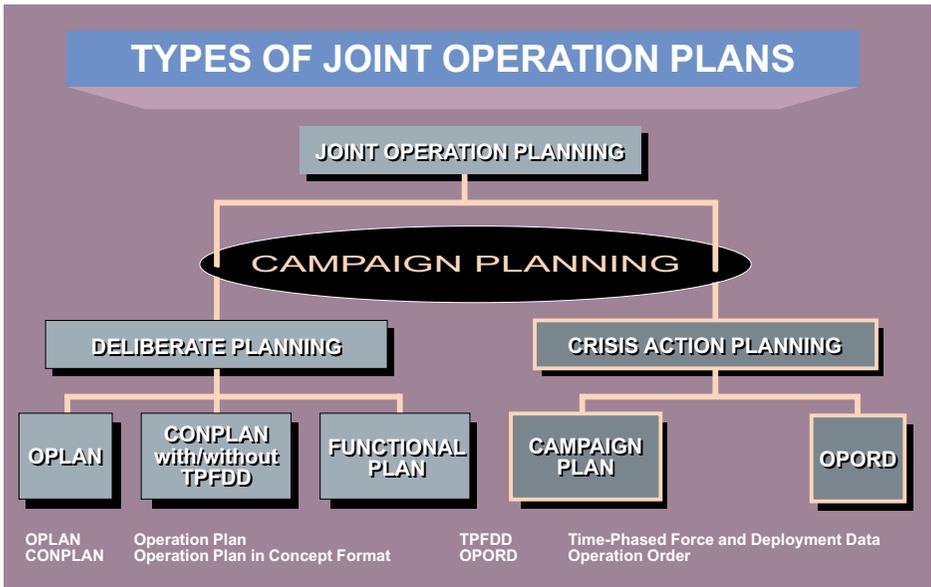
Redeployment Planning. Redeployment planning is directed towards the transfer of units, individuals, or supplies deployed in one area to another, or to another location within the area, or to the zone of interior for the purpose of further employment.

Planning Concepts

The Joint Operation Planning and Execution System (JOPES) provides a single process, interoperable planning and execution.

Joint operation planning employs an **integrated process** entailing similar policies and procedures during war and military operations other than war, providing for **orderly and coordinated problem solving and decision making**. In its peacetime application, the process is highly structured to support the thorough and fully coordinated development of deliberate plans. **In crisis, the process is shortened**, as necessary, to support the dynamic requirements of changing events. In wartime, the process adapts to accommodate greater decentralization of joint operation planning activities.

Interoperable planning and execution systems are essential to effective planning for joint operations. The activities of the entire planning community must be integrated through an interoperable joint system that provides for **uniform policies, procedures, and reporting structures** supported by modern communications and computer systems. The system designed to provide interoperability is the Joint Operation Planning and Execution System (JOPES). **JOPES** is first and foremost policies and procedures that guide joint operation planning efforts.



Types of Planning Processes

Joint operation planning is categorized as:

Plans are proposed under different processes depending on the focus of a specific plan. The processes are labeled as **campaign, deliberate, or crisis action planning**; however, they are interrelated.

Campaign planning

or

Campaign Planning. Combatant commanders translate national and theater strategy into strategic and operational concepts through the development of theater campaign plans. The campaign plan **embodies the combatant commander’s strategic vision** of the arrangement of related operations necessary to attain theater strategic objectives. **Campaign planning encompasses both the deliberate and crisis action planning processes.** If the scope of contemplated operations requires it, campaign planning begins with or during deliberate planning. It continues through crisis action planning, thus unifying both planning processes.

Deliberate planning

or

Deliberate Planning. Deliberate planning prepares for a possible contingency based upon the best available information and using forces and resources apportioned for deliberate planning by the Joint Strategic Capabilities Plan (JSCP). **It relies heavily on assumptions** regarding the political and military circumstances that will exist when the plan is implemented. Deliberate planning is

conducted principally in peacetime to develop joint operation plans for contingencies identified in strategic planning documents.

Crisis action planning.

Crisis Action Planning (CAP). CAP is **based on current events and conducted in time-sensitive situations and emergencies** using assigned, attached, and allocated forces and resources. Crisis action planners base their plan on the actual circumstances that exist at the time planning occurs. They follow prescribed CAP procedures that parallel deliberate planning, but are more flexible and responsive to changing events.

Types of Deliberate Plans

Deliberate Plans are prepared as:

Types of Deliberate Plans. Deliberate plans are prepared under joint procedures and in prescribed formats as either an OPLAN, CONPLAN with or without time-phased force and deployment data (TPFDD), or functional plan.

Operation Plans (OPLANs)

OPLANs. An OPLAN is a **complete and detailed operation plan containing a full description of the concept of operations and all required annexes with associated appendixes**. It identifies the specific forces, functional support, deployment sequence, and resources required to execute the plan and provides closure estimates for their movement into the theater. An OPLAN can be used as the basis of a campaign plan (if required) and then developed into an OPORD.

OPLANs in Concept Format Without Time-Phased Force and Deployment Data

CONPLAN Without TPFDD. A CONPLAN is an **operation plan in an abbreviated format** that would require considerable expansion or alteration to convert it into an OPLAN, campaign plan, or OPORD. A CONPLAN contains the commander of a combatant command's (CINC's) Strategic Concept and those annexes and appendixes either required by the JSCP or deemed necessary by the combatant commander to complete planning.

OPLANs in Concept Format With Time-Phased Force and Deployment Data

CONPLAN With TPFDD. A CONPLAN with TPFDD is the same as a CONPLAN except that **it requires more detailed planning for phased deployment of forces**. Detailed planning may be required to support a contingency of compelling interest and critical to national security but is not likely to occur in the near term.

Functional Plans

Functional Plans. Functional plans involve the conduct of military operations in a peacetime or permissive environment. **These plans are traditionally developed for specific functions or discrete tasks** (e.g., nuclear weapon recovery or evacuation, logistics, communications, or continuity of operations) but may also be developed to address functional peacetime operations such as disaster relief, humanitarian assistance, peacekeeping, or counterdrug operations.

Supporting Plans

Supporting Plans. Supporting plans are prepared as tasked by the supported combatant commanders in support of their deliberate plans. They are prepared by supporting combatant commanders, subordinate joint force commanders, component commanders, or other agencies.

Campaign Plans and Operation Orders

Campaign Plans. Campaign planning can be started prior to or during deliberate planning but is not completed until crisis action planning. Campaign planning and principles are the responsibility of the combatant commander.

Operation Order. OPORDs are prepared under joint procedures in prescribed formats during crisis action planning. They are in the form of a directive issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation.

Assigned, Apportioned, and Allocated Forces and Resources

The categories of force and resource availability are:

Assigned

Assigned forces are those forces that have been **placed under the combatant command (command authority)** of a unified commander by the Secretary of Defense in his “Forces For Unified Commands” memo. Forces and resources so assigned are available for normal peacetime operations of that command.

Apportioned

Apportioned forces and resources are those made available for deliberate planning as of a certain date. They may include those assigned, those expected through mobilization, and those programmed. They are apportioned by the JSCP for use in developing deliberate plans and may be more or less than those allocated for execution planning.

Allocated

Allocated forces and resources are those provided by the NCA for execution planning or actual implementation. The allocation of forces and resources is accomplished through procedures established for crisis action planning.

Adequacy, Feasibility, Acceptability, and Consistency with Joint Doctrine

Joint operation plans should be consistent with joint doctrine and are developed in conformance with the criteria of adequacy, feasibility, and acceptability.

Adequacy determines whether the scope and the concept of planned operations as contained in the CINC's Strategic Concept satisfy the tasking and will accomplish the mission. **Feasible plans** accomplish assigned tasks with resources that are available within the time frames contemplated by the plan. **Acceptable plans** are proportional and worth the expected cost. They provide for accomplishment of the mission with available resources without incurring excessive losses in personnel, equipment, materiel, time, or position. **Operation plans will be consistent with joint doctrine** as stated in approved and test publications contained in the Joint Publication System.

Organizing for Joint Planning

For every operation, supported and supporting command relationships must be established between the combatant commands.

The Chairman of the Joint Chiefs of Staff **organizes** the joint planning and execution community (JPEC) for joint operation planning **by establishing supported and supporting command relationships** between the combatant commands. The **supported commander** is the combatant commander having **primary responsibility** for all aspects of a task assigned by the JSCP or other joint operation planning authority. **Supporting commanders** provide augmentation forces or other support to a designated supported commander or commanders or develop supporting plans. Such support is provided in accordance with the principles set forth in Joint Pub 0-2, "Unified Action Armed Forces (UNAAF)," and may include the preparation of plans that support the joint operation plan of the supported commander.

Joint Strategic Capabilities Plan

The Joint Strategic Capabilities Plan provides the strategic direction required to focus the deliberate planning efforts of the combatant commanders.

The JSCP provides the **strategic direction** required to coordinate the **planning efforts** of the combatant commanders in pursuit of national strategic objectives and to integrate their efforts with those of the remainder of the JPEC. The JSCP is the **link** between **strategic planning and joint operation planning**. It is the primary vehicle through which the Chairman of the Joint Chiefs of Staff exercises his responsibility to

provide for the preparation of joint operation plans. The JSCP initiates deliberate joint operation planning by **assigning planning tasks** to the combatant commanders, **apportioning major combat forces and resources**, and **issuing planning guidance** to integrate the joint operation planning activities of the entire JPEC within a coherent, focused framework.

Joint Mobilization Planning

Joint mobilization planning is the planning for moving systematically and selectively from a normal state of peacetime preparedness to an appropriate warfighting posture.

Mobilization is the **process by which the Armed Forces or part of them are brought to a state of readiness for war or other national emergency**. Depending on the threat to be countered, mobilization may range from manpower augmentation of the active force to widespread involvement of the nation's economic, political, and industrial resources. Planning and executing mobilization activities are accomplished primarily by the Military Departments and Services. However, operation planning for major contingencies relies heavily on timely mobilization of the necessary forces and capabilities.

Employment Planning

Employment planning defines how existing and projected capabilities will be used to obtain objectives.

Employment is the **strategic, operational, or tactical use of forces within an operational area**. Employment planning defines how existing and projected capabilities will be used to attain objectives. It involves military actions required to pursue warfare successfully: evaluating enemy actions and capabilities, devising and selecting courses of action (COAs), and positioning forces and resources; to create advantages in combat and exploit resulting opportunities to attain objectives despite enemy resistance.

KEY PLANNING CONCEPTS

To the extent possible, plans should incorporate the following concepts of joint operation planning doctrine:

- **Combatant commander's strategic intent and operational focus**
- **Orientation on the strategic and operational centers of gravity of the threat**
- **Protection of friendly strategic and operational centers of gravity**
- **Phasing of operations (such as prehostilities, lodgment, decisive combat and stabilization, follow through, and post hostilities), to include the commander's intent for each phase**

Campaign Planning

The campaign plan embodies the combatant commander's vision of the arrangement of operations necessary to attain strategic objectives.

Preparation of a campaign plan is appropriate when contemplated military operations exceed the scope of a single major operation. Campaign planning is conducted during both deliberate and crisis action planning. **A campaign is a series of related joint major operations that arrange tactical, operational, and strategic actions to accomplish strategic and operational objectives within a given time and space.** It orients on the enemy's **centers of gravity**; achieves **simultaneous and synchronized employment** of all available land, sea, air, space-based assets, and special operations forces; clearly **defines an end state** that constitutes success, failure, mission termination, or exit strategy; and serves as the **basis for subordinate planning**. Campaign plans are the operational extension of a combatant commander's theater strategy. They translate strategic concepts into unified plans for military action by specifying how operations, logistics, and time will be used to attain theater strategic objectives. Campaign planning is a primary means by which combatant commanders arrange for strategic unity of effort and through which they guide the planning of joint operations within their theater. In addition, by means of a campaign plan, combatant commanders give the NCA and the Chairman of the Joint Chiefs of Staff information needed for intertheater coordination at the national level.

Theater campaigns are conducted by joint forces. They may follow more than one line of operation. Theater campaigns synthesize mobilization, deployment, employment, sustainment, and their subordinate operations or campaigns into a coherent whole. **Subordinate campaign plans can be created by joint task forces or subunified commands if required. All other planning is for operations supporting the campaign.** Campaign planning has its greatest application in the conduct of combat operations, but can also be used in situations other than war. **Campaign plans guide the development of supporting OPLANS or OPORDs** and facilitate national-level coordination of strategic priorities and resource allocations. Tasking for strategic requirements or major contingencies may require the preparation of several alternative plans for the same requirement using different sets of forces and resources to preserve flexibility. For these reasons, **campaign plans are based on reasonable assumptions and are not normally completed until after the NCA selects**

the COA during CAP. Deliberate plans may include elements of campaign planning, however these elements will have to be updated as in any deliberate plan used at execution.

Multinational Planning

Multinational planning is accomplished in national and international channels.

Planning for multinational operations is accomplished in **national and international channels**. Collective security goals, strategies, and combined operation plans are developed in accordance with individual treaty or alliance procedures. Deliberate joint operation planning for multinational operations is performed through national channels but in accordance with US doctrine and procedures. Coordination of these separate planning channels is accomplished at the national level through established coalition bodies and at the theater and operational levels by commanders of combatant commands or other subordinate joint US commands who are responsible within both channels for operation planning matters.

Joint Operation Planning and Execution System

JOPES consists of five basic planning functions and the deliberate and crisis action planning processes.

The JOPES is the **principal system** within the Department of Defense for translating policy decisions into operation plans and OPORDs in support of national security objectives. To accomplish this task, JOPES consists of a **deliberate and a crisis action planning process**.

Assessment

Joint operation planning plays a vital role in assessing national warfighting capabilities and programming improvement.

Joint operation planning prepares for the use of existing capabilities to achieve objectives defined in national military strategy. The resultant plans are a measurement of the nation's ability to successfully prosecute the national military strategy within the constraints of available forces and resources. This measurement provides a means of assessing the balance between strategy and capabilities, determining risks, and focusing the acquisition of additional resources and capabilities. Assessments derived through joint operation planning provide insight into the strengths and deficiencies of the nation's existing military capabilities. Consequently, they can be an invaluable source of information for force development planning and the development of national military strategy.

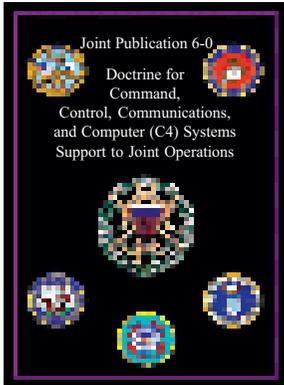
CONCLUSION

This publication establishes responsibilities for planning for joint operations. It promulgates doctrine, principles, and concepts that govern: (1) planning for the mobilization, deployment, employment, sustainment, and redeployment of forces for joint operations; (2) development and execution of joint operation plans, campaign plans, and operation orders; (3) integration of the Joint Operation Planning and Execution System with other joint systems and processes; (4) integration of joint operation planning with the administrative and logistic functions of the Military Departments and Services; and (5) use of joint operation planning to support functions of capability assessment and force development.

Joint Publication 6-0

COMMANDER'S OVERVIEW

NOTE: This publication is under revision. Information reflects approved joint doctrine of the time of primer publication.



- **Describes the Role of Command, Control, Communications, and Computer (C4) Systems**
- **Outlines Objectives and Components**
- **Provides Basic C4 Systems Principles**
- **Explains C4 Systems Configuration and Infrastructure**
- **Discusses the Planning Process and Employment Responsibilities**
- **Outlines Joint and Multinational Standardization and Procedures**
- **Covers the Global C4 Infrastructure**

Roles of C4 Systems

Command, control, communications, and computer (C4) systems include both the communications and computer systems required to implement the command and control process.

A command and control support (C2S) system, which includes supporting command, control, communications, and computer (C4) systems, is the joint force commander's (JFC's) principal tool used to collect, transport, process, disseminate and protect data and information. **C4 systems are the information exchange and decision support subsystems within the total force C2S system.** C4 systems are based upon the continuous need for information to support the JFC's operations. **The JFC controls the C2S system to ensure that data and information get to the right place on time** and in a form that is quickly usable by its intended recipients and generates appropriate actions. In this regard, **C4 systems play a critical role in the processing, flow, and quality of data supporting information requirements throughout the joint force.**

FUNDAMENTAL OBJECTIVES OF C4 SYSTEMS

- Produce Unity of Effort
- Exploit Total Force Capabilities
- Properly Position Critical Information
- Information Fusion

C4 Systems Objectives

The fundamental objective of C4 systems is to get the critical and relevant information to the right place at the right time.

C4 systems must provide authorities at all levels and functions with timely and adequate data and information to plan, direct, and control their activities, including operations, intelligence, logistics, personnel, and administration. **Specific objectives include:**

Produce Unity of Effort. C4 systems should help a military force and its supporting elements to combine the thoughts and impressions of multiple commanders and key warfighters to allow the views of many experts to be brought to bear on any given task.

Exploit Total Force Capabilities. C4 systems must be planned as extensions of human senses and processes to help the commanders form perceptions, make decisions, and react. This allows commanders to be effective during high-tempo operations.

Properly Position Critical Information. C4 systems must be able to respond quickly to requests for information and to place and maintain that information where it is needed.

Information Fusion. Fusing of information produces a picture of the battlespace that is accurate and meets the needs of warfighters. If they have concise, relevant, accurate, and timely information, unity of effort is improved and uncertainty is reduced. This enables the force as a whole to exploit opportunities and fight smarter.

C4 Systems and Networks

C4 systems include the following major components:

Terminal Devices;

Terminal devices such as telephones, fax machines, and computers are the most recognizable components of most C4 systems. Generally speaking, terminal devices transform information from forms comprehensible to the warfighter into a format for electronic transmission, or vice-versa.

Transmission Media;

Transmission media connect terminal devices. There are three basic electronic transmission media: radio (including space based systems), metallic wire, and fiber-optic cable. Paths may be point-to-point if established between just two users, or they may be point-to-multipoint if the same path serves a community of subscribers.

Switches;

Switches route traffic through a network of transmission media. Switching may be manual or automatic; it may serve local subscribers or perform area network functions. There are basically two types of switches: circuit and message. Circuit switches generally support telephone traffic while message switches process data transmission.

and Control.

There are two basic levels of control: network and nodal. **Network control** provides management of area, regional, theater, or global networks. Its principle focus is in the management and configuration of long haul transmission media and switching centers transporting and routing bulk data between nodal facilities. **Nodal control** is concerned with the management of local C4 systems. Its principal focus is in the switching systems and terminal devices supporting warriors at locations such as command centers or command and control facilities.

The C4 systems components provide access to Networks.

Networks are formed when terminal devices and transmission media are interconnected with switching equipment to ensure that information (voice, imagery, data, or message) is transported to appropriate locations. The **networks** that result from open systems architectures are called **information grids**. They allow warriors to gain access to, process, and transport information in near real time to anyone else on the network. Information grids are computer controlled networks that provide virtual connectivity on the demand of the warrior; they support local and area network operations. They are also the

basic components of larger grid networks that support regional, theater, and ultimately a global grid that is also referred to as the **infosphere**.

C4 Principles

There are several basic, enduring principles that govern the employment of C4 systems in support of the joint force commander.

The foundation for C4 is the continuous, uninterrupted flow and processing of information in support of warrior planning, decision, and execution. Warfighters must have C4 systems that are interoperable, flexible, responsive, mobile, disciplined, survivable, and sustainable. Information must be made accessible. In general, the value of information increases with the number of users.

C4 principles for joint and multinational operations are complex and bring together diverse military organizations to operate as one force. **Specific principles for joint and multinational operations are** (1) establish liaison early, (2) leverage limited C4 resources, (3) standardize operating principles, (4) agree on policy in advance of war, (5) use US interpreters, and (6) use common cryptographic systems.

Employment

The employment authority and responsibilities of the combatant commanders include control, review, and coordination of assigned C4 resources and actions affecting such resources within the geographic or functional area of responsibility of the command.

The most **important guiding principle** for C4 systems in support of employment is that **they be designed to support wartime scenarios**. C4 systems planners must continually prioritize and choose from among the individual joint and Service system capabilities that support different needs in different conflict levels (across the range of military operations). However, the joint environment calls for designated joint systems. Conflict levels impose different, and sometimes contentious, requirements on the C4 systems that support them. Various conflict levels can occur simultaneously over a wide geographic area, each requiring different options and responses.

MANDATORY C4 CAPABILITIES

- ✔ Support activities across the range of military operations
- ✔ Support a smooth, orderly transition from peace to war
- ✔ Monitor and assess the status of US, multinational, neutral, and enemy forces and resources
- ✔ Provide for the collection, processing, transmission, and dissemination of data and products
- ✔ Provide warning and attack assessment, and disseminate alert notification
- ✔ Monitor the execution of selected options
- ✔ Provide for the tracking, control, and reporting of reinforcing forces and materiel
- ✔ Support reconstitution and resource allocation
- ✔ Support transition from hostilities to peace
- ✔ Protect systems/networks through C4 defense measures

C4 Systems Configuration

The C4 systems of the combatant commanders, Military Departments and Services are configured and operated to meet the necessary requirements of interoperability and the individual commands.

The C4 systems of the combatant commands are configured and operated generally to meet the requirements of interoperability and the command being served; however, the priority requirement will be to support the National Military Command System (NMCS). These systems provide the means through which the commanders send and receive information and exercise command and control over their forces.

The C4 systems of the Service component commands are configured and operated generally to meet the requirement of interoperability and the command being served; however, the priority requirement will be to support the NMCS. These systems provide the means through which the commanders send and receive information and support their forces.

The C4 systems of the Military Departments and Services are configured and operated generally to meet the requirements of interoperability and of individual Service commands and the requirement to provide serviceable wartime capabilities that can support existing forces logistically, generate new forces, establish force readiness levels adequate to deal with existing threats, and provide support for the NMCS. These systems facilitate coordination of the means by which US forces are sustained across the range of military operations.

The C4 support systems of Department of Defense (DOD) agencies are configured generally to meet the requirements of interoperability and the agency being served; however, the priority requirement will be to support the NMCS. These systems provide the means through which the directors control the automated flow and processing of information needed to accomplish the missions of their agencies.

C4 Systems Planning Process

The combatant commanders provide broad guidance for employment requirements of C4 systems that affect their communications posture and capabilities.

The **combatant commanders review, coordinate, and**, when appropriate, **validate command initiated requirements** for systems, networks, projects, and related resources, including those of the component commands and combat and support forces. The **combatant commanders determine C4 system deficiencies** through operations and exercises, assess C4 system capabilities to support combatant commander missions, and compare current needs with current capabilities and planned needs with planned capabilities. **C4 systems support of joint operations is planned and operationally assessed within the chain of command that extends from the President to the combatant commanders** and is primarily the responsibility of the Chairman of the Joint Chiefs of Staff in conjunction with the combatant commanders.

C4 Systems Employment Responsibilities

The Chairman of the Joint Chiefs of Staff operates the National Military Command System (NMCS) for the Secretary of Defense to meet the needs of the National Command Authorities and establishes operational policies and procedures for all components of the NMCS and ensures their implementation.

The **Chairman of the Joint Chiefs of Staff** functions within the chain of command by transmitting to the combatant commanders the orders of the President and the Secretary of Defense. **Combatant commander** responsibilities include submitting C4 system requirements, reporting incompatibilities among C4 systems, and planning for C4 systems. Each **Military Department or Military Service** provides interoperable and compatible C4 systems including personnel training and equipment maintenance. **DOD agency** responsibilities are carried out by the Defense Intelligence Agency, the Defense Information Systems Agency (DISA), and the National Security Agency. The **DISA liaison officer** serves as the interface between exercise or joint operation participants and DISA and also provides staff advice to the joint task force (JTF) Director of C4 Systems (J-6) on Defense Information Systems Network matters. The **JTF establishing authority** ensures that C4 systems requirements are supported; coordinates C4 activities; prepares C4 policy and guidance; and ensures compatibility of JTF C4 systems. The **Commander, Joint Task Force** provides overall management of all C4 systems. The **Joint Communications Support Element** possesses a wide range of tactical communications capabilities and provides tactical communications support to JTFs and Joint Special Operations Task Forces.

Joint and Multinational C4 Systems Standardization and Procedures

Joint and multinational C4 systems require standardization and procedures to enhance compatibility and interoperability.

Standardization among allied nations and the United States is achieved by documented policy which covers all aspects of interoperability. Areas of particular concern for compatibility and commonality include automated information systems, battlefield surveillance systems, target designation systems, target acquisition systems, and communications security hardware and software systems.

The Military Communication-Electronics Board is a decision making instrument of the Chairman of the Joint Chiefs of Staff and the Secretary of Defense for determining corporate C4 strategy to support the warfighter. Communications methods and procedures for joint and multinational communications-electronics matters appear in Allied Communications Publications (ACPs) and Joint Army-Navy-Air Force Publications and supplements to ACPs.

Global C4 Infrastructure

Advances in information technologies and continued reduction in cost of information-related equipment and systems affect the C4 systems infrastructure.

The global C4 infrastructure enables the US to accomplish missions efficiently by leveraging sophisticated information technologies. **The following organizations are part of the global C4 infrastructure:**

The National Communications System is an interagency group that coordinates the telecommunications assets of 23 Federal departments and agencies to ensure compatibility and interoperability during emergencies without compromising day-to-day operations.

The Defense Information Systems Network (DISN) is a composite of certain DOD information transport systems and networks under the management control of DISA. DISN significantly advances the way information is transported and shared.

The Global Command and Control System (GCCS) is the cornerstone of the C4I For The Warrior concept; it establishes interoperability among forces with a focus on providing a common operational picture to support situations awareness to the joint warfighter. GCCS will be a highly mobile, deployable command, control, communications, computers, and intelligence (C4I) system that will provide automated decision support for joint force commanders and key warfighters across the range of military operations. GCCS will employ compatible, interoperable, and integrated C4I systems with information exchange connectivity via the DISN to support the planning, deployment, sustainment, employment and redeployment of joint forces worldwide. GCCS will also allow civilian and military authorities to respond to natural emergencies or man-made disasters to which military support may be appropriate.

The National Military Command System is designed to support the National Command Authorities (NCA) and the Joint Chiefs of Staff in the exercise of their responsibilities. The NMCS provides the means by which the President and the Secretary of Defense can receive warning and intelligence so that accurate and timely decisions can be made, and direction can be communicated to combatant commanders or the commanders of other commands established by the NCA.

CONCLUSION

This publication identifies approved doctrine for C4 systems support to joint operations and outlines the responsibilities of Services, agencies, and combatant commands to ensure effective C4 support to commanders. It addresses how C4 systems support the commanders of joint forces in the conduct of joint operations, including, in general terms, how systems are to be configured, deployed, and employed.

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The Joint Doctrine Story

Joint doctrine offers a common perspective from which to plan and operate, and fundamentally shapes the way we think about and train for war.

- Joint Publication 1, Joint Warfare of the Armed Forces of the United States

The Goldwater-Nichols Department of Defense Reorganization Act of 1986 brought about several important changes in joint doctrine development. The **key** among these changes was vesting **overall responsibility** for the development of joint doctrine with a **single individual**, the Chairman of the Joint Chiefs of Staff.

The Joint Staff was reorganized to improve efficiency.

In order to carry out his new responsibilities and to improve efficiency, the Chairman **reorganized the Joint Staff** in early 1987. Responsibilities for joint plans, training, exercises, evaluation, doctrine, education, and interoperability were brought together by establishing the Operational Plans and Interoperability Directorate, J-7. To specifically focus on joint doctrine development, a **separate Joint Doctrine Division** was formed within the J-7 Directorate. Because of the importance of terminology in the development of joint doctrine, the responsibility for maintaining the DOD Dictionary of Military and Associated Terms was also transferred to the Joint Doctrine Division.

A Joint Warfighting Center has been established to focus on joint simulation, training, and doctrine.

During this same timeframe, a Joint Doctrine Center was formed under the control of the Director, J-7, as a joint activity. The primary missions and functions of the Joint Doctrine Center were to oversee draft doctrine during the initial stages of the development process, identify and **resolve key doctrinal issues**, and **evaluate and validate doctrine** once it was developed to ensure that it actually worked. Recently, the Joint Doctrine Center became a **separate division of the Joint Warfighting Center**. The Joint Warfighting Center has greatly **expanded functions and responsibilities** including **joint simulations** and **training** as well as **joint doctrine**.

The current joint doctrine development system evolved from a J-7 initiative known as the Joint Doctrine Master Plan. The Joint Doctrine Master Plan was the most comprehensive assessment of joint doctrine ever undertaken and was the result of a series of meetings and worldwide conferences involving representatives from every Service, the combatant commands, and the Joint Staff.

The Joint Doctrine Master Plan was established to:

The Joint Doctrine Master Plan was intended to **address** every aspect of the **joint doctrine development process** to include:

Identify voids

Identifying critical warfighting doctrine **voids** and initiate projects to fill those voids;

Revise the joint publications system

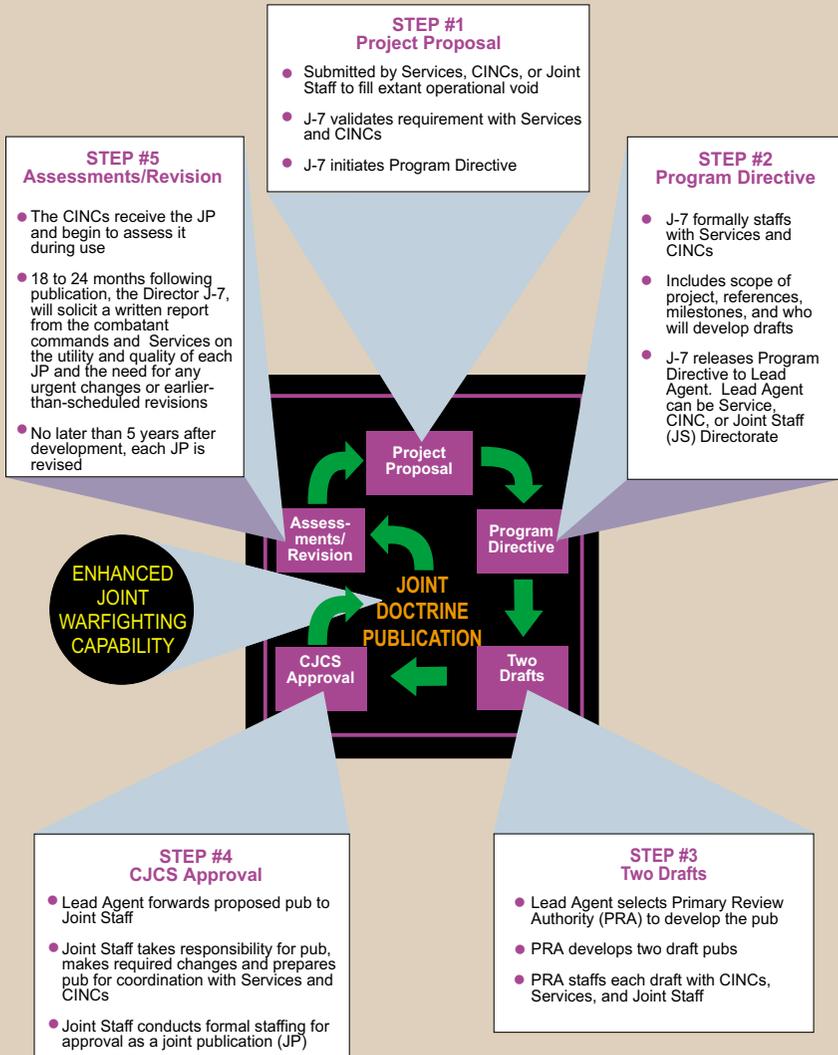
Revising the joint publication system to **separate** doctrine from administrative publications and **organize** a hierarchy of publications clearly linking related doctrine and supporting joint tactics, techniques, and procedures (JTTP);

Establish the doctrine development process

Establishing a new joint doctrine development **process** directly involving the combatant commands.

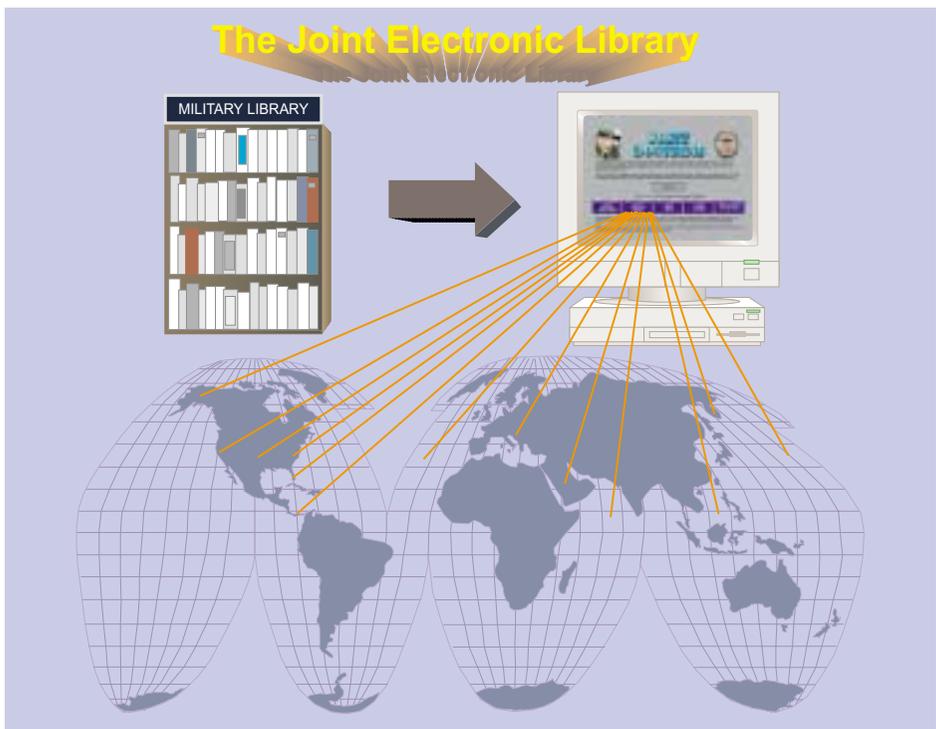
In approving the Joint Doctrine Master Plan as Joint Pub 1-01 in February 1988, the Joint Chiefs of Staff approved the initiation of all recommended projects, an entirely **new joint publication hierarchy**, a **joint doctrine terms of reference**, and a **new joint doctrine development process**.

THE JOINT DOCTRINE PROCESS: Making a Joint Publication



The Joint Electronic Library is a full text search and retrieval on-line system located on the World Wide Web.

To provide **greater access** to the most current joint publications available and **expedite staffing** of drafts of pubs under development, an electronic library has been developed and is accessible from the Joint Doctrine Web Site on the Internet. **The Joint Electronic Library** is a full text search and retrieval on-line system managed by the Joint Staff Joint Doctrine Division/J-7. It contains all unclassified approved and draft joint doctrine publications, key Service and combined doctrine publications, and all approved and emerging terminology. For the first time, action officers, planners, researchers, academicians, doctrine developers, and operators everywhere can access this vital information through their desk top computers using commercial telephone lines.



The entire **electronic library** has also been **transferred to CD-ROM** for worldwide distribution. This provides the combatant commands, military schools, and appropriate military libraries and organizations even greater accessibility to this easy to use, full text search and retrieval, high-speed joint electronic library.

Appendix A

JOINT FORCE EMPLOYMENT CONSIDERATIONS

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JOINT FORCE EMPLOYMENT

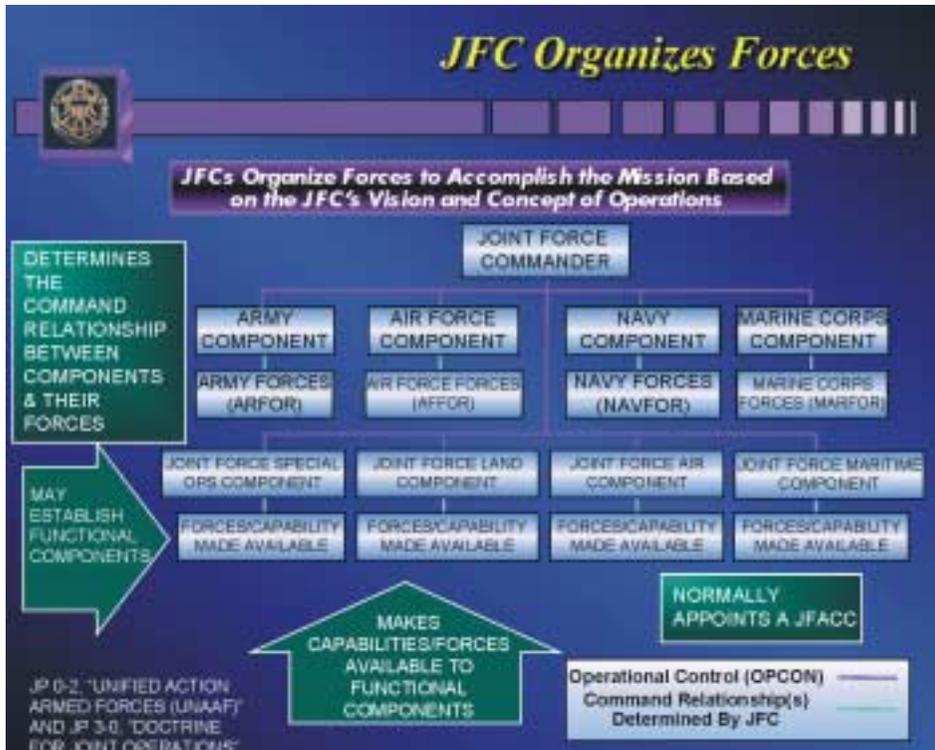
Joint Force Employment

In order to achieve our goals of deterrence, winning wars when necessary, promoting security, and protecting national interests, we must maintain unity of effort, starting with unified direction. For US military operations, unified direction is normally accomplished by establishing a joint force, assigning a mission or objective to the joint force commander (JFC), establishing command relationships, assigning or attaching appropriate forces to the joint force, and empowering the JFC with sufficient authority over the forces to accomplish the assigned mission.

Almost all Service forces are assigned to combatant commands. Forces, not command relationships, are transferred between commands. When forces are transferred, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over those forces must be specified.

Organizing Forces

The key individual in the chain of command is the JFC, who is given the authority to organize forces to best accomplish the assigned mission based on the concept of operations. The organization should be sufficiently flexible to meet the planned phases of the contemplated operations and any development that may necessitate a change in plan.



Operational Art

JFCs employ operational art, in concert with strategic guidance and direction received from superior leaders, in developing campaigns and operations. Operational art is the use of military forces to achieve strategic goals through the design, organization, integration, and conduct of strategies, campaigns, major operations, and battles.

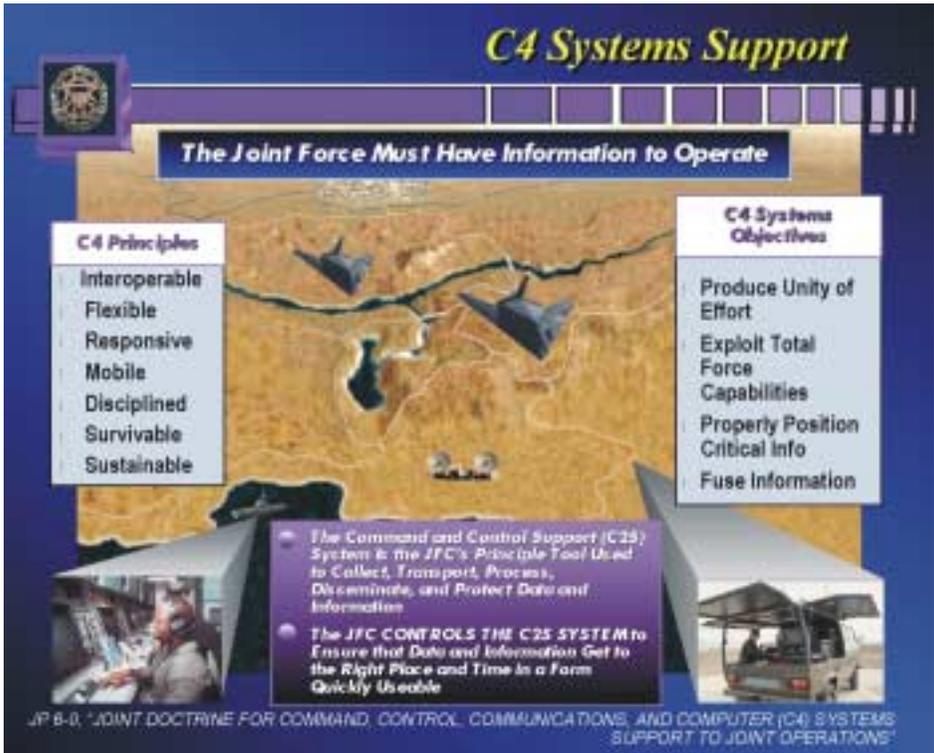
Campaign Planning

The theater campaign plan embodies the combatant commander's vision of the arrangement of related major operations necessary to attain strategic objectives. Preparation of a campaign plan is appropriate when contemplated military operations exceed the scope of a single major operation. A campaign is a series of related joint major operations that arrange tactical, operational, and strategic actions to accomplish strategic and operational objectives within a given time and space.

Two of the most important aspects of this plan are the synchronized employment of forces and the concept for their sustainment. Campaign plans are the operational extension of a combatant commander's theater strategy. They translate strategic concepts into unified plans for military action by specifying how operations, logistics, and time will be used to attain theater strategic objectives.

Intelligence Support

Intelligence support is critical to the successful accomplishment of the joint force's mission. Key to operational success is gaining intelligence dominance of the battlespace. Gaining and maintaining intelligence dominance enhances the JFC's flexibility by opening additional operational options. Intelligence requirements are identified based on the JFC's guidance and direction, estimate of the situation, and objectives. The commander's requirements must be the principal driver of intelligence system components, organization, services, and products.



C4 Systems Support

In order to employ these forces, JFCs must have the ability to effectively exercise command and control (C2) of assigned, attached, and supporting forces. Command is as much a problem of information management as it is of carrying out difficult and complex warfighting tasks. The fundamental objective of C4 systems is to get the critical and relevant information to the right place in time to allow forces to seize the opportunity and meet the objectives across the range of military operations.

Logistics

The JFC’s concept for logistics is a key part of the synchronization of the joint effort. Through the logistic concept, JFCs enable the deployment, entry, buildup, application, and redeployment of joint forces. JFCs identify and reinforce priorities between combat and logistic requirements.

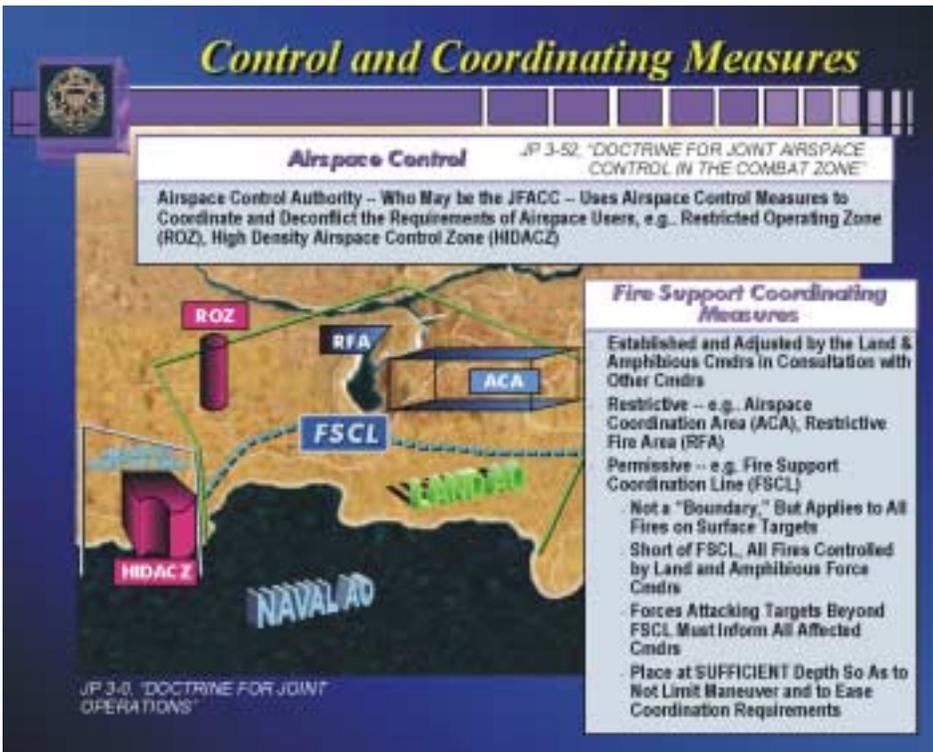
Operational Areas

One of the ways that JFCs shape the battlefield is by the use of operational areas. JFCs may define operational areas or joint areas. The size of these areas and the types of forces employed within them depend on the scope and nature of the crisis and the projected duration of operations. JFCs at all levels can designate areas of interest (AOIs) to monitor enemy activities outside the operational area. An AOI is usually larger than the operational area and encompasses areas from which the enemy can act to affect current or future friendly operations.

Key Responsibilities

It is important to discuss the key responsibilities and relationships within a joint force that will be functioning in these operational areas. Establishing supported and supporting relationships between components is a useful option to accomplish needed tasks. Each subordinate element of the joint force can support or be supported by other elements. The size, shape, and positioning of land or naval force areas of operations (AOs) will be established by JFCs based on their concept of operations and the land or naval force commander's requirement for depth to maneuver rapidly and to fight at extended ranges.

Within these AOs, land and naval operational force commanders are designated the supported commander and are responsible for the synchronization of maneuver, fires, and interdiction. To facilitate this synchronization, such commanders designate the target priority, effects, and timing of fires within their AOs. The joint force air component commander functions as the supported commander for 1) counterair operations; 2) strategic attack operations, when joint air operations constitute the bulk of the capability needed to directly attack enemy strategic centers of gravity; 3) theater airborne reconnaissance and surveillance; and 4) the JFC's overall air interdiction effort.



Theater Missile Defense

Another responsibility of the JFC is theater missile defense (TMD), which is inherently a joint mission. It is necessary for joint force components, supporting combatant commanders, and multinational force TMD capabilities to be integrated toward the common objective of neutralizing or destroying the enemy's theater missile capability.

Joint theater missile defense is composed of four operational elements: passive defense, active defense, attack operations, and TMD command, control, communications, computers, and intelligence. This threat can only be countered by the synergistic performance achieved by coordinating and integrating all four operational elements into cohesive and coherent combat operations.

Joint Air Operations

The potential for force enhancement represented by joint air operations requires that the JFC integrate the efforts of all components. Joint air operations are those air operations performed with air capabilities and/or forces made available by components in support of the JFC's operation or campaign objectives, or in support of other components of the joint force. Joint air operations do not include those air operations that a component conducts in direct support of itself.

Military Operations Other Than War

Military operations other than war (MOOTW) can become just as crucial as operations during wartime, for they support our primary goal of deterrence. MOOTW encompass the use of military capabilities across the range of military operations short of war. These operations can be applied to complement any combination of the other instruments of national power. MOOTW focus on deterring war, resolving conflict, promoting peace, and supporting civil authorities in response to domestic crises. MOOTW may involve elements of both combat and noncombat operations in peacetime, conflict, and war situations. MOOTW involving combat, such as peace enforcement, may have many of the same characteristics of war, including active combat operations and employment of most combat capabilities.

CONSIDERATIONS FOR COMBAT

Considerations at the Outset of Combat

As combat operations commence, joint force commanders (JFCs) need to exploit full dimensional leverage to shock, demoralize, and disrupt opponents immediately. JFCs seek decisive advantage quickly, before close combat if possible. The major considerations are as follows:

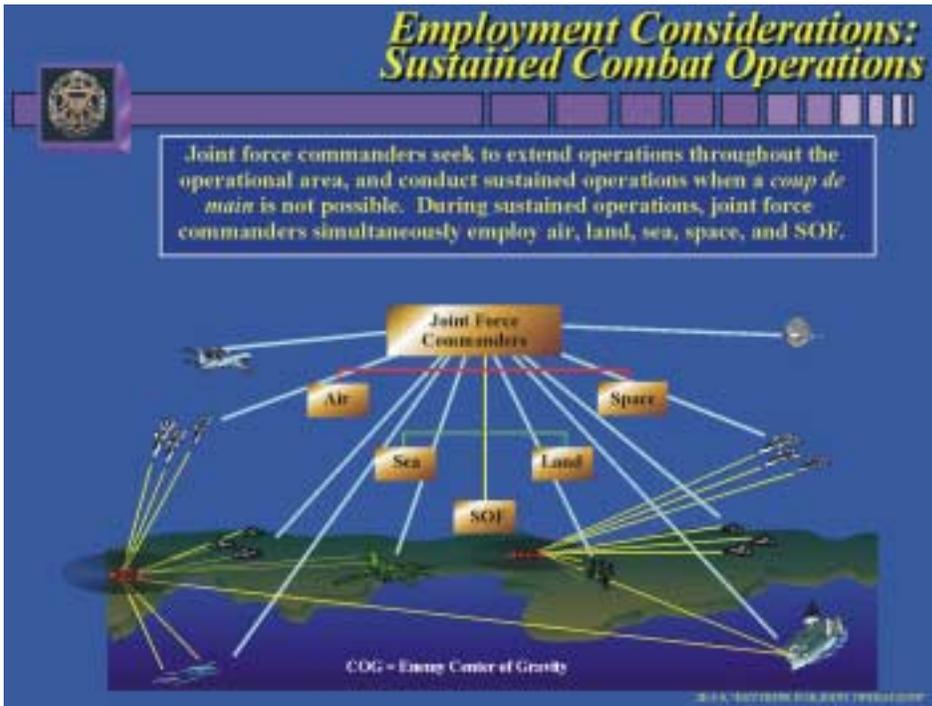
Force Projection. Force projection usually begins as a rapid response to a crisis. Alert may come with little or no notice, bringing with it tremendous stress on personnel and systems, accompanied by requests from the media for information. In any event, rapid, yet measured, response is critical. The projection of forces will often be a friendly center of gravity (COG) during early entry operations. JFCs introduce forces in a manner that enables rapid force buildup into the structure required for anticipated operations and simultaneous protection of the force.

Dimensional Superiority. JFCs will normally seek to secure air and maritime superiority early in the conduct of joint operations. JFCs also seek to achieve superiority immediately in command, control, communications, computers, and intelligence — space control is a necessary precursor to this superiority.

Direct Attack of Enemy Strategic Centers of Gravity. As part of achieving decisive advantages early, joint force operations may be directed immediately against enemy COGs. Where possible, specific operations may be conducted to directly attack strategic centers of gravity by air, missile, special operations, and other deep-ranging capabilities.

Special Operations. Special operations enhance the power and scope of full dimensional operations and tend to be asymmetrical in their application. Innovative special operations can directly and indirectly attack enemy COGs that may be difficult to reach by conventional action. Special operations forces (SOF) frequently require support from other forces, but can also support other forces in operations.

Force Protection. JFCs strive to conserve the fighting potential of the joint force by protecting various aspects of the joint force. JFCs make safety an integral part of all joint training and operations. Commanders should seek to minimize the potential for fratricide while not limiting boldness and audacity in combat.

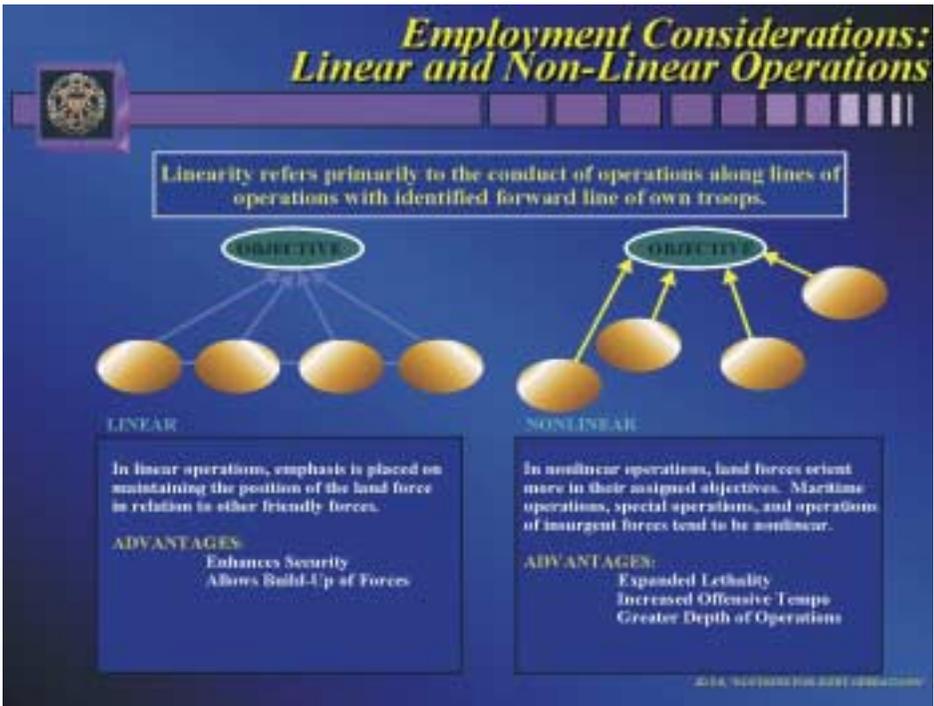


Sustained Combat Operations

JFCs seek to extend operations throughout the breadth and depth of the operational area. JFCs conduct sustained operations when a “coup de main” is not possible. During sustained operations, JFCs simultaneously employ air, land, sea, space, and SOF. Strategic attack and interdiction continue throughout to deny the enemy sanctuary or freedom of action.

The Relationship Between Offense and Defense

Although defense may be the stronger form of war, it is the offense that is normally decisive. In striving to achieve strategic objectives most quickly and at least cost, JFCs will normally seek the earliest opportunity to conduct decisive offensive operations. Joint operations will normally include elements of both offense and defense. Commanders at all levels must possess the mental agility to rapidly transition between offense and defense and vice versa. The relationship between offense and defense, then, is an enabling one. Defensive operations, where required, enable JFCs to conduct or prepare for decisive offensive operations.



Linear and Nonlinear Operations

Linearity refers primarily to the conduct of operations along lines of operations with identified forward line of own troops. In linear operations, emphasis is placed on maintaining the position of the land force in relation to other friendly forces. From this relative positioning of forces, security is enhanced and massing of forces can be facilitated. As technology and doctrines have expanded the lethality, tempo, and depth of operations, the potential for conventional forces to conduct nonlinear operations has increased. In nonlinear operations, land forces orient more on their assigned objectives and less on their geographic relationship to other friendly forces. Maritime operations, special operations, and the operations of insurgent forces tend to be nonlinear.

Attack of Enemy Strategic Centers of Gravity

JFCs seek to attack enemy strategic centers of gravity, employing the appropriate forces and capabilities of the joint force. Such operations typically continue throughout the overall joint operation. JFCs time their effects to coincide with effects of other operations of the joint force and vice versa. As with all operations of the joint force, attacks of enemy strategic centers of gravity should be designed to support the JFCs' objectives and concept of operations, while limiting their potential negative effects on posthostilities efforts.

Maneuver

The principal purpose of maneuver is to gain positional advantage relative to enemy COGs in order to control or destroy those COGs. The focus of both land and naval maneuver is to render opponents incapable of resisting by shattering their morale and physical cohesion rather than to destroy them physically through attrition. Maneuver of forces relative to enemy COGs can be key to the JFC's campaign or major operation. Maneuver is the means of concentrating forces at decisive points to achieve surprise, psychological shock, and physical momentum.

The concept for maneuver, both naval and land, needed to be articulated in the JFC's concept of operations includes timing, sequencing, and method and location of entry into the operational area. Types of joint force maneuvers include forcible entry, sustained action at sea and from the sea, and sustained action on land.

Forcible Entry

Forcible entry is seizing and holding a military lodgment in the face of armed opposition. In many situations, forcible entry is the only method for gaining access into the operational area or for introducing decisive forces into the region. Forcible entry operations are normally joint operations and may include airborne, amphibious, and air assault operations, or any combination thereof. The sustainment requirements and challenges for forcible entry operations can be formidable, but must not be allowed to become such an overriding concern that the forcible entry operation itself is jeopardized. Forcible entry is usually a complex operation and should therefore be kept as simple as possible in concept.

Interdiction

Interdiction diverts, disrupts, delays, or destroys the enemy's surface military potential before it can be used effectively against friendly forces. Interdiction-capable commanders require access to command and control systems able to take advantage of real and near real time intelligence. Interdiction operations can be conducted by many elements of the joint force and can have tactical, operational, and strategic effects. Air, land, sea, space, and SOF can conduct interdiction operations as part of their larger or overall mission.

Synchronizing Interdiction and Maneuver

Synchronizing interdiction and maneuver (both land and sea) provides one of the most dynamic concepts available to the joint force. Interdiction and maneuver should not be considered separate operations against a common enemy, but rather complementary operations designed to achieve the JFC's campaign objectives. When maneuver is employed, JFCs need to carefully balance doctrinal imperatives that may be in tension, including the needs of the maneuver force and the undesirability of fragmenting theater and/or joint operations area air assets. Interdiction is not limited to any particular region of the joint battle, but generally is conducted forward of or at a distance from friendly forces. JFCs vary the emphasis upon interdiction operations and surface maneuvers, depending on the strategic and operational situation confronting them.

Other Techniques Used During Sustained Combat Operations

JFCs have at their disposal a wide range of joint operational tactics, techniques, and procedures to influence the conduct of actions. Two additional techniques are joint fire support and combat assessment.

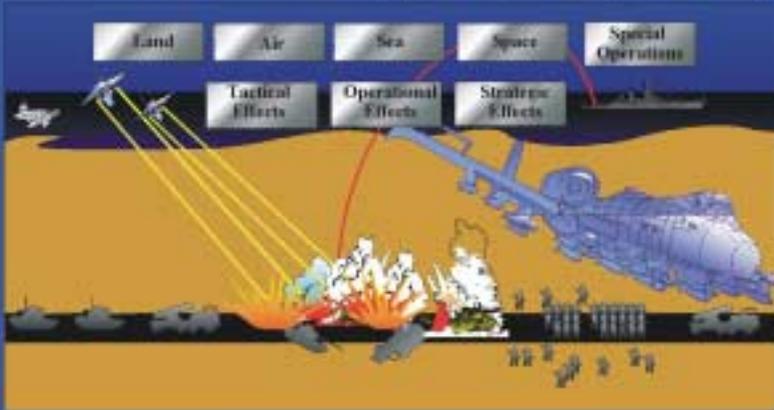
Joint Fire Support. Joint fire support includes those fires that assist land and amphibious forces to maneuver and control territory, populations, and key waters.

Combat Assessment. Combat assessment is the determination of the overall effectiveness of force employment during military operations. Combat assessment requires constant information flows from all sources and should support all sections of the JFC staff and components.

Employment Considerations: Interdiction (2)



Interdiction diverts, disrupts, delays, or destroys the enemy's surface military potential before it can be used against friendly forces. Interdiction can be conducted by many elements of the joint force and can have tactical, operational, and strategic effects.



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OPERATIONAL ART

Operational Art

Joint force commanders (JFCs) employ operational art, in concert with strategic guidance and direction received from superior leaders, in developing campaigns and operations. Operational art is the employment of military forces to attain strategic and/or operational objectives through the design, organization, integration, and conduct of strategies, campaigns, major operations, and battles.

Operational art helps commanders use resources efficiently and effectively to achieve strategic objectives. Without operational art, war would be a set of disconnected engagements, with relative attrition the only measure of success or failure. Operational art requires broad vision, the ability to anticipate, and effective joint and multinational cooperation. Operational art is practiced not only by JFCs but also by their senior staff officers and subordinate commanders.

Joint operational art looks not only at the employment of military forces but also at the arrangement of their efforts in time, space, and purpose. Joint operational art, in particular, focuses on the fundamental methods and issues associated with the synchronization of air, land, sea, space, and special operations forces.



Operational art is characterized by the following fundamental elements:

Synergy

The first element of operational art, synergy, involves integrating and synchronizing operations in a manner that applies force from different dimensions to shock, disrupt, and defeat opponents. JFCs employ air, land, sea, space, and special operations forces in a wide variety of operations in war and in operations other than war. JFCs not only attack the enemy's physical capabilities, but also the enemy's morale and will. JFCs arrange symmetrical and asymmetrical actions to take advantage of friendly strengths and enemy vulnerabilities and to preserve freedom of action for future operations.

Simultaneity and Depth

The intent of simultaneity and depth is to bring force to bear on the opponent's entire structure in a near simultaneous manner that is within the decision making cycle of the opponent. The goal is to overwhelm and cripple enemy capabilities and enemy will to resist.

Simultaneity refers to the simultaneous application of capability against the full array of enemy capabilities and sources of strength. It refers specifically to the concept of attacking appropriate enemy forces and functions in such a manner as to cause confusion and demoralization. Simultaneity in joint force operations contributes directly to an enemy's collapse by placing more demands on enemy forces and functions than can be handled. It also refers to the concurrent conduct of operations at the tactical, operational, and strategic levels.

Like simultaneity, depth seeks to overwhelm the enemy throughout the battle area from multiple dimensions. The concept of depth applies to time as well as space. Operations extended in depth shape future conditions and can disrupt an opponent's decision cycle. Depth contributes to protection of the force by destroying enemy potential before its capabilities can be realized and employed. Simultaneity and depth place a premium on situational awareness at the operational level.

Anticipation

Anticipation is the key to effective planning. JFCs should remain alert for the unexpected and for opportunities to exploit the situation. JFCs continually gather information by personally observing and communicating with subordinates, higher headquarters, other forces in the operational area, and allies and coalition members. JFCs avoid surprise by monitoring operations as they unfold and signaling to their staff and subordinate units the actions they are to take to stay in control of events as much as possible. JFCs also realize the impact of operations and prepare for their results, such as the surrender of large numbers of opposing forces.

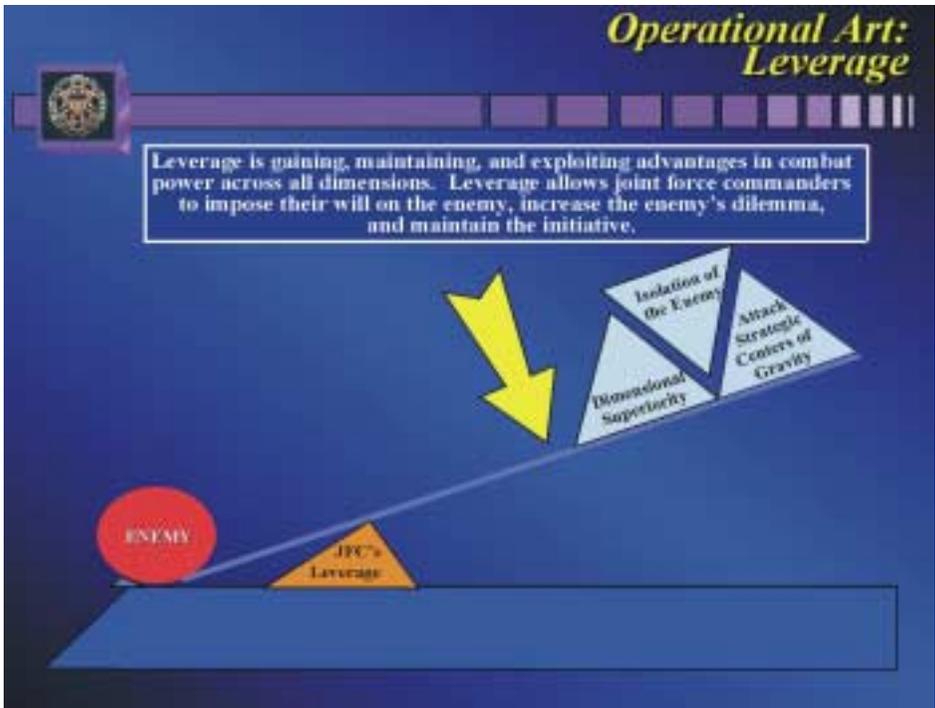
Situational awareness is a prerequisite for commanders and planners to be able to anticipate opportunities and challenges. It should be noted, however, that anticipation is not without risk. Commanders and planners that tend to lean in anticipation of what they expect to encounter are more susceptible to operational military deception efforts by an opponent. Therefore, commanders and planners should carefully consider the information upon which decisions are being based.

Balance

Balance is the maintenance of the force, its capabilities, and its operations in such a manner as to contribute to freedom of action and responsiveness. Balance refers to the appropriate mix of forces and capabilities within the joint force as well as the nature and timing of operations conducted. JFCs strive to maintain friendly force balance while aggressively seeking to disrupt an enemy’s balance by striking with powerful blows from unexpected directions or dimensions and pressing the fight.

Leverage

JP 1, *Joint Warfare of the Armed Forces of the United States*, describes achieving leverage (that is, gaining, maintaining, and exploiting advantages in combat power across all dimensions) among the forces available to JFCs as “the centerpiece of joint operational art.” JFCs gain decisive advantage over the enemy through leverage. Leverage allows JFCs to impose their will on the enemy, increase the enemy’s dilemma, and maintain the initiative. Dimensional superiority, isolation of the enemy, and attack of enemy strategic centers of gravity can all contribute to joint force leverage.



Timing and Tempo

The joint force should conduct operations at a tempo and point in time that best exploits friendly capabilities and inhibits the enemy. With proper timing, JFCs can dominate the action, remain unpredictable, and operate beyond the enemy’s ability to react.

The tempo of warfare has increased over time as technological advancements and innovative doctrines have been applied to military requirements. While in many situations JFCs may

elect to maintain an operational tempo that stretches the capabilities of both friendly and enemy forces, on other occasions JFCs may elect to conduct operations at a reduced pace.

Just as JFCs carefully select which capabilities of the joint force to employ, so do they consider the timing of the application of those capabilities. Timing refers to the effects achieved as well as to the application of force. While JFCs may have substantial capabilities available, they selectively apply such capabilities in a manner that synchronizes their application in time, space, and purpose.

Operational Reach and Approach

Operational reach is the distance over which military power can be concentrated and employed decisively. Reach is influenced by the geography surrounding and separating the opponents. It is extended by locating force, reserves, bases, and logistics forward, by increasing the range of weapon systems, and by improving transportation availability and the effectiveness of lines of communications and throughput. Basing, whether from overseas locations, sea-based platforms, or the continental United States, directly effects operational reach.

Forces and Functions

Commanders and planners can design campaigns and operations that focus on defeating either enemy forces or functions, or a combination of both. Typically, JFCs structure operations to attack both enemy forces and functions concurrently in order to create the greatest possible contact area between friendly and enemy forces and capabilities.

Arranging Operations

JFCs must determine the best arrangement of major operations. This arrangement will often be a combination of simultaneous and sequential operations to achieve the desired end state conditions quickly and at the least cost in personnel and other resources. Commanders consider a variety of factors when determining this arrangement, including geography of the operational area, available strategic lift, changes in command structure, logistic buildup and consumption rates, enemy reinforcement capabilities, and public opinion. Thinking about the arrangement helps determine tempo of activities in time and space. The dynamic nature of modern warfare that includes projection of forces complicates decisions concerning how to best arrange operations, however, the arrangement that the commander chooses should not foreclose future options.

Centers of Gravity

Centers of gravity (COGs) are those characteristics, capabilities, or locations from which a military force derives its freedom of action, physical strength, or will to fight. At the strategic level, COGs might include a military force, an alliance, national will or public support, a set of critical capabilities or functions, or national strategy itself. The COGs concept is useful as an analytical tool while designing campaigns and operations, to assist commanders and staffs in analyzing friendly and enemy sources of strength as well as weaknesses and vulnerabilities. It is important to note that analysis of COGs, both enemy and friendly, is a continuous process throughout an operation. In theory, destruction or neutralization of enemy COGs is the most direct path to victory. However, COGs can change during the course of an operation and, at any given time, COGs may not be apparent or readily discernible.

Direct versus Indirect Approach

To the extent possible, JFCs attack enemy COGs directly. Where direct attack means attacking into an opponent's strength, JFCs should seek an indirect approach. When vulnerable, the enemy force can be attacked directly by appropriate elements of the joint force.

Decisive Points

By correctly identifying and controlling decisive points, a commander can gain a marked advantage over the enemy and greatly influence the outcome of an action. Decisive points are usually geographic in nature, such as a constricted sea lane, a hill, a town, or an air base. Decisive points are not COGs; they are the keys to attacking protected COGs.

Culmination

Culmination has both an offensive and defensive application. In the offense, the culminating point is the point in time and space at which an attacker's combat power no longer exceeds that of the defender. Here the attacker greatly risks counterattack and defeat and continues the attack only at great peril. Success in the attack at all levels is to secure the objective before reaching culmination. A defender reaches culmination when the defending force no longer has the capability to go on the counteroffensive or defend successfully. Success in the defense is to draw the attacker to culmination, then strike when the attacker has exhausted available resources and is ill-disposed to defend successfully.

Termination

Knowing when to terminate military operations and how to preserve achieved advantages is a component of strategy and operational art. Before forces are committed, JFCs must know how the National Command Authorities intend to terminate the operation and ensure that its outcomes endure, and then determine how to implement that strategic design at the operational level. The underlying causes of a particular war — such as cultural, religious, territorial, or hegemonic — must influence the understanding of conditions necessary for termination of hostilities and resolution of conflict. Ideally, national and allied or coalition decision makers will seek the advice of senior military leaders concerning how and when to end combat operations.

Operational Art: Termination

Before forces are committed, the joint force commanders must know how the National Command Authorities intend to terminate the operation and ensure that its outcomes endure, and then determine how to implement that strategic design at the operational level.



JP 3-0, Doctrine for Joint Operations

MILITARY OPERATIONS OTHER THAN WAR

Military operations other than war (MOOTW) encompass the use of military capabilities across the range of military operations short of war.

When instruments of national power are unable to achieve national objectives or protect national interests any other way, the US national leadership may decide to conduct large-scale, sustained combat operations to achieve national objectives or protect national interests, placing the United States in a wartime state.

On the other hand, MOOTW focus on deterring war, resolving conflict, promoting peace, and supporting civil authorities in response to domestic crises. MOOTW may involve elements of both combat and noncombat operations in peacetime, conflict, and war situations. MOOTW involving combat, such as peace enforcement, may have many of the same characteristics of war, including active combat operations and employment of most combat capabilities. All military operations are driven by political considerations. However, MOOTW are more sensitive to such considerations due to the overriding goal to prevent, preempt, or limit potential hostilities. In MOOTW, political considerations permeate all levels and the military may not be the primary player. As a result, these operations normally have more restrictive rules of engagement (ROE) than in war. As in war, the goal of MOOTW is to achieve national objectives as quickly as possible and conclude military operations on terms favorable to the United States and its allies.

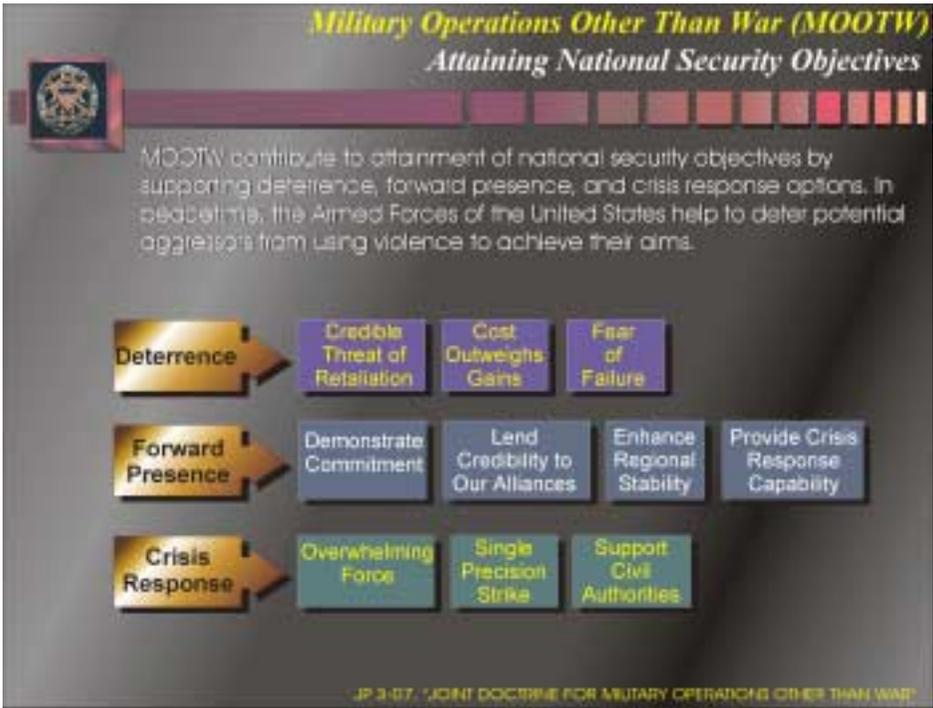
Strategic Aspect

MOOTW contribute to attainment of national security objectives by supporting deterrence, forward presence, and crisis response options.

In peacetime, the Armed Forces of the United States help to deter potential aggressors from using violence to achieve their aims. Deterrence stems from the belief of a potential aggressor that a credible threat of retaliation exists, the contemplated action cannot succeed, or the costs outweigh any possible gains.

Forward presence activities demonstrate our commitment, lend credibility to our alliances, enhance regional stability, and provide a crisis response capability while promoting US influence and access.

Crisis response is when US forces are able to respond rapidly either unilaterally or as a part of a multinational effort.



Range of MOOTW

MOOTW provides the National Command Authorities with a wide range of possible response options ranging from noncombat operations such as foreign humanitarian assistance (FHA) to combat operations such as peace enforcement and strikes and raids. The following are three specific types of MOOTW:

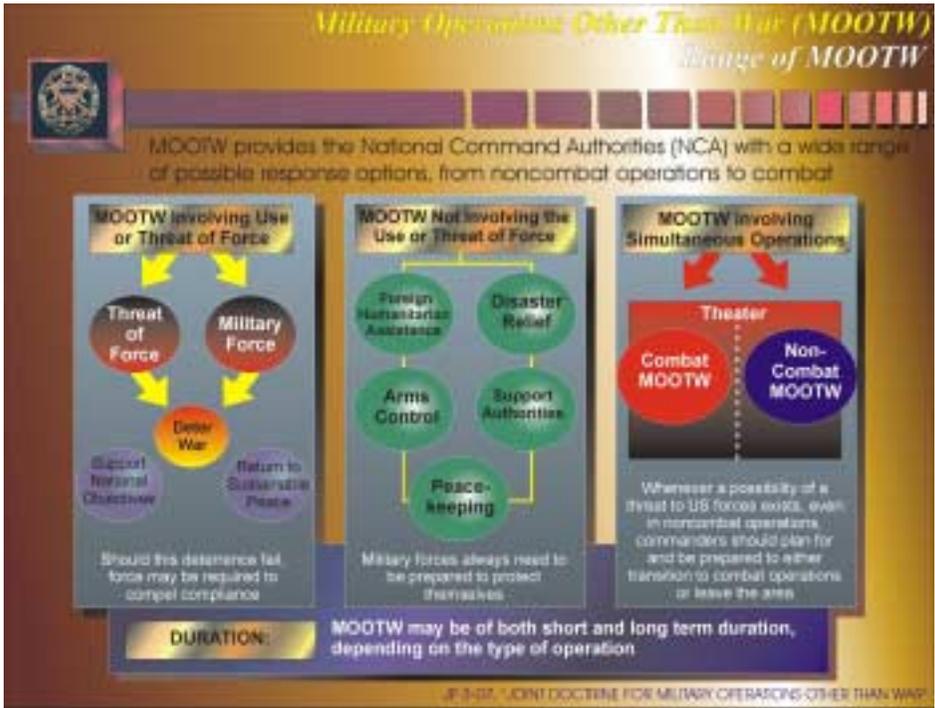
MOOTW involving the use or threat of force. When other instruments of national power are unable to influence a deteriorating or potentially hostile situation, military force or threat of its use may be required to demonstrate US resolve and capability, support the other instruments of national power, or terminate the situation on favorable terms. The focus of US military operations during such periods is to support national objectives — to deter war and return to a sustainable state of peace.

MOOTW not involving the use or threat of force. Use of military forces in peacetime helps keep the day-to-day tensions between nations below the threshold of armed conflict or war and maintains US influence in foreign lands.

Simultaneous Operations. Noncombat MOOTW may be conducted simultaneously with combat MOOTW, such as FHA in conjunction with peace enforcement operations.

Duration of Operations

Many MOOTW may be conducted on short notice and last for a relatively short period of time (for example, strikes and raids). On the other hand, some types of MOOTW may last for an extended period of time to achieve the desired end state.



Six Basic Principles of MOOTW

Following are the six MOOTW principles:

Objective. Direct every military operation toward a clearly defined, decisive, and attainable objective. Inherent in the principle of objective is the need to understand what constitutes mission success, and what might cause the operation to be terminated before success is achieved.

Unity of Effort. Seek unity of effort in every operation. This MOOTW principle is derived from the principle of war, unity of command. It emphasizes the need for ensuring all means are directed to a common purpose.

Security. Never permit hostile factions to acquire a military, political, or informational advantage. Operations security is an important component of this principle of MOOTW.

Restraint. Apply appropriate military capability prudently. A single act could cause significant military and political consequences; therefore, judicious use of force is necessary, carefully balancing the need for security, the conduct of operations, and the political objective. Commanders at all levels must take proactive steps to ensure that their personnel know and understand the ROE and are quickly informed of the changes.

Perseverance. The purpose of perseverance is to prepare for the measured, protracted application of military capability in support of strategic aims. Some MOOTW may require years to achieve the desired results.

Legitimacy. Committed forces must sustain the legitimacy of the operation and of the host government, where applicable. In MOOTW, legitimacy is a condition based on the perception by a specific audience of the legality, morality, or rightness of a set of actions.

Types of MOOTW

The following are some examples of types of MOOTW:

Arms Control. This connotes any plan, arrangement, or process resting upon explicit or implicit international agreement. Arms control governs any aspect of the following: the numbers, types, and performance characteristics of weapon systems; and the numerical strength, organization, equipment, deployment, or employment of the armed forces retained by the parties.

Combatting Terrorism. This involves actions taken to oppose terrorism from wherever the threat. It includes antiterrorism (defensive measures taken to reduce vulnerability to terrorist acts) and counterterrorism (offensive measures taken to prevent, deter, and respond to terrorism).

Foreign Humanitarian Assistance. FHA operations relieve or reduce the results of natural or man-made disasters or other endemic conditions such as human pain, disease, hunger, or privation in countries or regions outside the United States. FHA provided by US forces is generally limited in scope and duration, and is intended to supplement or complement efforts of host-nation civil authorities or agencies.

Noncombatant Evacuation Operations (NEO). These operations normally relocate threatened noncombatants from a foreign country. NEO methods and timing are significantly influenced by diplomatic considerations. Under ideal circumstances there may be little or no opposition; however, commanders should anticipate opposition and plan the operation like any combat operation.

Peace Operations (PO). PO are military operations to support diplomatic efforts to reach a long-term political settlement and are categorized as peacekeeping operations and peace enforcement operations. Military PO are tailored to each situation, and may be conducted in support of diplomatic activities before, during, or after conflict.

Strikes and Raids. Strikes are offensive operations conducted to inflict damage on, seize, or destroy an objective for political purposes and may be used for punishing offending nations or groups, upholding international law, or preventing those nations or groups from launching their own offensive actions. A raid is usually a small-scale operation involving swift penetration of hostile territory to secure information, confuse the enemy, or destroy installations. It ends with a planned withdrawal upon completion of the assigned mission.

Support to Insurgency. An insurgency is an organized movement aimed at the overthrow of a constituted government through the use of subversion and armed conflict. The US Government may support an insurgency against a regime threatening US interests. US forces may provide logistic and training support to an insurgency, but may not conduct combat operations.

Planning Considerations of MOOTW

Plans for MOOTW are prepared in a similar manner as plans for war. The mission analysis and command estimate processes are as critical in planning for MOOTW as they are in planning for war. Of particular importance in the planning process for MOOTW is the development of a clear definition, understanding, and appreciation of all potential threats. Moreover, efforts should be made to include an intelligence element in the first deployment package, and commanders should plan to have the right mix of forces available to transition to combat operations or evacuate.

Unit Integrity

Planners should attempt to maintain unit integrity. US forces train as units, and are best able to accomplish a mission when deployed intact. Even if political restraints on an operation dictate that a large force cannot be deployed intact, commanders should select smaller elements for deployment that have established internal structures and have trained and operated together.

Intelligence and Information Gathering

Since MOOTW requires multi-disciplined, all-source, fused intelligence, a single source approach cannot support all requirements. Communications systems using space-based resources can provide secure, reliable dissemination of intelligence and other information where there is little or no existing communications infrastructure.

In MOOTW conducted outside the United States, human intelligence (HUMINT) may provide the most useful source of information. HUMINT can supplement other intelligence sources with psychological information not available through technical means. Intelligence collection in MOOTW often requires a focus on understanding the political, cultural, and economic factors that affect the situation. It will demand a depth of expertise in all aspects of the operational environment, including the people, their cultures, politics, religion, and economics.

Multinational Operations

Multinational operations planning should take into account the following considerations: political climates, language barriers, cultural backgrounds, military capabilities and training, equipment interoperability, and logistic support system coordination.

When planning for operations involving multinational partners, JFCs should assign missions based on each multinational partner's capabilities. Each nation's political considerations will influence its degree of involvement in a specific MOOTW. Early determination and resolution of these considerations with partner nations during the planning process is critical. JFCs should plan for increased liaison and advisory requirements when conducting multinational operations. Language barriers, varied cultural backgrounds, and different military capabilities and training may detract from effective coordination with multinational partners.

MOOTW Command and Control (C2) Options

No single C2 option works best for all MOOTW. Joint force commanders (JFCs) and their subordinates should be flexible in modifying standard arrangements to meet specific requirements of each situation and promote unity of effort. Communications planners must be prepared for rapid changes in mission that alter the types and priority of support provided. Interoperability of communications systems is critical to the success of the operation. In US unilateral operations, C2 arrangements may vary based on necessary coordination with US civil authorities, or federal, state, and local agencies involved in domestic and foreign operations. C2 arrangements during support to US civil authorities must be planned with unity of effort in mind, and provide communications links to appropriate US agencies.

Logistics

In MOOTW, logistic elements may be employed in quantities disproportionate to their normal military roles, and in nonstandard tasks. Logistic elements may precede other military forces or may be the only forces deployed. Logistic personnel may be deployed to a foreign nation to support either US or multinational forces. These forces must be familiar with and adhere to any applicable status-of-forces agreement or legal, regulatory, or political restraints to which the United States is a party.

Transition from Wartime Operations to MOOTW

A commander's campaign plan should include a transition from wartime operations to MOOTW. Commanders plan for this transition at the very outset of hostilities. This ensures desired political objectives continue to be pursued after the cessation of wartime operations. JFCs may need to realign forces or adjust force structure to begin postconflict operations. Military forces may largely be in support of other US and international agency efforts. Typical postconflict activities include transition to civil authorities, support to truce negotiations, civil affairs support to reestablish a civil government, psychological operations to foster continued peaceful relations, and continuing logistic support from engineering and transportation units.

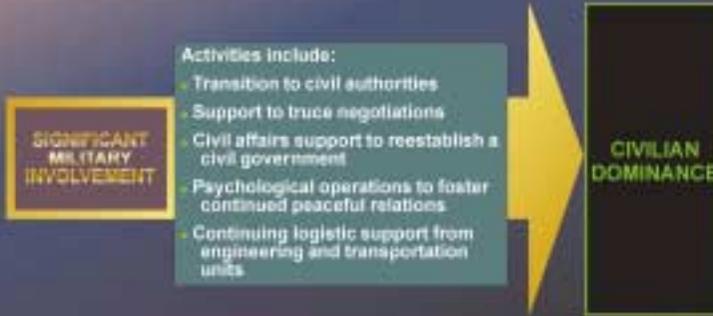
Termination of Operations

As in war, MOOTW operational planning includes actions to be taken as soon as the operation is complete. These actions may include transition to civil authority, marking and clearing minefields, closing financial obligations, pre-redeployment activities, and redeploying forces. It is important to note that the manner in which US forces terminate their involvement may influence the perception of the legitimacy of the entire operation. Planners should schedule redeployment of specific units as soon as possible after their part in the operation has been completed. This is critical for maintaining readiness for future operations.

Military Operations Other Than War (MOOTW) Transition From Wartime Operations to MOOTW



A commander's campaign plan should include a transition from wartime operations to MOOTW. Joint force commanders may need to realign forces or adjust force structure to begin postconflict operations.



J-307 - JOINT DOCTRINE FOR MILITARY OPERATIONS OTHER THAN WAR

INTELLIGENCE SUPPORT TO JOINT OPERATIONS

Introduction to Intelligence

Intelligence will play a critical and continuous role in supporting warfighting. Advances in computer processing, precise global positioning, and telecommunications will provide joint force commanders (JFCs) with the capability to determine accurate locations of friendly and enemy forces, as well as to collect, process, and disseminate relevant data to thousands of locations. These capabilities, combined with the ability to deny or degrade the adversary's ability to collect, process, and disseminate an uninterrupted flow of information, will provide the JFC with information superiority. Likewise, the fusion of all-source intelligence along with the integration of sensors, platforms, command organizations, and logistic support centers will allow a greater number of operational tasks to be accomplished faster, and will enhance battlespace awareness. Knowledge of the enemy is one of the fundamentals of joint warfare and the intelligence community is responsible for providing that knowledge to JFCs. The intelligence system tells JFCs what their adversaries or potential adversaries are doing; what they are capable of doing; and what they may do in the future.

The Roles of Intelligence

The most important roles of intelligence are assisting JFCs and their staffs in visualizing the battlespace, assessing adversary capabilities and will, identifying the adversary's centers of gravity, and discerning the adversary's probable intent. Visualization requires knowing the current dispositions and activities of adversary forces throughout the battlespace. Most importantly, it requires understanding the adversary's objectives, identifying how the adversary might fulfill those objectives, and determining the adversary's readiness to achieve the objectives.

However, intelligence must enable the JFC to know the potential and probable future state of events well in advance of the adversary. Intelligence provides the JFC the ability to predict the adversary's future course of action and scheme of maneuver, and to anticipate and plan detailed countermeasures to adversary actions.

Attributes of Intelligence

The attributes of intelligence are qualitative objectives for intelligence used to support joint operations and standards against which intelligence activities and products are evaluated.

Anticipatory. Intelligence must anticipate the informational needs of the commander and joint force staff in order to provide a solid foundation for operational planning and decision making.

Timely. Intelligence must be available when the commander requires it. Timely intelligence enables the commander to anticipate events in the operational area.

Accurate. Intelligence must be factually correct, convey an appreciation for facts and the situation as it exists, and estimate future situations and courses of adversary action based on those facts and sound judgment. It is not enough that intelligence is true; **to be accurate it should also describe what is known of the situation.**

Usable. Intelligence must be tailored to the specific needs of the commander. It must be provided in forms suitable for immediate comprehension.

Complete. Complete intelligence answers the commander's questions about the adversary to the fullest degree possible. It also tells the commander what remains unknown. To be complete, intelligence must identify all of the adversary's capabilities.

Relevant. Intelligence must be relevant to the planning and execution of the operation at hand. It must aid the commander in the accomplishment of the command's mission.

Objective. For intelligence to be objective, it should be unbiased, undistorted, and free from political or other constraints.

Available. Intelligence must be readily accessible to the commander. Availability is a function of not only timeliness and usability, but also appropriate security classification.

Levels of Intelligence

There are three levels of intelligence which mirror the three levels of war. These levels assist commanders in visualizing a logical flow of operations, allocating resources, and assigning tasks.

Strategic intelligence is used to create national strategy and policy, monitor the international situation, prepare military plans, determine major weapon systems and force structure requirements, and conduct strategic operations.

Operational intelligence focuses on the military capabilities and intentions of adversaries and potential adversaries. It keeps JFCs abreast of events within their operational areas and determines when, where, and in what strength the adversary will stage and conduct campaigns and major operations.

Tactical intelligence locates the adversary's forces and weapon systems, enhancing the tactical commander's ability to shape the battlespace with maneuver, fires, and obstacles. Accurate, timely intelligence allows tactical units to achieve positional advantage over their adversaries.

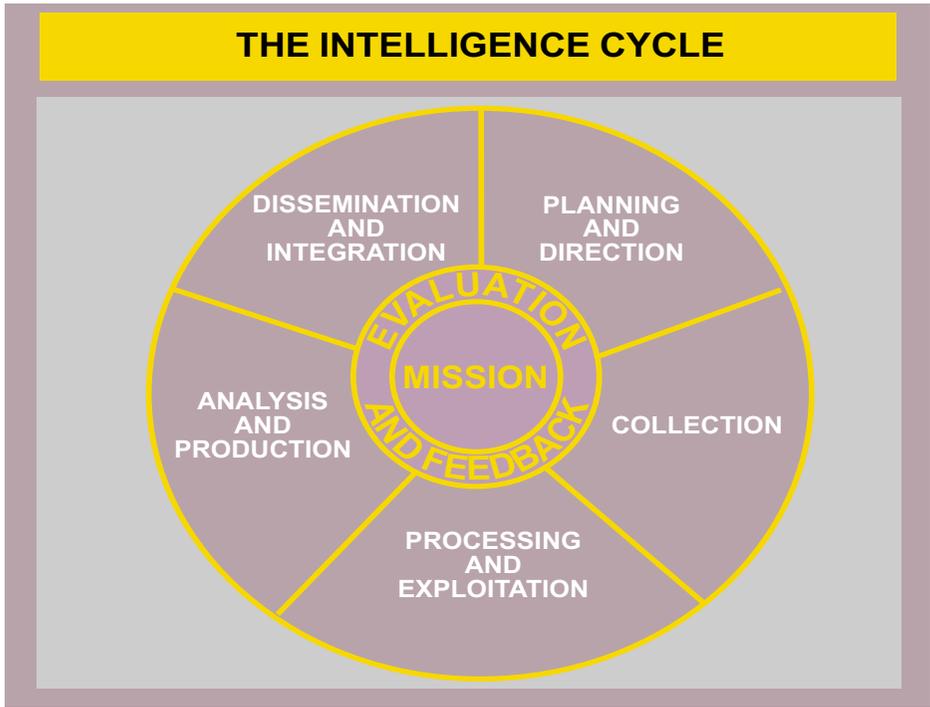


The Intelligence Cycle

For joint operations, the intelligence cycle provides the basis for common intelligence terminology, tactics, techniques, and procedures. Knowledge of the intelligence cycle is fundamental to understanding intelligence operations.

The intelligence cycle is a simplified conceptual model of how intelligence operations are conducted. The cycle is composed of six phases: planning and direction; collection; processing and exploitation; analysis and production; dissemination and integration; and evaluation and feedback. The intelligence process may not continue throughout the entire cycle. For example, a request for imagery will require planning and direction activity but may not involve new collection, processing, or exploitation. The request could go directly to a production facility where previously collected and exploited imagery is reviewed to determine if it will satisfy the request.

The commander's mission provides the focal point for all phases of the cycle. The activities within each phase are conducted continuously and in conjunction with activities in other phases. For instance, planning is updated based on previous information requirements being satisfied and upon new requirements being identified as a result of analysis performed in the production phase.



Joint Intelligence Architecture

The joint intelligence operational architecture is a dynamic, flexible structure capable of providing global access to an information grid that consists of all intelligence sources at all echelons. A JFC must be capable of coordinating the actions of people, organizations, and resources at great distances. Successful operations require that the JFC be supported by an integrated command, control, communications, computers, intelligence (C4I), surveillance, and reconnaissance infrastructure that is capable of generating and moving intelligence, operational information, and orders where needed in the shortest possible time.

The joint intelligence operational architecture is integral to each phase of the intelligence cycle — from planning and direction through dissemination and integration, with evaluation and feedback being done throughout each phase. The architecture supports intelligence functions over a distributed global network employing communications systems, computers, space-based C4I support systems, and their associated resources and technologies. The operational architecture supports the range of military operations as envisioned in the national military strategy.

Intelligence Operations

Enabling a commander to accurately visualize the battlespace requires carefully coordinated and synchronized intelligence operations. Intelligence operations are the wide ranging activities conducted by intelligence staffs and organizations for the purpose of providing the commander with relevant, accurate, and timely intelligence. Effective intelligence operations enable JFCs at all levels to apply their available forces wisely, efficiently, and effectively.

Intelligence operations are characterized by centralized planning and decentralized execution. Intelligence operations seek to maximize the support offered to the JFC, while simultaneously providing specialized and detailed intelligence to other commanders and staffs throughout the joint force.

Of particular importance is the seamless provision of joint intelligence support to operational forces across the range of military operations as they deploy from one theater to another. To effectively plan and execute unit missions, deploying intelligence personnel must know the supported theater's intelligence concept of operations, intelligence architecture, estimate of the situation, map standards, and other theater-specific requirements. This information should be rapidly provided to deploying forces in a standardized electronic format by intelligence producers. This focuses the intelligence community's effort on satisfying operational requirements.

Intelligence Disciplines and Sources

Intelligence disciplines are well defined areas of intelligence collection, processing, exploitation, and reporting, using a specific category of technical or human resources. Intelligence sources are the means or systems that can be used to observe and record information relating to the condition, situation, or activities of a targeted location, organization, or individual. Intelligence sources can be people, documents, equipment, or technical sensors.

Intelligence sources are grouped according to one of the seven intelligence disciplines: imagery intelligence; human intelligence; signals intelligence; measurement and signature intelligence; open-source intelligence; technical intelligence; and counterintelligence.

Target Intelligence

Targeting is the process of selecting adversary forces, geographical area, installations or activities planned for capture, degradation, destruction, or neutralization by military forces and matching the appropriate response to them by taking into account operational requirements and capabilities. Target intelligence entails the analysis of enemy units, disposition, facilities, and systems relative to the mission, objectives, and the capabilities at the JFC's disposal, to identify and nominate specific vulnerabilities that, if exploited, will accomplish the commander's purpose. Throughout the targeting process, it is imperative for intelligence personnel to ensure that all available Intelligence Community information is fully considered and appropriately de-conflicted to support proper target nomination.

LOGISTIC SUPPORT OF JOINT OPERATIONS

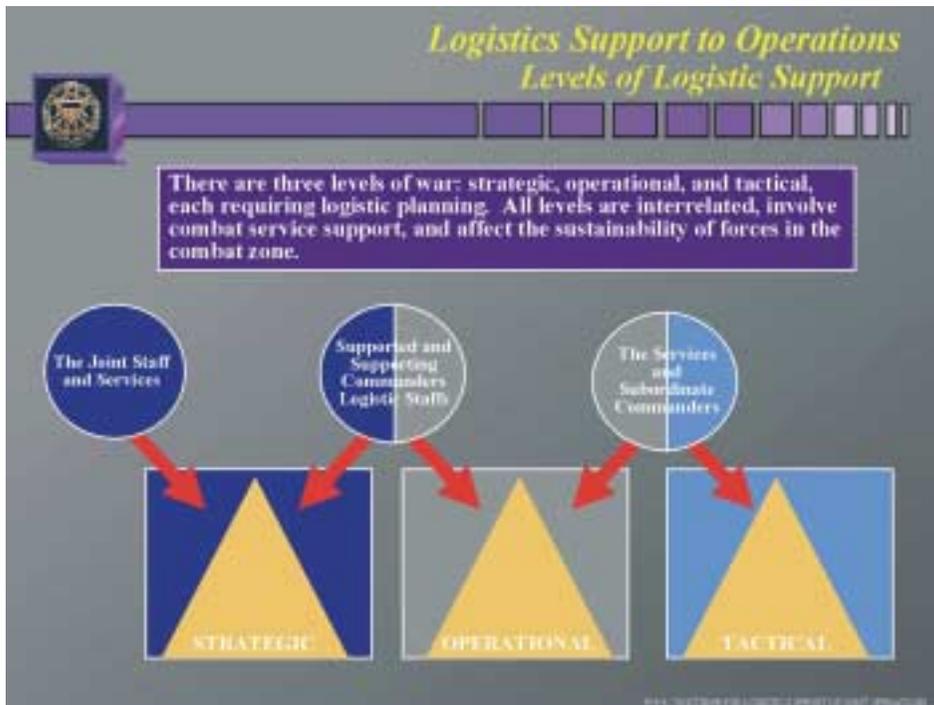
Definition

Logistics is the science of planning and carrying out the movement and maintenance of forces. In its most comprehensive sense, those aspects of military operations which deal with: design and development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of materiel; movement, evacuation, and hospitalization of personnel; acquisition or construction, maintenance, operation, and disposition of facilities; and acquisition or furnishing of services.

The science of logistics concerns integration of the strategic, operational, and tactical sustainment efforts, while scheduling the mobilization and deployment of units, personnel, equipment, and supplies in support of the employment concept of a geographic combatant commander. The relative combat power that military forces can bring to bear against an enemy is enabled by a nation's capability to plan for, gain access to, and deliver forces and materiel to the required points of application across the range of military operations. A nation's capability to deliver logistic resources has historically been a major factor in military operations. Mobilization may serve as an enabler to projecting combat power by assembling or making available manpower, industrial and economic, military, or legal resources, using a graduated response process.

Levels of Logistic Support

Joint doctrine states that there are three levels of war — strategic, operational, and tactical. They apply in war and in operations other than war. The Joint Staff and Services concentrate



on strategic logistic matters. The Services and the subordinate commanders deal with operational and tactical logistic responsibilities, including developing procedures, doctrine, and training for supplying personnel with all necessary materiel to do their jobs. All levels are interrelated, with constraints at any level limiting options of decision makers. All levels of logistics involve combat service support and affect the sustainability of forces in the combat zone.

Principles of Logistics

The following are logistic principles for analytical thinking and prudent planning:

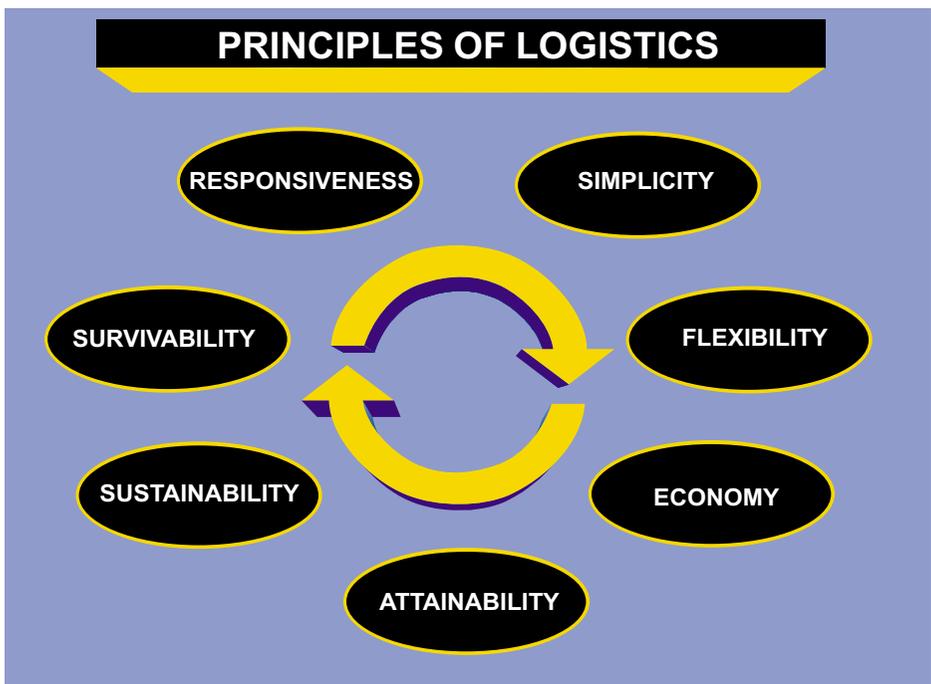
Responsiveness. Responsiveness is the right support in the right place at the right time. This is the keystone of the logistic principles.

Simplicity. Simplicity is avoidance of complexity and often fosters efficiency in both the planning and execution of national and theater logistic operations.

Flexibility. Flexibility is the ability to adapt logistic structures and procedures to changing situations, missions, and concepts of operation.

Economy. Logistic economy is achieved when effective support is provided using the fewest resources at the least cost, and within acceptable levels of risk.

Attainability. Attainability (or adequacy) is the ability to provide the minimum essential supplies and services required to begin combat operations.



Sustainability. Sustainability is a measure of the ability to maintain logistic support to all users throughout the theater for the duration of the operation.

Survivability. Survivability is the capacity of the organization to prevail in the face of potential destruction.

Joint and Multinational Support Responsibilities and Requirements

Unity of command is essential to coordinate national and theater logistic operations. Logistics is a function of command. This principle is met through the combatant commander's directive authority for logistics, which gives the combatant commander authority to direct logistic actions and resources necessary to meet mission and operational taskings assigned to the command. To exercise control at the strategic, operational, and tactical levels of war, subordinate joint force and theater level Service component commanders must also exercise control over their respective logistic resources subject to the directive authority of the combatant commander.

In multinational operations, unity of command may be more difficult to achieve because of the reluctance of nations to relinquish control over their logistic resources and national legal restrictions regarding the use or transfer of logistic resources to other nations. During the operational planning phase, every effort should be made to clarify the command and control (C2) of logistic resources. If established, the roles, responsibilities, and authorities of an overall logistic support coordinator and/or command should be clearly defined.

Combatant Commander's Logistic Concept

Joint theater logistics is applying logistic resources to generate and support theater combat power. Combatant commanders must ensure that their campaign plans fully integrate operational and logistic capabilities. The key elements of the logistic system are: lines of communications (LOCs), theater transportation network, specified units, host nation, allied, and coalition support, and contingency contracting.

Operational Reach

Operational reach is the distance over which military power can be concentrated and employed decisively. At the strategic level, the combatant commanders focus primarily on defeating the enemy's strategy and will, and on gaining strategic depth, initiative, and advantage by proper strategic concentration of forces and logistics. The combatant commanders direct the operating forces to accomplish these tasks. The operating forces' view of operational reach centers on the range at which commanders may mass and employ forces decisively for war or military operations other than war (MOOTW). It goes beyond merely conducting reconnaissance or strike operations at a distance. Operational reach is influenced by the length, efficiency, and security of the distribution system and LOCs. Operational reach also depends on the ability to phase reserves and materiel forward. Finally, it must include the operating ranges and endurance of combat forces and sustainment. The combatant commander may seek to extend operational reach (with associated increase in risk) by deploying combat forces ahead of support forces. The logistician must use all available assets to provide a sufficient level of sustainment to the deployed forces. Operational reach may be improved by establishing advanced bases or depots and by improving the security and efficiency of the distribution system and LOCs.

Applied Operational Logistics

Logistics acts as a force multiplier. Correlation of combat power between opposing forces is often so close that a small advantage gained by one side over the other may prove decisive. Logistics plays a significant role, both offensively and defensively, in attaining the advantage from a given force configuration. It does this primarily by increasing the timeliness and endurance of the force.

Logistics can also function as a deterrent. Logistic forces and the activation of logistic Reserve Component forces play a key role in deterrence, a major element of US military strategy. Adequate logistic resources and capabilities convey a national will to fight a protracted conflict.

Finally, logistics is a contributor to flexibility. The composition and disposition of military forces and logistic resources are important considerations in developing flexibility. Essentially, a capable, comprehensive logistic package increases the combatant commander's force employment options. Having logistic infrastructure, host-nation support agreements, acquisition and cross-Service agreements, and contingency contracts in place before hostilities commence provides operational flexibility and assists combatant commanders in achieving the maximum use from available forces.

Logistic Planning

Joint logistics is a complex, interdependent concept that can apply leverage to a combatant commander's combat power. An understanding of the combatant commander's concept of operations and early involvement by the logistic staff will ensure that national and theater deployment and sustainment requirements are balanced with logistic capabilities. The combatant commanders' campaign and operations plans should have logistic implications coordinated at all levels: international, national, Service and functional component, and supporting command.

Mobilization and National Security

Knowledge of mobilization and demobilization is a key ingredient to success in logistic planning and execution.

Mobilization is the process of preparing for war or other emergencies by assembling and organizing personnel and materiel for active duty military forces, activating the Reserve Component including federalizing the National Guard, extending terms of service, surging and mobilizing the industrial base, and bringing the Armed Forces of the United States to a state of readiness for war or other national emergency.

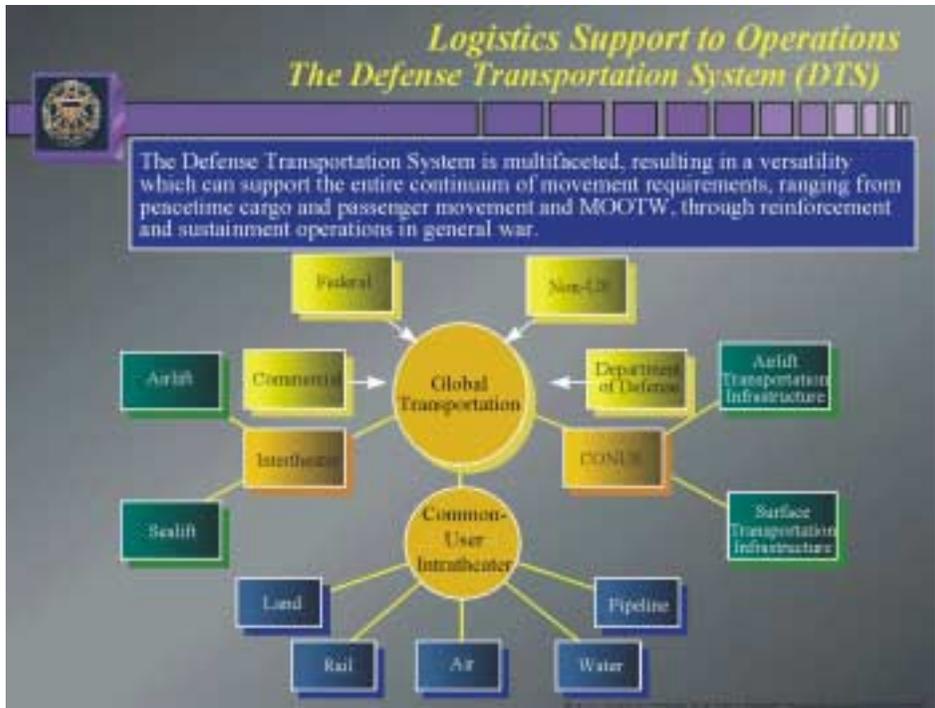
The national process of graduated response (GR) provides the framework for achieving the desired mobilization capability and is a model for coordinating resources and plans for military and national mobilization. GR is the process by which the United States responds to early ambiguous or explicit warning of an emerging national security emergency. Mobilization is a function of the joint C2 process, which together with the Department of Defense (DOD) Total Force Policy provides the basis for joint military mobilization planning and execution.

The Defense Transportation System

An integral part to any mobilization efforts in logistic planning is the Defense Transportation System (DTS) and its role in supporting worldwide national security objectives.

The DTS is multifaceted, resulting in a versatility which can support the entire continuum of movement requirements, ranging from peacetime cargo and passenger movement and MOOTW through reinforcement and sustainment operations in general war.

The DTS is an integral part of the total US transportation system and involves procedures, resources, and interrelationships of a number of DOD, federal, commercial, and non-US activities that support DOD transportation needs. It includes intertheater airlift and sealift capabilities and the supporting continental United States (CONUS) airlift and surface transportation infrastructure to support ports of embarkation and debarkation and movements within CONUS. The DTS also includes common-user theater transportation, which is characterized by intratheater land, rail, waterway, pipeline, and air transportation, as well as, common-user theater ports.



Health Service Support Mission

The health service support mission in joint operations is to minimize the effects of wounds, injuries, and disease on unit effectiveness, readiness, and morale. One measure of this system's effectiveness is in its ability to save life and limb, to reduce the disease and non-battle injury rate, and to return patients to duty quickly and as far forward in the theater as possible. Another measure is in the system's ability to evacuate patients to the communications zone or out of the theater as appropriate, within the operational evacuation policy and with a minimum delay.

JOINT OPERATION PLANNING

Joint Operation Planning

Planning for the employment of military forces is an inherent responsibility of command. Joint operation planning is a sequential process performed simultaneously at the strategic, operational, and tactical levels of war. At the strategic level, joint operation planning involves the development of strategic military objectives and tasks in support of national security strategy and the development of force and materiel requirements necessary to accomplish these tasks. At the operational level, this planning links the tactical employment of forces to strategic objectives. At the tactical level of planning, tactics is the employment of units in combat.

Joint operation planning is primarily the responsibility of the Chairman of the Joint Chiefs of Staff and the combatant commanders. It includes the preparation of operation plans (OPLANs), operation plans in concept format (CONPLANs), functional plans, campaign plans, and operation orders (OPORDs) by joint force commanders as well as those planning activities that support the development of plans and orders.

Scope of Joint Operation Planning

Joint operation planning encompasses planning for the full range of activities required for conducting joint operations. The activities include the following:

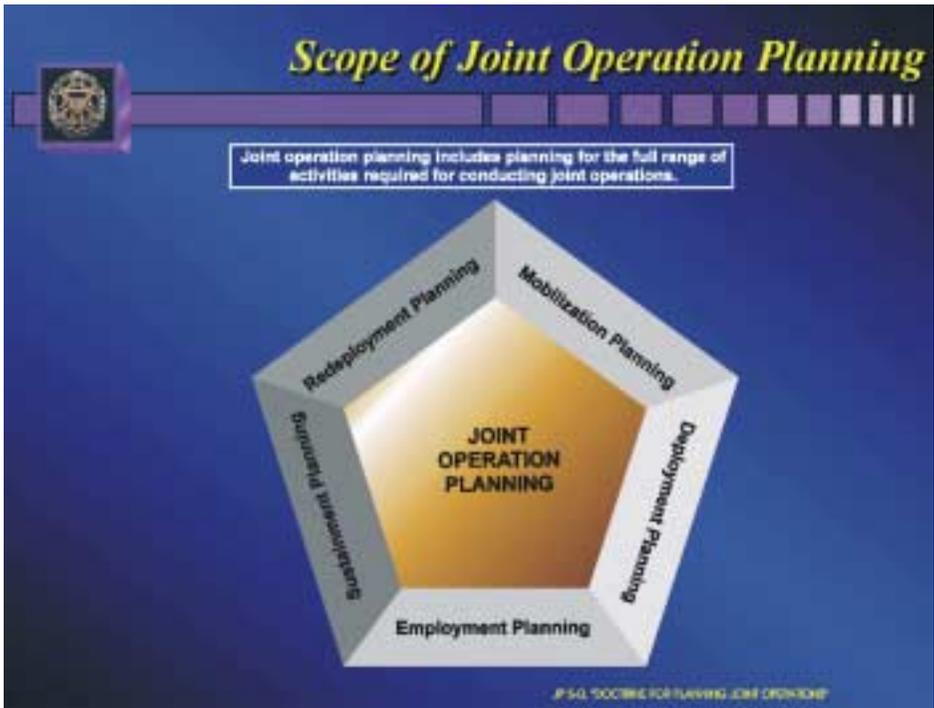
Mobilization Planning is assembling and organizing national resources to support national objectives during times of war and for military operations other than war (MOOTW).

Deployment Planning is planning used to move forces and their sustainment resources from their original locations to a specific operational area to conduct joint operations outlined in a given plan.

Employment Planning prescribes how to apply force or forces to attain specified military objectives and provides the foundation and determines the scope of mobilization, deployment, sustainment, and redeployment planning.

Sustainment Planning is directed toward providing and maintaining levels of personnel, materiel, and consumables required to sustain the planned levels of combat activity for the estimated duration and at the desired level of intensity.

Redeployment Planning is directed toward the transfer of units, individuals, or supplies deployed in one area to another area, or to another location within the area, or to the continental United States for the purpose of further employment.



Planning Concepts

Joint operation planning employs a single integrated process entailing similar policies and procedures during war and MOOTW, providing for orderly and coordinated problem solving and decision making. In its peacetime application, the process is highly structured to support the thorough and fully coordinated development of deliberate plans. In crisis, the process is shortened, as necessary, to support the dynamic requirements of changing events. In wartime, the process adapts to accommodate greater decentralization of joint operation planning activities.

Joint Planning and Execution Community

In conducting joint operation planning, it is important to understand who in the community will be charged with planning and execution. The headquarters, commands, and agencies involved in joint operation planning are collectively termed the joint planning and execution community (JPEC).

Joint Strategic Planning System

The Joint Strategic Planning System (JSPS) is the primary formal means by which the Chairman of the Joint Chiefs of Staff (CJCS), in coordination with the other members of the Joint Chiefs of Staff and the combatant commanders, carries out CJCS statutory responsibilities for strategic planning, providing military advice to the National Command Authorities, and formal input to the Planning, Programming, and Budgeting System. The four products of the JSPS are the National Military Strategy, Joint Planning Document, Joint Strategic Capabilities Plan (JSCP), and the Chairman’s Program Assessment.

Joint Strategic Capabilities Plan

The JSCP provides the strategic direction required to coordinate the planning efforts of the combatant commanders in pursuit of national strategic objectives and to integrate their efforts with those of the remainder of the JPEC.

Multinational Planning

Multinational operations is a collective term to describe military actions conducted by forces of two or more nations. Planning for multinational operations is accomplished in national and international channels. Collective security goals, strategies, and combined OPLANs are developed in accordance with individual treaty or alliance procedures. Deliberate joint operation planning for multinational operations is performed through national channels in accordance with US doctrine and procedures.

There are three main factors in planning for multinational operations:

Strategic integration is developed when a hierarchical organization of bilateral or multilateral bodies is established to define objectives and strategy and to coordinate strategic direction for planning and executing multinational operations.

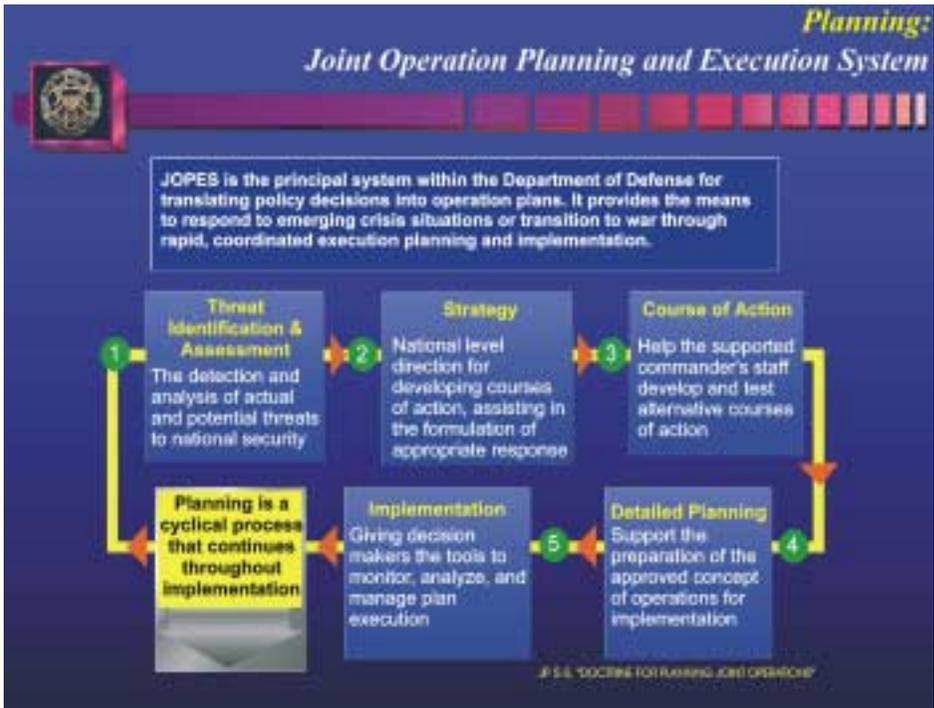
Theater integration occurs when joint operation planning is integrated with alliance or coalition planning at the theater or operational level by the commander of US national forces dedicated to the alliance or coalition military organization.

Bilateral planning involves the preparation of combined, mutually developed and approved plans governing the employment of the forces of two nations for a common contingency.

Joint Operation Planning and Execution System

The Joint Operation Planning and Execution System (JOPES) is the principal system within the Department of Defense for translating policy decisions into OPLANs and OPORDs in support of national security objectives. It provides the means to respond to emerging crisis situations or transition to war through rapid, coordinated execution planning and implementation. To achieve this it integrates the entire JPEC, providing for uniform policies, procedures, and reporting structures supported by modern communication and computer systems.

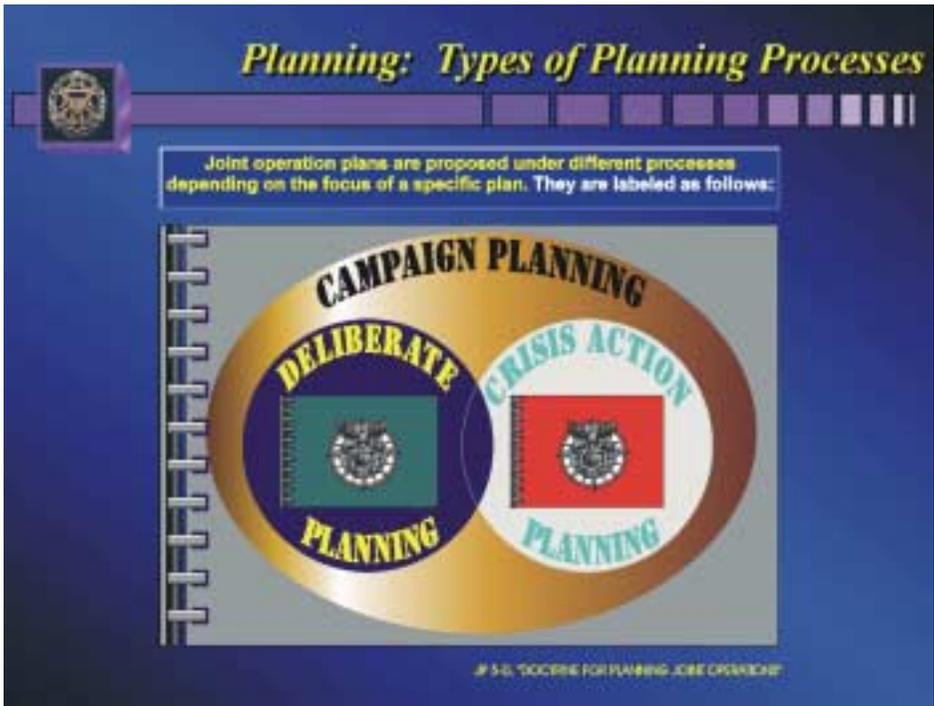
JOPES has five basic planning functions. Threat Identification and Assessment, Strategy Determination, Course of Action (COA) Development, Detailed Planning, and Implementation.



Campaign Planning

Joint OPLANs are proposed under different processes depending on the focus of a specific plan. One type of planning process is campaign planning. Combatant commanders translate national and theater strategy into strategic and operational concepts through the development of theater campaign plans. Campaign plans guide the development of supporting operation plans or orders and facilitate national levels of coordination of strategic priorities and resource allocation.

Campaign plans are the operational extension of a combatant commander's theater strategy. Campaign planning has its greatest application in the conduct of combat operations, but can also be used in situations other than war.



Deliberate Planning

Deliberate planning prepares for a possible contingency based upon the best available information and using forces and resources apportioned for deliberate planning. This planning is conducted principally in peacetime and relies heavily on assumptions regarding political and military circumstances that will exist when the plan is implemented. It is a highly structured process that engages the commanders and staffs of the entire JPEC in the methodical development of fully coordinated, complex planning for all contingencies and the transition to and from war. Deliberate planning is accomplished in five phases based on the Chairman of the Joint Chiefs of Staff's JOPES policies and guidance. The phases are initiation, concept development, plan development, plan review, and supporting plans.

Types of Deliberate Plans

There are several types of deliberate plans that are prepared under joint procedures. They are as follows:

An OPLAN is a complete and detailed operation plan containing a full description of the concept of operations.

A CONPLAN without time-phased force and deployment data (TPFDD) is an operation plan in an abbreviated format that would require considerable expansion or alteration to convert it into an OPLAN, campaign plan, or OPORD.

A CONPLAN with TPFDD is a CONPLAN that requires more detailed planning for phased deployment of forces.

A functional plan involves the conduct of military operations in a peacetime or permissive environment.

Crisis Action Planning (CAP)

CAP is based on current events and conducted in time-sensitive situations and emergencies using assigned, attached, and allocated forces and resources. It is based on actual circumstances that exist at the time planning occurs. CAP parallels deliberate planning, but is more flexible and responsive to changing events. The products of the CAP process are campaign plans and OPORDs.

CAP occurs in a six-phased process: Situation Development, Crisis Assessment, COA Development, COA Selection, Execution Planning, and Execution.

Key Employment Planning Concepts

To facilitate coordination of strategic priorities, deliberate and crisis action plans should contain key employment planning concepts that enhance understanding of the combatant commander's strategic vision and the sequence of operations needed to attain the commander's theater objectives. Plans should incorporate the following key concepts of joint operation planning doctrine.

- Combatant commander's strategic intent and operational focus
- Orientation on the strategic and operational centers of gravity of the threat
- Protection of friendly strategic and operational centers of gravity
- Phasing of operations

JOINT AIR OPERATIONS

Joint Air Operations Fundamentals

Joint air operations are defined as those operations performed with air capabilities and/or forces made available by components in support of the joint force commander's (JFC's) operation or campaign objectives, or in support of other components of the joint force. They do not include those air operations that a component conducts in direct support of itself.

The joint force air component commander (JFACC) is a functional component commander that the JFC will normally designate to exploit the capabilities of joint air operations. The JFACC directs this exploitation through a cohesive joint air operation plan for centralized planning and a responsive and integrated control system for decentralized execution.

Though missions vary widely across the range of military operations from war to military operations other than war (MOOTW), the framework and processes for joint air operations are consistent. Unity of effort, centralized planning, and decentralized execution are as important in MOOTW as in war.



JFACC Responsibilities

The authority and command of the JFACC typically include exercising operational control over assigned and attached forces and tactical control over other military capabilities and/or forces made available for tasking.

The responsibilities of the JFACC, airspace control authority (ACA), and area air defense commander (AADC) are interrelated and should normally be assigned to one individual. The functions and responsibilities of the JFACC, ACA, and AADC must be integrated in order to unite joint air operations with joint airspace control and joint air defense operations in support of the JFC's campaign.

The JFACC's operations center will often be designated a joint air operations center (JAOC). The JAOC is structured to operate as a fully integrated facility and staffed to fulfill all of the JFACC's responsibilities.

Joint Air Operations Planning Process

Normally, there are five phases in the joint air operations planning process, and each phase produces a desired product. While presented in a sequential order, the phases are not all required to be completed in order. Work on the various phases may be concurrent or sequential as long as they are integrated and the products are checked and verified for coherence. The phases consist of Operational Environment Research, Objective Determination, Strategy Identification, Center(s) of Gravity Identification, and Joint Air Operations Plan Development.

Targeting Cycle Phases and Responsibilities

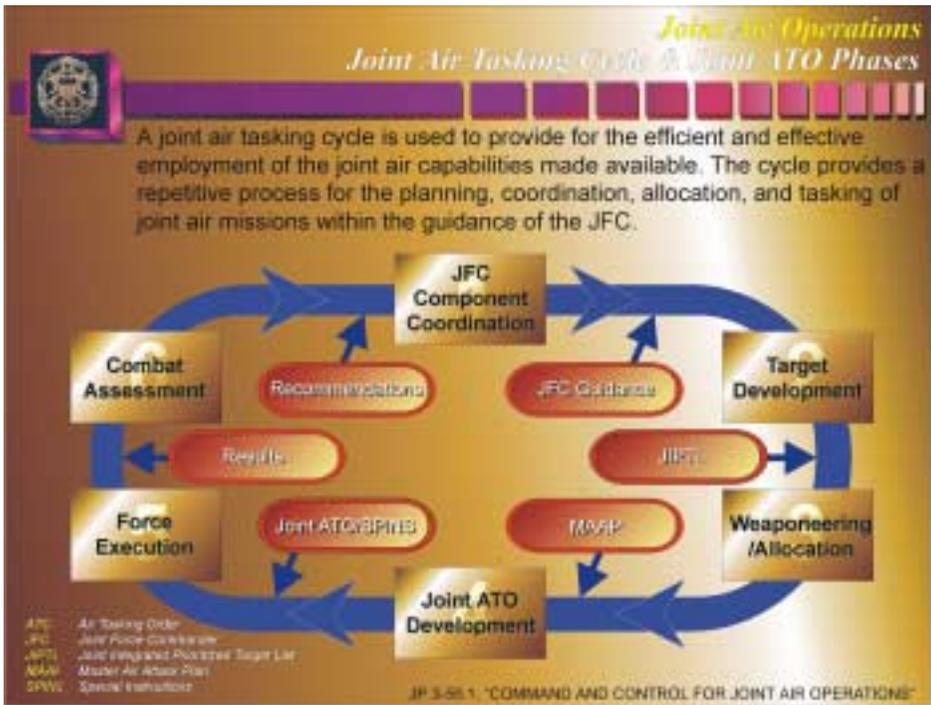
Targeting is the process of selecting targets and matching the appropriate response to them. It takes into account strategic and operational requirements and capabilities and the threat to friendly forces imposed by the adversary. An effective and efficient target development process and air tasking cycle are essential for the JFACC and/or JFC staff to plan and execute joint air operations. This joint targeting process should integrate capabilities and efforts of national, unified, joint force, and component commands, all of which possess varying capabilities and different requirements. The process is the same in war and MOOTW.

The targeting process is a cyclical one, which begins with guidance and priorities issued by the JFC and continues with identification of requirements by components; the prioritization of these requirements; the acquisition of targets or target sets; the attack of targets by components; component and JFC assessment of the attacks; and continuing guidance from the JFC on future attacks.

Joint Air Tasking Cycle and Joint Air Tasking Order Phases

A joint air tasking cycle is used to provide for the efficient and effective employment of the joint air capabilities made available. The cycle provides a repetitive process for the planning, coordination, allocation, and tasking of joint air missions, within the guidance of the JFC. It accommodates changing tactical situations or JFC guidance, as well as requests for support from other component commanders. It is important to note that a timely joint air tasking order (ATO) is critical as other joint force components conduct their planning and operations based on a prompt, executable joint ATO and are dependent on its information.

The joint ATO phases are related to the targeting cycle. The approach is the same; a systematic process that matches available capabilities and forces with targets to achieve operational objectives. The number of ATO phases may vary based on theater and contingency requirements.



Airspace Control Plan — Principles and Methods

The airspace control plan (ACP) is approved by the JFC to establish procedures for the airspace control system in the joint force area of responsibility (AOR) and/or joint operations area (JOA). The ACP must be tied to the area air defense plan and coordinated with the other joint operation plans because these documents together allow for the conduct of operations along the range from fully capable and operating command and control (C2) systems to greatly degraded C2 systems. It is imperative that the ACP support an orderly transition from peacetime operations to combat operations. Such a transition could occur during a period of increasing tensions or suddenly without much warning.



Fundamentals of Joint Airspace Control in the Combat Zone

There are fundamental issues that must be addressed with regard to joint airspace control in the combat zone. Combat zone airspace control increases combat effectiveness by promoting the safe, efficient, and flexible use of airspace with a minimum of restraint placed upon the friendly airspace users. The primary objective of combat zone airspace control is to maximize the effectiveness of combat operations without adding undue restrictions and with minimal adverse impact on the capabilities of any Service or functional component.

Joint Theater Missile Defense

The main objectives of joint theater missile defense (TMD) are to demonstrate US resolve to deter aggression, to protect US-deployed and multinational forces as well as critical assets and areas of vital interest or political importance from attack, to detect and target theater missile systems, to reduce the probability of and/or minimize the effects of damage caused by a theater missile attack, and to ensure that the JFC has the freedom to conduct joint operations without undue interference from theater missile operations conducted by the enemy. The four operational elements that make up TMD are passive defense, active defense, attack operations, and TMD command, control, communications, computers, and intelligence. It is crucial to coordinate and integrate all four of these elements into cohesive and coherent combat operations in order to counter theater missiles.

Types of Suppression of Enemy Air Defenses Operations (SEAD)

The three categories of SEAD Operations are as follows:

AOR and/or JOA air defense system suppression is conducted in support of joint operation or campaign objectives; it consists of AOR and/or JOA-wide operations conducted against specific enemy air defense systems to degrade or destroy their effectiveness.

Localized suppression operations are normally confined to geographical areas associated with specified ground targets or friendly transit routes. These operations contribute to local air superiority, facilitating joint operations in the area.

Many air defense threats are not identified in enough time for planned suppression. **Opportunistic suppression** is usually unplanned and includes aircrew self-defense and attack against targets of opportunity.

Interdiction

Interdiction is an action to divert, disrupt, delay, or destroy the enemy's surface military potential before it can be used effectively against friendly forces.

Air interdiction is interdiction conducted by means of air operations with the intent of destroying, neutralizing, or delaying the enemy's military potential before it can be brought to bear effectively against friendly forces.

Synchronization is defined as "the arrangement of military actions in time, space, and purpose to produce maximum relative combat power at a decisive place and time." Interdiction and maneuver are complementary operations that can, and should, be synchronized to create dilemmas for the enemy.

The following are the elements which are normally required to successfully prosecute interdiction operations: Air Superiority; Sustained and Concentrated Pressure; Accurate and Timely Intelligence; Appropriate Munitions and/or Assets; and Synchronization with Surface Maneuver.

Close Air Support

Close Air Support (CAS) is defined as air action by fixed- and rotary-wing aircraft against hostile targets which are in close proximity to friendly forces and which require detailed integration of each air mission with the fire and movement of those forces. Joint CAS is conducted through joint air operations or in the case of rotary-wing aircraft, through the establishment of a command relationship between components.

The conditions required for effective CAS include air superiority; suppression of enemy air defenses; target marking; favorable weather; prompt response; aircrews and terminal controller skill; appropriate ordnance; communications; and C2.

Theater Airlift

Theater airlift consists of aircraft and ground assets assigned to a combatant commander to provide common-user airlift in support of joint operations. Theater airlift forces exist to support the plans, operations, and priorities of the geographic combatant commander by operating air transport aircraft and ground support assets for all theater forces.

Theater airlift operations are categorized in different ways for different purposes. Theater airlift is usually divided between channel and special assignment airlift missions (SAAMs). Channel missions provide common-user general airlift service, usually on relatively fixed schedules and route structures over an extended period of time, or they can be event-driven. SAAMs provide dedicated airlift for specific requirements, usually at times, places, and in load configurations requested by a specific user.

For operational planning purposes, most theater airlift missions perform one of six basic tasks: deployment, employment, routine sustainment, combat sustainment, redeployment, and force extraction.

INFORMATION OPERATIONS

Introduction

Information operations (IO) involve actions taken to affect adversary information and information systems while defending one's own information and information systems. IO apply across all phases of an operation, throughout the range of military operations, and at every level of war. Defensive IO activities are conducted on a continuous basis and are an inherent part of force deployment, employment, and redeployment across the range of military operations. IO may involve complex legal and policy issues requiring careful review and national-level coordination and approval.

Contemporary threats faced by joint force commanders (JFCs) are more ambiguous and regionally focused than during the Cold War. Combatant commanders may confront a variety of factors that challenge the stability of countries and regions and threaten US national interests and security within their areas of responsibility.

Employed as an integrating strategy, IO focus on the vulnerabilities and opportunities presented by the increasing dependence of the US and its adversaries or potential adversaries on information and information systems. Employment of IO is essential to achieving the objectives of the JFC. In the Department of Defense, the ultimate strategic objective of offensive IO is to affect adversary or potential adversary decision makers to the degree that they will cease actions that threaten US national security interests. At the tactical, operational, and strategic levels of war, IO target and protect information, information transfer links, information gathering and processing nodes, and human decisional interaction with information systems. IO may have their greatest impact as a deterrent in peace and during the initial stages of crisis.

The effectiveness of deterrence, power projection, and other strategic concepts is greatly affected by the ability of the US to influence the perceptions and decision making of others. In times of crisis, IO can help deter adversaries from initiating actions detrimental to the interests of the US or its allies and/or coalition partners.

Offensive and Defensive Information Operations

Information operations are actions taken to affect adversary information and information systems, while defending one's own information and information systems. IO require the close, continuous integration of offensive and defensive capabilities and activities, as well as effective design, integration, and interaction of command and control with intelligence support. IO are conducted through the integration of many capabilities and related activities. Major capabilities to conduct IO include, but are not limited to, operations security, psychological operations, military deception, electronic warfare, and physical attack/destruction, and could include computer network attack. IO-related activities include, but are not limited to, public affairs and civil affairs activities. There are two major subdivisions within IO: offensive IO and defensive IO.

- Offensive IO involve the integrated use of assigned and supporting capabilities and activities, mutually supported by intelligence, to affect adversary decision makers and achieve or promote specific objectives. These assigned and supporting capabilities and activities include, but are not limited to, operations security, military deception, psychological operations, electronic

warfare, physical attack/destruction, and special information operations, and could include computer network attack.

- Defensive IO integrate and coordinate policies and procedures, operations, personnel, and technology to protect and defend information and information systems. Defensive IO are conducted and assisted through information assurance, operations security, physical security, counterdeception, counter-propaganda, counterintelligence, electronic warfare, and special information operations. Defensive IO ensure timely, accurate, and relevant information access while denying adversaries the opportunity to exploit friendly information and information systems for their own purposes. Offensive IO also can support defensive IO.

Fundamentals of Information Operations

Increasingly complex information systems are being integrated into traditional warfighting disciplines such as mobility; logistics; and command, control, communications, computers, and intelligence. The broad access to, and use of, these information systems enhances warfighting. However, these useful capabilities induce dependence, and that dependence creates vulnerabilities. These information systems are a double-edged sword, one edge representing areas that warfighting components must protect, while the other edge creating new opportunities that can be exploited against adversaries or used to promote common interests.

IO capitalize on the growing sophistication, connectivity, and reliance on information technology. IO target information or information systems in order to affect the information-based process, whether human or automated.

Many different capabilities and activities must be integrated to achieve a coherent IO strategy. Intelligence and communications support are critical to conducting offensive and defensive IO. The thoughtful design and correct operation of information systems are fundamental to the successful conduct of IO. Moreover, to be successful, IO must be integrated with other operations (air, land, sea, space, and special) and contribute to national and military objectives.

IO support the national military strategy but require support, coordination, and participation by other US Government departments and agencies as well as commercial industry. Offensive and defensive IO actions also require interagency deconfliction and cooperation.

There are several fundamental legal considerations that must be taken into account during all aspects of IO planning and execution. The staff judge advocate should be an integral part of the planning and execution of such operations.

Activities Related to Information Operations

Public affairs seek a timely flow of information to both external and internal audiences. Coordination of public affairs and IO plans is required to ensure that public affairs initiatives support the commander's overall objectives, consistent with the Department of Defense principles of information. Public affairs and IO efforts will be integrated consistent with policy or statutory limitations and security.

Civil affairs activities are an important contributor to IO because of their ability to interface with key organizations and individuals in the information environment. Civil affairs activities

can support and assist the achievement of IO objectives by coordinating with, influencing, developing, or controlling indigenous infrastructures in foreign operational areas.

Offensive Information Operations Capabilities

When employed as an integrating strategy, IO weave together related capabilities and activities toward satisfying a stated objective. Assigned and supporting capabilities and activities that can be integrated to conduct offensive IO include the same capabilities and processes that traditionally support command and control warfare operations security, psychological operations, military deception, electronic warfare, and physical attack/destruction. Additionally, computer network attack may be considered for development and integration in offensive IO.

Operations Security (OPSEC)

OPSEC is defined as a process of identifying critical information and analyzing friendly actions related to military operations and other activities in order to: identify those actions that can be observed by adversary intelligence systems; determine indicators that hostile intelligence systems might obtain that could be interpreted or pieced together to derive critical information in time to be useful to adversaries; and select and execute measures that eliminate or reduce to an acceptable level the vulnerabilities of friendly actions to adversary exploitation.

OPSEC’s most important characteristic is that it is a process. OPSEC is not a collection of specific rules and instructions that can be applied to every operation. It is a methodology that can be applied to any operation or activity for the purpose of denying critical information to an adversary.



Psychological Operation (PSYOP)

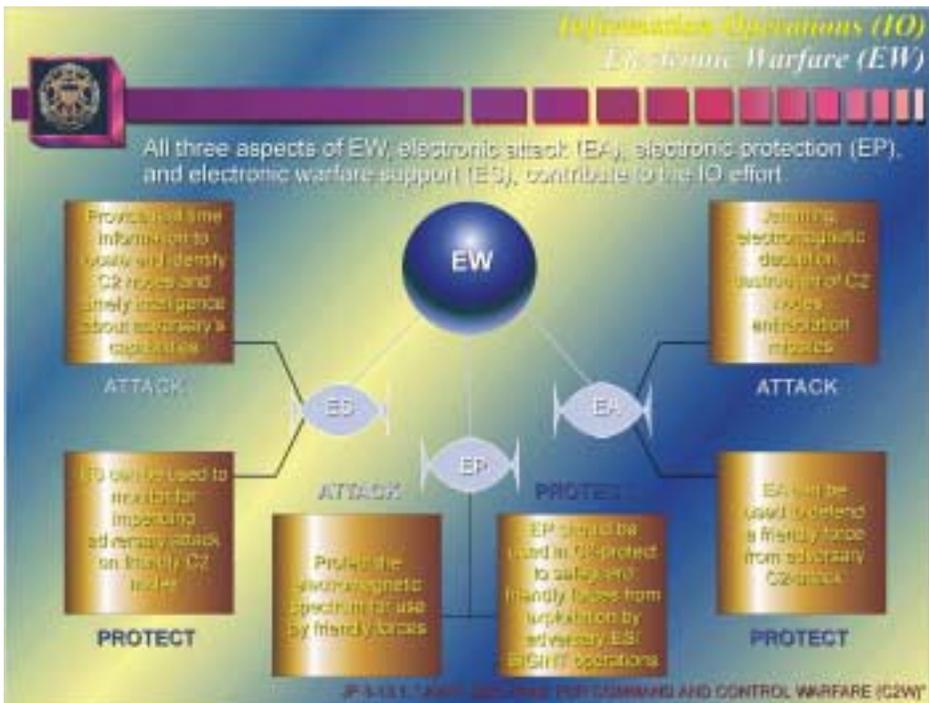
PSYOP are operations planned to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning and, ultimately, the behavior of foreign governments, organizations, groups, and individuals. The purpose of PSYOP is to induce or reinforce foreign attitudes and behavior favorable to the originator’s objectives. Military PSYOP constitute a systematic process of conveying messages to selected foreign groups to promote particular themes that result in desired foreign attitudes and behaviors that can augment the national effort. PSYOP are used to establish and reinforce foreign perceptions of US military, political, and economic power and resolve.

Military Deception

Military deception is defined as being those actions executed to deliberately mislead adversary military decision makers as to friendly military capabilities, intentions, and operations, thereby causing the adversary to take specific actions (or inactions) that will contribute to the accomplishment of the friendly mission. Military deception as an element of IO should focus on causing the adversary commander to estimate incorrectly the situation in the operational area with respect to friendly force dispositions, capabilities, vulnerabilities and intentions. There are six principles of military deception that provide guidance for the planning and execution of deception operations. They are: focus, objective, centralized control, security, timeliness, and integration.

Electronic Warfare (EW)

All three aspects of EW, electronic attack (EA), electronic protection (EP), and electronic warfare support (ES), contribute to the IO effort. EA is concerned with denying an adversary commander use of the electronic spectrum to effectively command and control (C2) operating



forces. EP is involved with guaranteeing use of the electronic spectrum for the JFC to C2 friendly forces. ES contributes to the JFC's accurate estimate of the situation in the operational area.

Physical Attack/Destruction

Physical destruction refers to the use of “hard kill” weapons against designated targets as an element of an integrated IO effort. Although the word “destruction” is used in the term, “hard kill” weapons may be used in IO for a purpose other than the actual “destruction” of a specific target. Normally, physical destruction would target identified C2 nodes. However, physical destruction may also be against targets other than adversary C2 nodes in support of one or more of the other elements of IO.

Intelligence Support

Intelligence support is critical to the planning, execution, and assessment of IO. The joint staff intelligence representative(s) assigned to support the IO cell should be the liaison for intelligence support for all IO planning.

Intelligence must be timely, accurate, usable, complete, relevant, objective, and sufficiently detailed to support an array of Department of Defense (DOD) IO requirements, to include research, development, and acquisition and operational support.

The conduct of IO requires unique and detailed intelligence never before asked of intelligence collection agencies and activities. Intelligence preparation of the battlespace is vital to successful IO. Support from non-DOD and non-US sources also may be required.

Defensive Information Operations

Four interrelated processes comprise defensive IO: information environment protection, attack detection, capability restoration, and attack response. Offensive actions play an integral role in the defensive process in that they can deter adversary intent to employ IO and/or neutralize adversary capabilities. The defensive IO processes integrate all available capabilities to ensure defense in depth. Fully integrated offensive and defensive components of IO are essential.

Defensive IO integrate and coordinate policies and procedures, operations, personnel, and technology to protect and defend information and information systems. Defensive IO are conducted through information assurance, information security, physical security, operations security, counterdeception, counter-propaganda, counterintelligence, electronic warfare, and special information operations. Defensive IO are supported by intelligence and tailored, multisource indications and warning.

Defensive IO integrate and coordinate protection and defense of information and information systems (which include command, control, communications, and computer systems, sensors, weapon systems, infrastructure systems, and decision makers). Defensive IO are an integral part of overall force protection.

Defensive IO efforts should be integrated in all military operations, to include activities by other government and nongovernment agencies or organizations operating in the JFC's area of responsibility or joint operations area. JFCs should ensure the defensive IO effort is adapted to and remains integrated with the changing information environment.

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