



# A Common PERSPECTIVE

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

April 2000

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## Consequence Management



Restore Essential Services

Protect Public Health and Safety

Provide Emergency Relief

## FROM THE EDITOR

Once again the Joint Warfighting Center (JWFC) Doctrine Division is pleased to bring you the latest edition of *A Common Perspective* (ACP). Our newsletter continues to serve as the one-stop source of news and information for all the joint and Service doctrine communities—a resource we continuously improve to meet your needs. Your feedback on any aspect of ACP is important and will help ensure we provide thoughtful, timely discussion on current doctrinal issues.

This issue focuses on the relatively new mission area of “consequence management” or CM. This subject is of particular interest to United States Joint Forces Command, given its Unified Command Plan 99 taskings to provide military assistance to civil authorities within CONUS, and technical support and advice to geographic combatant commanders conducting CM. The lead article, “CM: An Increasing Need for Joint Doctrine,” provides an excellent overview of the CM mission/taskings, and argues the need to develop the overarching joint principles and command relationships necessary to guide JTF staff planning. In fact, CM is starting to find its way into joint publications, such as JP 3-11, “Joint Doctrine for Operations in Nuclear, Biological, and Chemical (NBC) Environments” (Preliminary Coordination), dated 7 January 2000.

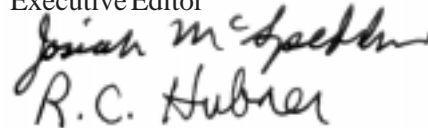
A review of the multiple taskers (requests for feedback, program directives development, draft publication reviews, preliminary/final coordination) with many more to follow in the next few months, is indicative of the tremendous effort required to ensure timely, authoritative guidance for the warfighter. This belies the perception that joint doctrine lags technology, that new systems and capabilities are being fielded without the major doctrinal elements in place. While there are some areas that certainly lack the requisite guidance, the doctrine community as a whole is engaged and developing the joint doctrine and tactics, techniques, and procedures needed by the warfighters. ACP will track and report all the significant developments for you—stay tuned, CY 2000 promises to be a banner year for joint doctrine.

The theme for our next issue will be “joint targeting.” We would particularly like to see articles from the combatant command staffs on your existing joint (and combined force) processes as a useful way to compare and contrast ideas in the evolving discussions on JP 3-60, “Doctrine for Joint Targeting.”

In closing, I would like to highlight the retirement of our two most senior and experienced leaders, Col Bob Brodel, USAF (29 years) and LTC Steve Senkovich, USA (30 years). Col Brodel was the Chief of Doctrine Division from July 1996 to March 2000 and during that same period LTC Senkovich served as the Assessment Branch Chief and USJFCOM Doctrine Branch Chief. During their almost four-year tenure; over 40 joint publications were approved and over 60 were assessed, joint doctrine expertise was provided for over 30 joint exercises, seven Joint Doctrine Working Parties were hosted, the JWFC transition to USJFCOM control took place, and various joint doctrine working groups and analysis/studies were completed. That is just a sample of the immense amount of work that they played a key leadership role in while working joint doctrine issues. Because the entire joint doctrine development community relied on their good judgement and experience, they will be missed very much. We wish them both great success in their new endeavors!!



Nathan Toth, Lt Col, USAF  
Executive Editor



Josiah McSpedden & Bob Hubner  
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## MESSAGE FROM THE COMMANDER, USJFCOM JWFC

By MG William S. Wallace, USA

The last six months have seen both significant change and great strides in the joint doctrine community—much of it stemming from implementation of Unified Command Plan (UCP) 99 that transitioned US Atlantic Command to US Joint Forces Command (USJFCOM). UCP 99 assigned USJFCOM the responsibility of supporting the Chairman of the Joint Chiefs of Staff's joint doctrine program to, "provide recommendations to the Chairman on the development, assessment, distribution, and maintenance of joint publications." Since UCP 99 went into effect, USJFCOM through the JWFC Doctrine Division, has been proactive in championing several critical doctrinal issues.

The JWFC's joint publication effort, done in concert with J-7/JVDD Joint Staff's initiative to address the issue of languishing publications, has focused our resources on those publications that are deemed most important to the combatant commands. Results of this ambitious, collaborative effort will provide the theater warfighters and the joint community with timely and relevant publications. We appreciate the extensive feedback from the combatant command staffs that helped us focus our efforts. In addition, the "fast track" approach to doctrine development for selected critical warfighting publications has shown tremendous promise. The strides achieved in the accelerated revision of JP 1, "Joint Warfare of the Armed Forces of the United States," is an unqualified success story. It may be prudent for the joint community to start now to consider other potential and necessary "fast track" publications.

The focus of this issue of A Common Perspective is consequence management (CM). CM is the critical element of military support to civil authorities in response to weapons of mass destruction incidents.

- The first article by Lt Col Kim Corcoran, LCDR Jeff Bohler, and MAJ Dave Millett provides rationale for developing joint doctrine on CM. The authors note some of the problems associated with defining the CM mission, as well as the command and control challenges inherent when working with numerous diverse military and civil agencies.



- Mr. Dean Seitz's article describes the recent developments in CM, notably USJFCOM's development of a "Joint Task Force Commander's Handbook for Consequence Management." The handbook will provide guidance to the joint community while CM doctrine and procedures evolve and are incorporated in joint publications.
- Please take note of the "CM Database" information provided on page 26, another JWFC effort to help field organizations access the most current guidance available to perform CM missions.

We have completed consolidating JWFC activities at the former Joint Training, Analysis and Simulations Center (now the Joint Warfighting Center) at Suffolk, VA. This move greatly enhanced the coordination and synergy between the doctrine and training directorates in J7, and the "New JWFC" has been a positive influence on the success of numerous joint exercises, including KEEN EDGE 00 and ROVING SANDS 00. This reflects our commitment to prepare US forces to prevail at any level of conflict and ensure our warfighters never encounter a joint task for the first time on the battlefield.

Finally, I would like to sincerely thank Col Bob Brodel and LTC Steve Senkovich for their outstanding leadership in the doctrine community. Both are retiring after 29 and 30 years of service, respectively. Their combined doctrine experience on the Joint Staff and at the JWFC totals over 10 years, and both have made remarkable contributions in a wide range of joint warfighting issues. We will see them on the high ground!!



## USJFCOM JWFC DOC-DIV UPDATES

*By Col Bob Brodel, USAF, USJFCOM JWFC,  
Chief, Doctrine Division*

Another six months has flown by, and we now find ourselves on the eve of the 25th Joint Doctrine Working Party. However, it has been anything but business as usual. A renewed and focused effort to break the logjam on languishing publications has spawned some very pointed guidance from the Director of the Joint Staff. In so many words, he has reiterated that use of the Joint Staff "Tank" process to bring contentious issues to the flag officer level for resolution is alive and well. The timelines to brief overdue publications have now been clearly laid out (see J-7/JVDD update on page 21), and that is good news. In my opinion, however, that requirement places some not so easily resolved challenges ahead of us. Every lead agent/Joint Staff doctrine sponsor's hot project cannot be a top priority to everyone else. It may be important to you if you have to brief the DepOpsDepts on why your publication is 60 days past a development milestone. But, it may not be as important to the action officer who is briefing the OpsDepts on why his/her publication is 90 days overdue or to someone briefing the Chairman of the Joint Chiefs of Staff with a 120 day delinquency. That is the challenge, 20+ overdue publications all cannot be a top priority.

It is my firm belief that the Chairman's joint doctrine development process was crafted intelligently. When executed properly, it forces the principal parties to a consensus position or CJCS adjudication on our toughest and often most controversial joint issues. When those in authority enforce it, it works. Until recently, though, we have managed to prolong the effects of a serious process flaw; a flaw that is highlighted by the recent focus on languishing publications. The development process was never resourced adequately to efficiently or effectively meet the demands of a now mature process. With over 110 publications in the hierarchy, the process, by design, could have a minimum of 30+ publications in revision/development at any given time. If you consider all three/five-year mandatory revisions, early revisions, new projects, and those delayed; the number active in the development process only gets bigger. To address this problem, there are essentially three options:

- Increase the joint doctrine development community's manpower to meet the increased workload of a mature process.
- Accept shallower coordination reviews, which only postpones the problem until the final coordination stage.
- Change the process entirely.

I do not believe the first two options are acceptable today. If the process is not changed, then the small staffs that are the heart of this well-crafted, burden-sharing process will eventually be buried by the workload. They will have no choice but to be perpetually late with their responses or to submit responses that insufficiently address the inevitable issues—those issues that will raise their head during final coordination and bring the process to its knees. This is neither an effective or efficient means of doing business in any defined process. Shortening the suspenses to address perceptions that the process is too slow will exacerbate the problem. It takes time to develop sound doctrine that provides the authoritative guidance to put America's men and women in harms way. Those who advocate a quicker process have not read or written doctrine; otherwise, they would understand why time is needed to get it right the first time. If you want it fast, there are alternatives to CJCS-approved joint doctrine/joint tactics, techniques, and procedures (JTTP) and I encourage the use of them.

Maybe we can use that time more efficiently by eliminating steps in the process; four times around the barn for coordination leads to shallow reviews early on and increases the likelihood of critical comments/non-concurs during the final coordination phase. Maybe we can mitigate the number of publications in the system by reconsidering mandatory three/five-year revisions. Perhaps it is time to stop printing publications altogether. That will not hasten development, but it will cut months of effort and expense expended after approval; effort that could be dedicated to providing a proposed revision first draft with the final assessment report. Possibly, it is time to push the Joint Doctrine Electronic Information System (JDEIS) to do some of the things it was intended to do. As a minimum, it is time to build a plan to go paperless or near paperless. That does not mean paperless next year nor does it mean 10 years from now. We need to map out how JDEIS and associated technologies are going to move us to electronic doctrine and JTTP. It is time to begin realizing some of the manpower savings that were part of the justification for JDEIS in the first place—manpower we desperately need to apply to our mature development process. These are just a few thoughts, some may be good, and some are definitely out of the box. Nevertheless, there are other folks out there, who, I am sure, have some great ideas on how we can preclude being buried by a mature development process—it is time to listen to them.

Before closing, I need to recognize some folks who are leaving Doctrine Division. LTC Steve "Senk" Senkovich, the cornerstone of Doctrine Division for almost four years is headed toward civilian life. He came to us after three years in J-7/JVDD Joint Staff, so he has been in the business awhile. Thanks Steve, you have made tremendous contributions and you will be missed. LtCol Pete "Pedro" Vercruyssen and Maj Bob "Tuna" Schutz are headed off to

command. My personal thanks and congratulations to them, I am sure they will lead well. Not too far after them, LTC Bill "Grambo" Braley will be off to Fort Rucker, AL, and CDR Dave "Redbone" Bentz will be heading to sea duty. Good luck Bill, and Dave, enjoy the bonus, you have earned it. Finally, I will be closing a 29-year career in the Air Force; thankful for the opportunity to serve with soldiers, sailors, marines, coast guardsmen, and airman in this joint position. My best to Col Bob Hinger as he steps into the job. He brings a wealth of experience with him and will not need near the training I did to get up to speed. Good luck to all of you, and remember, you belong to the greatest fighting force on Earth! Check Six, Col Bob Brodel.

## DEVELOPMENT BRANCH

There have been several interesting developments and changes since the last Joint Doctrine Working Party. Some examples are:

- JP 1-01, "Joint Doctrine Publication System," had completed final coordination (FC), but was released to the joint community for a second FC. This was necessary due to the incorporation of changes in the development timeline and addition of the Director of the Joint Staff's "Joint Doctrine Development Policy." The new target approval date is May 2000.
- JP 1, "Joint Warfare of the Armed Forces of the United States" Revision Second Draft (SD), will be released in April 2000 and is on a "fast track" schedule for approval in September 2000.
- JP 3-70, "Joint Doctrine for Strategic Attack," was approved for development with the USAF as the lead agent and the J-3 Joint Staff as the Joint Staff doctrine sponsor. The program directive was approved 16 March 2000 and the target approval milestone is January 2002.

Further information regarding joint publications under development is available online at the Joint Electronic Library, under Publication Status.

I would like to welcome the newest member of the Development Branch. Lt Col (S) Bob "Bones" Barone, USAF, brings a wealth of command and control experience. He is an Airborne Warning and Control System (AWACS) mission crew commander who joins us from the 966th Airborne Air Control Squadron, where he served as the Assistant Air Operations Officer.

We have a great deal to look forward to in the next six months. Questions should be directed to CDR Dave Bentz, USN, Chief, Joint Publication Development Branch at DSN 668-6111 or e-mail: [bentzd@jwfc.jfcom.mil](mailto:bentzd@jwfc.jfcom.mil).

## ASSESSMENT BRANCH

During the October 1999 JDWP, it was suggested that we post joint publication assessment reports on the Internet to facilitate access by the joint community. Consequently, assessment reports dating back to September 1997 may be viewed by accessing our Home Page at: <http://www.jtasc.jfcom.mil>. From the Home Page go to "Limited Access," "Joint Doctrine," "Joint Pub Assessment," and finally "Approved Reports." Word searches may be conducted within each assessment report.

Since the October 1999 JDWP, we have completed assessment reports for JPs 3-04.1, "JTTP for Shipboard Helicopter Operations," 3-07.2, "JTTP for Antiterrorism," 3-09, "Doctrine for Joint Fire Support," 3-56.1, "Command and Control for Joint Air Operations," and 4-02.1, "JTTP for Health Service Logistics Support in Joint Operations." Each report recommended a normal revision.

Twelve joint publications are currently undergoing formal assessments: JPs 3-05, "Doctrine for Joint Special Operations," 3-09.3, "JTTP for Close Air Support;" 3-10.1, "JTTP for Base Defense;" 3-12 series (joint nuclear operations) (four publications); 3-50.21, "JTTP for Combat Search and Rescue;" 3-52, "Doctrine for Joint Airspace Control in the Combat Zone," 4-03, "Joint Bulk Petroleum Doctrine," 4-05, "Joint Doctrine for Mobilization Planning," and 6-0, "Doctrine Command, Control, Communications, and Computer (C4) Systems Support to Joint Operations."

Request for Feedback message release dates are scheduled as follows:

May 2000:	JP 1-0, "Doctrine for Personnel Support to Joint Operations," and JP 4-05.1, "JTTP for Manpower Mobilization and Demobilization"
June 2000:	JP 4-01.6, "JTTP for JLOTS"
July 2000:	JP 2-02, "National Intelligence Support to Joint Operations," and JP 5-00.2, "JTF Planning Guidance and Procedures"
August 2000:	JP 3-07.3, "JTTP for Peace Operations"
September 2000:	JP 3-15, "Joint Doctrine for Barriers, Obstacles and Mines," and JP 3-50.2, "Doctrine for Joint CSAR"

Questions should be directed to LTC Rick Steinke, USA, Chief, Joint Publication Assessment Branch at DSN 668-6104 or e-mail: [steinker@jwfc.jfcom.mil](mailto:steinker@jwfc.jfcom.mil).



## CONSEQUENCE MANAGEMENT: An Increasing Need for Joint Doctrine

*By Lt Col Kim Corcoran, USAF, Operations Officer, JFCOM Branch, Western Hemisphere Division, J-33, Joint Staff; LCDR Jeff Bohler, USN, J-5, USEUCOM; and MAJ Dave Millet, USA, J-1, USPACOM*

**Disclaimer:** The original version of this paper was written to satisfy requirements of the Armed Forces Staff College "Joint Perspectives" course. The contents of this paper do not necessarily reflect the views of AFSC, its Commandant, or Staff.

### THE SITUATION AND REQUIREMENT

As we enter the new millennium, it is apparent that the future holds a vast array of threats and challenges to US security. Today we find an environment just as dangerous as it was during the Cold War. Instead of the power struggle between the United States and the Soviet Union; we are now dealing with emerging powers, ethnic and religious struggles, and civil wars. This has created the potential for the use of weapons of mass destruction (WMD) on the United States or other regional powers to achieve maximum effects at minimal cost to the aggressor. Criminal groups, terrorists factions, and Third-World countries now have the capability to obtain, transport, and release weapons that can cause immediate, large-scale effects on citizens and local infrastructure, which in turn affects long term national security and strategic planning. Compounding this situation is the revolution in information operations and technology, enabling people to share critical information, and more importantly, making it possible for the effects of these weapons to be seen real-time over worldwide networks. Increasingly open borders also enable terrorist and criminal groups to move these weapons between countries to reach their intended targets. All these factors compound the United States' ability to protect its citizens.

Concerned over the Federal Government's ability to meet such threats, Congress enacted legislation in 1996 mandating the enhancement of domestic preparedness and response capacity for terrorist attacks involving nuclear, radiological, biological, and chemical weapons.<sup>1</sup> This legislation, coupled with Presidential Decision Directive-39 (PDD-39), "US Policy on Counterterrorism," has produced a virtual explosion of effort within DOD and other Government agencies. With over 40 Government and military agencies involved in planning a response to WMD; the challenge is to synchronize these efforts, coordinate everyone's roles and responsibilities, and develop policies and procedures to enable an immediate, effective response. Although Federal agencies have the lead in planning for the consequences of a WMD event, it is imperative that the military develop and publish clear,

unambiguous joint doctrine to unify its consequence management (CM) efforts.

In the emerging world environment, the integrated use of all US military capabilities is required to effectively achieve success in diverse and difficult operations required by the National Military Strategy. The synergistic effect obtained through joint operations has become a US military paradigm since the implementation of the 1996 Goldwater-Nichols Act. As the world order has changed, the use of US forces has changed from preparation for large troop deployments for a conventional conflict with the Soviet Union to the limited deployment of troops for numerous smaller-scale contingencies. To prepare for this dynamic environment, joint doctrine has been developed to provide guidance on nontraditional missions like foreign humanitarian assistance (FHA), counterdrug operations, and peace operations. Joint doctrine provides guidance for greater coordination of effort and improved consistency of purpose in order to achieve maximum results. Developing joint doctrine for CM would yield similar rewards. However, establishing joint doctrine for consequence management is more challenging because DOD is not the lead agency in developing CM strategies and procedures. The US military must rely on other agencies and departments to take the lead in shaping and defining CM—an uncomfortable position.

### DEFINITIONS—THE DEVIL IS IN THE DETAILS

To establish a baseline, it is necessary to provide a clear definition of terms and concepts. Several agencies provide working definitions of what CM is and is not—there is no universally accepted definition of CM within the US Government. The crux of the dilemma centers upon whether CM is prompted solely by a man-made WMD event; involving the intentional or accidental release of chemical, biological, or radiological (nuclear) contamination; or whether it also includes responses to disasters resulting from acts of nature (e.g., hurricanes, earthquakes, volcanoes, or flooding). An additional question centers upon whether high-yield explosives, as were used in the Oklahoma City bombing, should be included as a "WMD" event.

In June 1995, the President established CM policy and the role each agency and department would play in PDD-39. Its major focus was reducing the Nation's vulnerability to terrorism, to establish measures to deter and respond to acts of terrorism, and to strength the Nation's capabilities to prevent and "manage the consequences of terrorist use of NBC weapons including weapons of mass destruction."<sup>2</sup> It defines CM as:

"Measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses and individuals affected by the consequences of terrorism. The laws of the US assign primary authority to the States to respond to the consequences of terrorism; the Federal Government provides assistance as required."<sup>3</sup>

This definition clearly focuses on acts of terrorism and does not discuss natural disasters. PDD-39 assigns the Federal Emergency Management Agency (FEMA) the responsibility or lead for CM throughout the Federal response (just as it does for natural disasters) and assigns the Department of State (DOS) as lead agency for foreign incidents of terrorism.

PDD-39 also addresses "crisis management," another term associated with terrorist activities. It is defined as "measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism."<sup>4</sup> Thus, crisis management focuses on the efforts to defeat or apprehend the terrorists prior to the act occurring (in the case of a bomb, preventing it from exploding); while CM focuses on the efforts to preserve life, reduce suffering, and mitigate effects after an incident occurs.<sup>5</sup> In fact, crisis management and CM cannot always be separated into two distinct activities but must be thought of as parallel and overlapping concepts that extend into the planning and operational activities involved in dealing with a terrorist act.<sup>6</sup> On the other hand, it must also be remembered that CM may not always be preceded by crisis management, as was the case with the bombings of the World Trade Center and the Murrah Federal Building.

Within DOD, the precise definition of CM is still a dynamic and evolving concept.

- CJCSI 3214.01, "Military Support to Foreign Consequence Management Operations," defines CM as "Interagency assistance to mitigate damage resulting from the employment of NBC weapons by national, transnational, or sub-national actors or from the release of NBC contaminants due to natural disasters, failures in industrial safeguards, and other non-malicious circumstances."<sup>7</sup> This definition discusses natural disasters as they pertain to the release of NBC agents. Therefore, if no NBC contaminants were involved in a natural disaster, CM would not apply.
- The US Army Training and Doctrine Command (TRADOC) and the US Joint Forces Command Joint Warfighting Center (JWFC) developed another definition for CM that broadens the scope of such activities. The definition specifically states that CM is in response to disasters and catastrophes either man-made or natural.<sup>8</sup>
- Finally, the Preliminary Coordination Draft of JP 3-07.7, "JTTP for Domestic Support Operations," defines CM as "Those planning actions and preparations taken to identify, organize, equip, and train emergency response forces and to develop and execute plans implemented in response to an accident; and, the actions following an accident to mitigate and recover from the effects of an accident."<sup>9</sup> This definition is not very precise and includes the word "accident" vice "emergency" used in the text.

"Consequence management involves measures to alleviate the damage, loss, hardship, or suffering caused by emergencies."

Table 1 summarizes and contrasts the various definitions.

	PDD-39	TRADOC& JWFC	CJCS 3214.01	JP 3-07.7
Terrorist Attack				
NBC	X			
Conventional	X			
Disasters & Catastrophes		X		X
WMD Attack				
NBC	X		X	
Conventional	X		X	
Emergencies/ Accident				X

**Table 1. Basic Elements Covered by Various Definitions of Consequence Management**

## SEARCHING FOR A DOCTRINAL TEMPLATE

Should military support to CM for a WMD event follow the same doctrinal template as disaster relief support and should it be the same for foreign and domestic events? The US military has well-developed systems for providing assistance for foreign and domestic disaster relief operations. But, there are some important differences between disaster relief and handling the consequences of a WMD event. First, the WMD event will become a crime scene, which creates a potential conflict in lead Federal agencies (FBI vice FEMA for a domestic event). Second, if a crisis management phase precedes the CM phase, there could be two military agencies providing forces to support the lead Federal agencies (LFAs) during a single incident. If requested, the Joint Staff would direct forces to assist the FBI in support of the crisis management phase, while the Director for Military Support would provide forces to FEMA for the CM phase. In order to further appreciate the differences, we will examine both foreign and domestic disaster relief procedures in more detail.

The Joint Strategic Capabilities Plan (JSCP) requires that each geographic combatant commander develop a functional plan for disaster relief. The primary responsibility for managing disaster relief rests with the host-nation (HN). A foreign government may request assistance from the US Chief of Mission (COM), who will pass the request to the President. The National Command Authorities (NCA) may then direct DOD to commit assets or forces to augment the HN's indigenous CM efforts. Because DOS is the LFA, all DOD support is coordinated through the responsible COM and Country Team. All DOD assets will be under the command of the geographic combatant commander, who usually establishes a JTF to handle the details.<sup>10</sup>

*(Continued on next page)*

Although domestic disaster relief is also addressed in functional plans, the process for providing domestic military support for disaster relief differs in several key areas from the procedures described above. When a domestic disaster occurs, relief is first the responsibility of the local municipality. If the local municipality is overwhelmed, it will request assistance from the State government. This assistance will often include assets from the National Guard. If the Governor decides the scope of the disaster is beyond the ability of the State to provide adequate relief, he or she will request FEMA support. FEMA will assess the situation and make a recommendation to the President. If the President decides to declare a Federal Disaster Area, then military support for the disaster will normally be authorized. FEMA will be the LFA.

Military support for domestic disaster relief is a subset of the broader category of military support to civil authorities (MSCA), defined as: "Those activities and measures taken by the DOD components to foster mutual assistance and support between the Department of Defense and any civil government agency in planning or preparedness for, or in the applications of resources for response to, the consequences of civil emergencies or attacks, including national security emergencies."<sup>11</sup> The Secretary of Defense has designated the Secretary of the Army as the Executive Agent for all MSCA. The Directorate of Military Support (DOMS), organized under the Department of the Army's Deputy Chief of Staff for Operations and Plans is the "action agent" that actually performs the designated planning and command and control (C2) of all MSCA. Because of the delegation of responsibility to the Secretary of the Army, C2 of military support for domestic disaster relief is very different from that outlined in joint doctrine. This difference is causing some agencies to question whether this system is appropriate for military support for CM following a domestic WMD event.

The DOMS responsibility for MSCA has a tremendous impact on organization and procedures. DOMS is not a combatant command, of course, and cannot form a JTF to coordinate with FEMA for needed military support. Instead, DOMS dispatches a Defense Coordinating Officer (DCO), with a staff called the Defense Coordinating Element (DCE). The DCO will be a specially trained O-6 who coordinates with FEMA's Federal Coordinating Officer (FCO) and, after validation, passes all requests for military assistance to DOMS. DOMS then publishes orders for military support; similar to the orders published by the Joint Staff in the foreign example. Under its authority as executive agent, DOMS can task DOD components and, after coordinating with CJCS, can also task combatant command-assigned forces.<sup>12</sup> Active duty forces sent to support a disaster will be under the command of the DCO. This system of providing military support for disaster relief has been perfected over the years, and by all accounts, works well, despite its deviation from joint doctrine.

DOMS also is responsible for providing military support for designated National Special Security Events (NSSE).

A NSSE is any event that may present a lucrative target for terrorists. Examples include State of the Union Addresses, the Olympic Games, and visits by high level dignitaries. At NSSE events, military assets are deployed close to the event venue for the duration of the event. Examples of military assets that might be deployed include explosive ordnance detection teams (with and without canines); technical escort unit (TEU) teams, who can detect, render safe, and transport chemical and biological devices; and the USMC's Chemical/Biological Immediate Response Force (C/BIRF), which is capable of decontaminating affected persons. It is the military's increasing involvement in NSSEs that alerted various DOD agencies to the potential need to establish new and separate doctrine (distinct from that for domestic disaster relief) for dealing with the consequences of a domestic WMD event.

Rising Presidential and Congressional interest in counterterrorism has generated increased military involvement in preparations for a WMD event. The Defense Against Weapons of Mass Destruction Act of 1996 (also called the Nunn-Lugar-Dominici Amendment) directed DOD to undertake two primary tasks. First, DOD must implement a WMD CM training program for Federal, State and local agency civilians. This Domestic Preparedness Program directs training for emergency response teams from the 120 most populous cities. DOMS is responsible for conducting this training. In addition, the Secretary of Defense was directed to develop and maintain at least one domestic terrorism rapid response team composed of members of the Armed Forces and DOD employees who are capable of aiding Federal, State, and local officials in the detection, neutralization, containment, dismantlement, and disposal of WMD containing chemical, biological, or related materials.<sup>13</sup> To meet this requirement, the US Army's Soldier Chemical Biological Command established the Chemical Biological Rapid Response Team (CBRRT), and the US Army's Forces Command established two Response Task Forces (RTFs). A RTF may be deployed under the control of US Joint Forces Command during a NSSE in preparation for a WMD event. A two-star general (from either First or Fifth Army) commands the RTF, and all deployed military assets are under the major general's command, rather than the DCO.

DOD has taken other initiatives. The National Guard is developing ten WMD Civil Support Teams (WMD-CSTs) "to assist State and local authorities in assessing the situation surrounding a WMD emergency; advise these authorities regarding appropriate actions; and facilitate requests for assistance to expedite the arrival of additional state and federal military assets."<sup>14</sup> In 1999, CINCUSJFCOM was directed to begin planning for a standing JTF called "JTF Civil Support," which would provide C2 of military support for CM following a domestic WMD event.

The rapid increase in military organizations that could assist in WMD CM has resulted in confusion regarding exactly how military support to CM for a WMD event would be executed. Many DOD organizations are



uncomfortable with retaining the current system in which DOMS is in charge. This is primarily because DOMS is essentially an Army organization that uses Army procedures with the authority to task non-Army units. This arrangement seems to contradict joint doctrine, and many would prefer the Joint Staff or US Joint Forces Command provide C2.

The lack of clear joint doctrine for CM needs to be corrected as soon as possible. "A terrorist attack involving weapons of mass destruction would have catastrophic effects on American society . . . the psychological impact would be enormous, shaking the Nation's trust and confidence in its government to its core."<sup>15</sup> The military may have a limited ability to influence the path of other agency plans for CM, but it has complete control of joint doctrine development. Joint doctrine on CM should be published soon to achieve maximum synergy should our services ever be needed.

## A SOLUTION

The first step is to clearly and unambiguously define CM as relief efforts following a WMD event (accident/incident). This definition would give CM a clear meaning distinct from ordinary disaster relief. This distinction is important because the initial efforts and forces required following a WMD event are clearly different from those required following a natural disaster. The next step is to develop and publish joint doctrine that clearly captures the distinct requirements for MSCA following a WMD event. The doctrine for CM in foreign countries should be easily completed, since it will be similar to the current doctrine for foreign disaster relief and there is a CJCSI addressing the issue.

However, military support for domestic CM is still evolving. In addition to long-standing units, such as TEU teams; the Army developed the CBRRT and RTFs, the USMC created the C/BIRF, the National Guard is developing WMD-CSTs, and US Joint Forces Command is standing up JTF Civil Support. Joint doctrine must address how these units should work together. JTF Civil Support has the potential to consolidate the various C2 organizations into a unified structure, thus lessening confusion. Joint doctrine can then delineate the C2 structure for all to understand.

In addition, many question whether the current system for providing military support following a natural disaster (using DOMS) would be appropriate following a WMD event. They argue that using the current system would not allow adequate oversight by the Secretary of Defense and the Chairman of the Joint Chiefs of Staff since neither reviews the orders currently published by DOMS. It would be better to return DOMS functions to the Joint Staff where crisis action planning is used. This would align military support procedures following a WMD release to standard joint practices.

Because of the various C2 issues and confusion surrounding MSCA following a domestic WMD event, it is imperative that joint doctrine be established and published as soon as possible. JTF Civil Support is the organization that should be tasked with its development.

## ENDNOTES

<sup>1</sup> Public Law 104-201, Defense Authorization Act for Fiscal Year 1997, "Defense Against Weapons of Mass Destruction Act of 1996," (23 September 1996): 1402-1405.

<sup>2</sup> Presidential Decision Directive 39, "US Policy on Counterterrorism," (21 June 1995): 3. (Unclassified version available online at <http://www/fas.org/irp/offdocs/pdd39.htm>).

<sup>3</sup> Ibid, 3.

<sup>4</sup> Ibid, 4.

<sup>5</sup> Ibid, 5-9.

<sup>6</sup> Seiple, Chris, "Consequence Management: Domestic Response to Weapons of Mass Destruction," *Parameters* (Autumn 1997): 3. (Available online at <http://carlisle-www.army.mil/usawc/parameters/97autumn/seiple.htm>).

<sup>7</sup> Chairman, Joint Chiefs of Staff Instruction (CJCSI) 3214.01, "Military Support to Foreign Consequence Management Operations," (30 June 1998): 3.

<sup>8</sup> Rinaldo, Richard, "Consequence Management: The Mother of all MOOTWs," *A Common Perspective* (April 1998): 11.

<sup>9</sup> JP 3-07.7, "Joint Tactics, Techniques, and Procedures for Domestic Support Operations" (Preliminary Coordination), (20 August 1997): 2.

<sup>10</sup> USCINCCOM FUNCPLAN 2500-96, "OCONUS Humanitarian Assistance/Disaster Relief," (30 April 1996): iii-vi

<sup>11</sup> Department of Defense Directive (DODD) 3025.1, "Military Support to Civil Authorities (MSCA)," (15 January 1993): 21

<sup>12</sup> Ibid, 12.

<sup>13</sup> Griffin, Travis. "Talking Paper—Nunn-Lugar-Domenici Amendment." Unpublished paper: 1

<sup>14</sup> General Accounting Office, "Combating Terrorism: Use of National Guard Response Teams is Unclear," AO/NSIAD-99-110 (May 1999): 1

<sup>15</sup> Cilluffo, Frank, Congressional Testimony on Weapons of Mass Destruction, Terrorism, and U.S. Preparedness. Statement given to the Subcommittee on National Security, International Affairs, and Criminal Justice of the US House Committee on Government Reform and Oversight (2 October 1998): 1



# DOMESTIC CONSEQUENCE MANAGEMENT DEVELOPMENTS

**By Mr. Dean Seitz, USJFCOM JWFC, Doctrine Support Group**

*"I believe the proliferation of weapons of mass destruction presents the greatest threat that the world has ever known. We are finding more and more countries who are acquiring technology - not only missile technology - and are developing chemical weapons and biological weapons capabilities to be used in theater and also on a long range basis. So I think that is perhaps the greatest threat that any of us will face in the coming years."*

**William Cohen  
Secretary of Defense  
January 1999**

The ability of the United States Government to prevent and manage the consequences of incidents involving weapons of mass destruction (WMD) is one of the most challenging priorities facing our nation today. WMD are a potent addition to the terrorist's arsenal. They provide an inexpensive means to carry out the true purpose of terrorism, which is to terrorize. The Chinese have an ancient saying, "kill one, frighten ten thousand." The world saw the truth of that concept during the Tokyo subway Sarin gas attack, when many victims seeking help at hospitals had no actual Sarin effects. The 1993 terrorist bombing of the World Trade Center in New York City, the 1995 bombing of the Murrah Federal Building in Oklahoma City, and the 1996 Centennial Park bombing in Atlanta demonstrated the tremendous effort necessary to respond to a terrorist incident in the United States. Currently, in the event of the use of WMD, few, if any, communities, including military installations and facilities, have the full array of response assets and expertise required to adequately deal with the effects of WMD or the necessary depth to sustain these response operations.

To help address the nation's lack of preparedness, the Defense Against Weapons of Mass Destruction Act of 1996 (in addition to other legislative acts) mandated the enhancement of domestic preparedness and response capabilities for terrorist attacks involving nuclear, radiological, biological, and chemical weapons. It required the Secretary of Defense, in coordination with the Federal

Emergency Management Agency (FEMA) and the Department of Energy, to establish a training program and provide advice to Federal, State, and local officials responsible for crisis and consequence management. As the Department of Defense (DOD) continues to refine its ability to respond to requests from lead Federal agencies to assist with the consequences of WMD, it became clear that a standing task force, capable of providing expert use of military assets was required. With the promulgation of Unified Command Plan 99, the US Atlantic Command became the US Joint Forces Command and was tasked with establishing a headquarters element titled Joint Task Force for Civil Support (JTF-CS) that is now operational (1 April 2000). This JTF is not intended to provide military assistance for all civil support requests such as disaster relief for hurricanes and forest fires. It is specifically responsible for planning and executing military assistance to civil authorities for consequence management of incidents relating to WMD within the United States, its territories, and possessions.

Consequence management responses occur under the primary authority and control of the affected State and local governments. When situations escalate beyond the capability of the State, the governor may request Federal assistance from the President. Figure 1 illustrates the request channels to obtain DOD support.

Consequence management is just beginning to find its way into joint doctrine. It is briefly mentioned in JP 5-00.2, "Joint Task Force Planning Guidance and Procedures," dated 13 January 1999 and in JP 3-33, "Joint Force Capabilities," dated 13 October 1999, and described in some more detail in several joint publications undergoing revision. However, there currently are no joint publications that provide any detailed joint doctrine or joint tactics, techniques, and procedures (JTTP) on the subject. Consequently, it was decided to develop a handbook that would provide consolidated, unclassified guidance concerning consequence management for the commander and staff of JTF-CS and other military organizations, such as the US Marine Corps Chemical Biological Incident Response Force and US Army Response Task Forces East and West.

This handbook is not intended to be an umbrella document for all agencies and organizations who would or could respond to a WMD incident. Its focus is for the commander and staff of a JTF tasked to support a lead Federal agency such as FEMA or the FBI in response to a WMD incident. Chapter I, "Introduction," provides the background of consequence management, the types of incidents, and the phases of a typical operation. Chapter II, "Roles and Responsibilities," discusses the roles and responsibilities of the major participants, both military and

## SUPPORT REQUEST CHANNELS



**Figure 1. Support Request Channels**

other agencies from the three levels of government. Chapter III, "Command and Control," describes the command relationships; both external to the military, since the DOD is in a supporting role, and internal to the military. Chapter IV, "Planning," deals with planning considerations. Chapter V, "Support Functions," covers support functions such as logistics, medical and health services, communications, legal matters, public affairs, funding, and religious ministry support that need to be taken into account. Chapter VI, "Training," explains both individual and unit training and lists some of the pertinent, available consequence management courses. There are several appendixes and one annex that provide a notional consequence management annex to an operation plan; a list of the 12 emergency support functions, as articulated in the Federal Response Plan; organizational capabilities of military, other DOD, and other Federal commands and agencies; and points of contact of Federal agencies and State emergency management offices.

A primary issue in writing this handbook is the command and control relationships. The Secretary of the Army is designated as the DOD executive agent for all emergency support in response to natural or man-made disasters with the Director of Military Operations as the action agent and DOD primary point of contact to all Federal departments and agencies during DOD's involvement. Additionally, FEMA and the FBI have become accustomed to working

with a Defense Coordinating Officer (DCO), who in the past has been the DOD representative appointed by the supported combatant commander to coordinate on scene activities with the Federal Coordinating Officer. As such, the DCO has been the focal point for all DOD response and the DOD on-scene interface with the lead Federal agency, not JTF-CS. Current policies and procedures do not include or mention this new headquarters element and other Federal agencies are not accustomed to working and coordinating with JTF-CS. These relationships, policy, and procedures will have to be worked out and exercised so that all involved agencies and personnel will become familiar with them.

The handbook is currently being staffed within DOD and other non-DOD agencies and departments. Since the issue of domestic consequence management is still evolving, the handbook is not expected to have all the answers in its initial drafts or even the first time it is published. Many of the issues, large and small, will have to be worked out as exercises are conducted with WMD scenarios. Hopefully, the handbook will provide an excellent foundation for JTF-CS and other agencies and departments to use and expand on as the US Government becomes more proficient in preventing and managing the consequences of WMD incidents.



# JOINT TERMINOLOGY REDUNDANCIES AND DISCONNECTS

By CDR Dan Tansey, USN, Armed Forces Staff College (AFSC)

This newsletter has discussed, on a number of occasions, the "joint terminology overload" we have created. While updating the 1997 version of AFSC Pub 1, "The Joint Staff Officer's Guide," creating our new online "Joint Officer's Lexicon," and reviewing the "key terms" portion of lesson plans for AFSC's Joint and Combined Staff Officer's School (JCSOS); I encountered a number of major, but fixable, terminology problems in two key areas: intelligence and planning. Here are some of my key findings.

## INTELLIGENCE TERMS

There are a large number of intelligence terms with very similar definitions. For example, the approved terms **area assessment, basic intelligence, collection requirement, combat intelligence, critical intelligence, current intelligence, essential elements of information, information requirements, intelligence requirement, military intelligence, priority intelligence requirements, situation assessment, and specific intelligence collection requirement** have definitions similar to each other and to that for commander's critical information requirements (CCIR). It is very difficult to explain to AFSC students the differences and nuances of these various terms and to find any value in having so many intelligence terms. What should we do about it?

The recent revision of JP 2-0, "Doctrine for Intelligence Support to Joint Operations," does a very good job of explaining the differences in, and hierarchy for, some of these related terms. Consequently, I recommend we change the definitions of CCIR, collection requirement, information requirements, and the new definitions for priority intelligence requirements and intelligence requirements as follows:

*"commander's critical information requirements. A comprehensive list of ~~information~~ requirements identified by the commander as being critical in facilitating timely information management and the decision making process that affect successful mission accomplishment. The two key ~~sub~~components are ~~critical~~ friendly force*

*information requirements and priority intelligence requirements. Also called CCIR. See also ~~critical information, information, friendly force~~ information requirements; ~~intelligence~~; priority intelligence requirements."*

*"collection requirement. An established ~~intelligence~~ collection need considered in the allocation of intelligence, surveillance, and ~~reconnaissance~~ resources to fulfill ~~the essential elements of information and other~~ priority and ~~other~~ intelligence requirements needs of a commander. See priority intelligence requirements; intelligence requirement; information requirements."*

*"information requirements. Those specific items of information regarding the enemy and his environment which need to that must be collected and processed in order to meet the satisfy an overarching intelligence requirements of a commander. See also priority intelligence requirements."*

*"intelligence requirement. 1. Any subject, general or specific, upon which there is a need for the collection of information, or the production of intelligence. 2. A requirement for intelligence to fill a gap in the command's knowledge or understanding of the battlespace or threat forces. See also ~~essential elements of information, priority intelligence requirements;~~ information requirement."*

*"priority intelligence requirements. Those intelligence requirements for which a commander has an anticipated and stated priority in his task f planning and decisionmaking. Also called PIR. See also commander's critical information requirements; ~~information~~ intelligence requirements; intelligence cycle."*

Additionally, we should delete the terms area assessment, basic intelligence, combat intelligence, critical intelligence, current intelligence, essential elements of information (note: the annexes to various plans would have to be retitled "priority intelligence requirements"), military intelligence, situation assessment, and specific intelligence collection requirement. All of these terms are essentially redundant. This reduces 14 terms down to five, and you are left with a hierarchy of CCIR, PIR, intelligence requirement, and then information requirements.

Since it is a component of CCIR, I recommend adopting the Army and Marine Corps approved definition of "friendly force information requirements" as follows:

***"friendly force information requirements.*** *Information the commander and staff need about the forces available for the operation. This includes personnel, maintenance, supply, ammunition, and petroleum, oils, and lubricants (POL) status, and experience and leadership capabilities. Also called FFIR. See also commander's critical information requirements."*

There are two other areas of intelligence terminology where redundancies stick out. First, the terms "collection plan" and "intelligence collection plan" are nearly identical. Recommend deleting the later and changing the former to:

***"collection plan.*** *A plan for collecting information from all available sources to meet priority intelligence requirements and for transforming those requirements into orders and requests to appropriate agencies. See also information; information priority intelligence requirements; intelligence cycle."*

The second area concerns the terms "essential elements of friendly information" and "critical information," which have very similar definitions. Recommend deleting the former and keeping the later.

If the above recommendations are accepted, then the definition for "collection management" must be changed to:

***"collection management.*** *The process of converting priority intelligence requirements into collection requirements, establishing priorities, tasking or coordinating with appropriate collection sources or agencies, monitoring results and retasking, as required. See also collection; collection agency; collection requirement; collection requirements management; priority intelligence requirements."*

## PLANNING TERMS

I identified 27 pages of planning terms used in joint documents as either having a definition that is different from the approved one or no approved definition. There are a number of proposals to add or change planning term definitions in JP 1-02, "DOD Dictionary of Military and Associated Terms," in most cases to conform to a definition in a Chairman of the Joint Chiefs of Staff directive.

For all planning terms, JP 1-02 and CJCSM 3122.03A, "Joint Operation Planning and Execution System, Volume II, Planning Formats and Guidance" (JOPES), are consistent. However, there are substantive and administrative differences between JP 1-02/JOPES and other joint sources for a number of terms. For example, terms defining various "forces" have different definitions in JP 1-02, the Joint Strategic Capabilities Plan (JSCP), and the Joint Strategy Review (JSR) instructions. I recommend using the JSCP definitions of "forces," "in place forces," "augmentation forces," and "reinforcement" with some modification as follows:

***"forces.*** *Service-designated units or equipment used for deliberate planning."*

***"in-place forces.*** *Active duty peacetime presence forces in a ~~CINCPAC~~combatant commander's ~~AOR~~area of responsibility. For deliberate planning, these forces are projected to remain within a ~~CINCPAC~~combatant commander's command for OPLAN and/or CONPLAN execution during a regional contingency in the assigned ~~CINCPAC~~combatant commander's area of responsibility. During execution, the ~~NCA~~National Command Authorities may direct these forces to another theater."*

***"augmentation forces.*** *Forces to be transferred from a supporting commander to the combatant command (command authority) or operational control of a supported commander during the execution of an operation order approved by the National Command Authorities."*

***"reinforcement.*** *Reserve forces called to active duty and provided to a ~~CINCPAC~~combatant commander to support plan execution."*

The JSCP has definitions for "F-day" ("For deliberate planning, day on which FDO or FDO/FE force deployment begins") and "I-day" ("The day on which the Intelligence Community determines that within a potential crisis situation, a development occurs that may signal a heightened threat to US interests . . .") that should be included in JP 1-02 under "times." Further, JP 1-02 has a separate definition for "K-day" ("The basic date for the introduction of a convoy system on any particular convoy lane"), which should be added to the definition of "times." There are other administrative differences in the two definitions of "times" which should also be cleared up.

*(Continued on next page)*

Some key planning terms like "adaptive planning guidance," "adaptive planning," "theater engagement," and "theater engagement plan" are found in other guidance but not in JP 1-02. Recommend adopting the JSCP definition of "theater engagement" and the JP 1-02 recommended addition of "theater engagement plan" with modifications as shown below.

*"theater engagement. All military activities involving other nations intended to shape the security environment in peacetime within a geographic theater as described in the Unified Command Plan."*

*"theater engagement plan. Deliberate engagement plans for all military activities involving other nations intended to shape the security environment in peacetime. A theater engagement plan is comprised of the CINC's combatant commander's theater engagement concept and associated engagement activity annexes. Also called TEP."*

## GUIDANCE ON JOINT TERMINOLOGY

JP 1-01, "Joint Doctrine Development System," states, "Terms and definitions used in the development of joint doctrine and JTTP will be in accordance with JP 1-02, "Department of Defense Dictionary of Military and Associated Terms," to the greatest extent possible." Further, JP 1-02 states, "These military and associated terms, together with their definitions, constitute approved DOD terminology for general use by all components of the Department of Defense. The Secretary of Defense, by DOD Directive 5025.12, 23 August 1989, "Standardization of Military and Associated Terminology," has directed the use of Joint Pub 1-02 throughout the Department of Defense to ensure standardization of military and associated terminology. Other dictionaries or glossaries for DOD use will be published ONLY AFTER . . . approval by the Director for Operational Plans and Interoperability (J-7), Joint Staff." Furthermore, CJCS Instruction 5705.01, "Standardization of Military and Associated Terminology," states, "Definitions in Joint Staff and OSD directives, instructions, etc., will not be considered for inclusion in JP 1-02 unless specifically designated."

Standardized joint terminology is a cornerstone to joint planning and operations, and paramount to AFSC curriculum. The joint doctrine development community must try to tidy up these redundancies and disconnects in the quickest way possible, so our planners and warfighters are not burdened with definition conflicts.



## USJFCOM JWFC JOINT PUBLICATIONS DISTRIBUTION

USJFCOM JWFC maintains a small inventory of approximately 28,000 copies of 56 different color JPs plus approximately 500 black and white copies of 14 older approved JPs. The purpose of the dial-a-pub inventory and the inventories maintained by the Services is to be able to field printed JPs on short notice to those commands who require and request them. It took nearly three years to place these 56 color publications in our inventory and will take another two years to fill in some of the vacant shelf space with new and/or revised color JPs.

To keep the inventory "not too big" and "not too small," USJFCOM JWFC works closely with J-7/JVDD, Joint Staff, to track the approval process and make orderly distribution. The printed copies will always lag the electronic versions, which now can be found in three locations: (1) the Joint Electronic Library (JEL) on CD-ROM, (2) the JEL on the World Wide Web at <http://www.dtic.mil/doctrine>, and (3) the JEL on SIPRNET at [nmcc20a.nmcc.smil.mil/users/dj9j7ead/doctrine/index.html](mailto:nmcc20a.nmcc.smil.mil/users/dj9j7ead/doctrine/index.html). The JEL on CD-ROM comes out approximately twice a year and contains all approved JPs as well as training modules and selected papers and Service publications.

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

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

**Requester's name, rank, Service  
phone numbers (DSN, Comm, FAX),  
e-mail address,  
US post office mailing address,  
publication number(s) and quantities**



**Col Brodel, Chief, Doctrine Division from the US Joint Forces Command (USJFCOM) Joint Warfighting Center (JWFC) and COL Rob Smith, Chief, Joint Doctrine Division (JDD), J-7, Joint Staff (JS) welcomed the attendees;** which included representatives from each of the Services, combatant commands, and the Joint Staff directorates. COL Smith stated that the endstate for this JDWP has two parts. First, we must understand the status of the various joint publications and where they are going. Second, we must strengthen our ties with each other and work closely to produce useful results.

**MG Wallace, Commander, USJFCOM JWFC, provided opening remarks.** He emphasized that we need to make sure the joint doctrine that is most needed gets to the warfighter as quickly as possible. He noted that ADM Gehman considers doctrine a priority and USJFCOM is working to identify and prioritize those languishing publications that have been in development for a long time to see how we can push them forward.

## JOINT DOCTRINE UPDATE

**Lt Col Dave Snodgrass from J-7/JDD JS provided a joint doctrine update.** He briefly reviewed and illustrated the status of all 111 joint publications (63 approved, 23 under development, 25 under revision) and specifically addressed the following:

- JP 1-01, "Joint Doctrine Development System" (Final Coordination (FC)), is being delayed due to the transfer of below-the-line responsibilities in accordance with the 1999 Unified Command Plan.
- JP 1-02, "DOD Dictionary of Military and Associated Terms," is undergoing a cover-to-cover review for outdated terminology.
- JPs 3-01.5, "Doctrine for Joint Theater Missile Defense," and 3-01.6, "Joint Air Defense Operations," will be converted to the offensive counterair and defensive counterair, respectively.

- JPs 3-07.6, "JTTP for Foreign Humanitarian Assistance," and 3-07.7, "JTTP for Domestic Support Operations," are on hold due to resolution of consequence management issues.
- JP 3-49, "National Search and Rescue Manual," (revision of JPs 3-50 and 3-50.1) is in work and the JP 3-50 series changes will follow once that publication is approved.
- JP 3-54, "Joint Doctrine for Operations Security," undergoing an early revision, is on hold pending release of a DOD Directive on Internet site management.
- The PD for JP 3-57.1, "Joint Doctrine for Civil Affairs," is on hold awaiting the release of the preliminary coordination (PC) version of JP 3-57, "Doctrine for Joint Civil-Military Operations (CMO)."

Lt Col Snodgrass then focused attention to high interest publications and those with major issues as follows:

- The revision of JP 1, "Joint Warfare of the Armed Forces of the United States," has an expanded scope and is on an accelerated timeline toward approval in September 2000.
- The revision of JP 0-2, "Unified Action Armed Forces (UNAAF)," will include more command and control (C2) guidance.
- A worldwide review of JP 3-0, "Doctrine for Joint Operations" (Revision First Draft), produced 43 critical and 189 major comments.
- The revision of JP 3-02, "Joint Doctrine for Amphibious Operations," has been awaiting clarification of the naval position on command relationships since September 1997.
- The 1st draft of JP 3-14, "JTTP for Space Operations," received 140 critical comments. LCol MacLeod from USSPACECOM explained that a mini working group had resolved all 140 of the critical comments and the nonconcur was removed.
- The J-5 JS is resolving several critical comments on JP 3-16, "Joint Doctrine for Multinational Operations" (Second FC).
- JP 3-18, "Joint Doctrine for Forcible Entry Operations," has been in development for six years and is awaiting the resolution of JP 3-02 issues.
- JP 3-60, "Doctrine for Joint Targeting" (Second Draft) unresolved critical issues are causing a delay of JP 2-01.1, "JTTP for Intelligence Support to Targeting."
- JP 5-00.1, "JTTP for Campaign Planning" (PC), was returned to the LA for a rewrite and is expected to be returned by January 2000.

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Lt Col Snodgrass outlined the "way ahead" as including virtual doctrine libraries; distributed, interactive training; online instruction; and game-based instruction. The Joint Doctrine Electronic Information System (JDEIS), a linked database of doctrine, is projected to be fully operational in 2003. Lt Col Snodgrass noted that seven of 32 planned modules for Doctrine Networked Education and Training (DOCNET) (online doctrine instruction) are on the Internet. The Armed Forces Staff College will incorporate DOCNET in their curriculum starting in January 2000 and others are expressing interest. He noted the joint doctrine interactive simulation (wargame) will be available during December 1999 for distribution and feedback from the field—14 scenarios have been developed. He added that the joint doctrine operations laboratory (JDOL); a multi-player, Internet simulation tool, is approved for development and expected to be fully operational in 2005.

## DECISION BRIEFS

**LTC Rick Steinke, USJFCOM JWFC, provided a joint publication assessment update.** He reminded everyone that assessments begin upon publication approval and are continuous despite periodic requests for feedback. He noted JPs 1-05, "Religious Ministry Support for Joint Operations;" 3-54, "Joint Doctrine for Operations Security;" 3-61, "Doctrine for Public Affairs in Joint Operations;" and 4-01, "Joint Doctrine for the Defense Transportation System" were recommended for early revisions. An attendee expressed concern that assessment reports are not available for review online. Col Brodel stated he would entertain making the reports available to the joint doctrine development community, pending approval by J-7 JS. Col Hinger expressed concern that a number of early revisions will swamp the system. Col Brodel suggested some prioritization needs to be done, such as looking at normal revisions critically with a view towards alleviating the backlog of early revisions.

**Lt Col Chuck Sutherland from the Air Force Doctrine Center (AFDC) provided a decision brief on a proposal to develop joint doctrine on strategic attack.** He explained that joint publications provide basic guidance for interdiction, countering air and missile threats, amphibious operations, and close air support, but none for nonnuclear strategic attack. Lt Col Sutherland urged the members to make development a priority with the USAF as the LA. COL Vavra from USSOCOM stated that the proposal failed to adequately address the strategic application of special operations forces. Col Hinger explained that this proposal is not intended to be air-centric. **CDR Dave Bentz of the USJFCOM JWFC provided the front-end analysis (FEA).** He noted that there is no approved joint definition of strategic attack; JP 3-0 states that the JFACC may be the supported commander for strategic attack; and other JPs briefly treat it as if it were a separate force application. CDR Bentz discussed options other than developing a new publication, but concluded that **the FEA supports the proposal and recommended approval.** After some discussion on the assignment of a LA and technical review authority, **the JDWP voted 12-2 (USMC and USA opposed) to develop joint doctrine on strategic attack operations.**

**LT Steve Eisenhauer, Chief, Satellite Communications Branch, J6, USJFCOM provided a decision brief on a proposal to develop a CJCS manual (CJCSM) on the "Global Broadcast Service (GBS)."** He explained that joint procedural guidance does not exist for GBS use and management, information dissemination management, and terminology. He outlined a proposed CJCSM, which included fundamentals, command relationships, planning, operations, and the charter for a GBS Operational Working Group. Col Hinger asked why a joint publication was not proposed. LT Eisenhauer explained that once the guidance on information management matures, a joint publication could be proposed. **Lt Col Nathan Toth of the USJFCOM JWFC provided a FEA** that concluded GBS is a unique system that needs procedural guidance, and recommended J-6 JS and USJFCOM collaborate in development of a CJCSM and that appropriate guidance on GBS be included in JP 6-0 series publications. **The JDWP voted unanimously not to develop JTTP on GBS, and voted unanimously to develop a CJCSM and include GBS in JP 6-0 series publications during their revisions.**

**COL Moakler of the US Army provided a decision brief on a proposal to reverse an October 1995 JDWP decision to convert JPs 3-12.2, "Nuclear Weapons Employment and Effects Data" (SECRET), and 3-12.3, "Nuclear Weapons Employment and Effects Data (Notional)" (UNCLASSIFIED), into CJCSMs.** He noted that JP 3-12.2 contains no policy statements, and the majority of the text is doctrine and procedures to employ US nuclear weapons with tables detailing the effects of the employment. JP 3-12.3 is the unclassified, notional data version. Since there is a need to begin revision now, he recommended the JDWP reverse their previous decision and retain the USA as LA and the J-5 JS as the JSDS. **LTC Rick Steinke of the USJFCOM JWFC provided the FEA,** which concluded JPs 3-12.2 and 3-12.3 contain needed JTTP involving the employment of forces and recommended that both be retained. **The JDWP voted unanimously to retain JPs 3-12.2 and 3-12.3 in the joint doctrine hierarchy.**

**Maj Marty DeVorss of the AFDC provided a decision brief on the development of JTTP on "Time-sensitive Targeting in Joint Operations."** He explained that both JP 3-60 working groups concluded JTTP for time-sensitive targeting should be in a separate publication to alleviate contentious issues that have impeded JP 3-60's timely development; and to allow a focused, expanded effort to develop JTTP for time-sensitive targeting. He provided a proposed scope for the new publication that included a description of the JFACC's C2 process against time-sensitive targets (TSTs); JTTP for selecting, coordinating, deconflicting, synchronizing, and integrating the attack of TSTs by components of the joint force; JTTP for attacks on TSTs; and a basic description and method of employment of selected C4 and intelligence, surveillance, and reconnaissance systems used in targeting TSTs. He urged the JDWP members to place priority on development of the JTTP and assign the USAF as the LA. **LTC Rick Steinke of the USJFCOM JWFC provided the FEA;** which concluded that creating another joint

*(Continued on page 32)*



# JOINT PUBLICATION STATUS

**SCHEDULED FOR  
APPROVAL OVER THE NEXT  
6 MONTHS**

PUB#	TITLE	PUB#	TITLE
1 Rev1	Joint Warfare of the Armed Forces of the United States	3-16	Joint Doctrine for Multinational Operations
1-01, Rev2	Joint Doctrine Development System	3-34	Engineer Doctrine for Joint Operations
1-02	DOD Dictionary of Military and Associated Terms	3-51 Rev1	Joint Doctrine for Electronic Warfare
2-01.3	JTTP for Joint Intelligence Preparation of the Battlespace	3-57	Joint Doctrine for Civil-Military Operations
2-01.1	JTTP for Intelligence Support to Targeting	4-0 Rev1	Doctrine for Logistic Support of Joint Operations
3-07.6	JTTP for Foreign Humanitarian Assistance	4-01.4	JTTP for Joint Theater Distribution
3-07.7	JTTP for Domestic Support Operations	4-01.8	JTTP for Reception, Staging, Onward Movement, and Integration
3-11 Rev1**	Joint Doctrine for Operating in a Nuclear, Biological, and Chemical Environment	—	Joint Doctrine Capstone and Keystone Primer

## IN REVISION OVER THE NEXT 6 MONTHS

PUB#	TITLE
0-2 Rev2	Unified Action Armed Forces (UNAAF)
1-05 Rev1**	Religious Ministry Support for Joint Operations
2-01.2 Rev1	Joint Doctrine and TTP for Counterintelligence Support to Operations
3-0 Rev1	Doctrine for Joint Operations
3-02 Rev1	Joint Doctrine for Amphibious Operations
3-13.1 Rev1**	Joint Doctrine for Command and Control Warfare (C2W)
3-17 Rev1**	Joint Doctrine and JTTP for Air Mobility Operations
3-49 Rev1	National Search and Rescue Manual
3-55 Rev1	Doctrine for Reconnaissance, Surveillance, and Target Acquisition (RSTA) Support for Joint Operations
3-55.1 Rev1	JTTP for Unmanned Aerial Vehicles
3-57 Rev1**	Doctrine for Joint Civil-Military Operations (CMO)
4-01 Rev1**	Joint Doctrine for the Defense Transportation System
4-01.3 Rev1**	JTTP for Movement Control
4-01.5 Rev1	JTTP for Terminal Operations
4-02 Rev1**	Doctrine for Health Service Support in Joint Operations
4-04 Rev1**	Joint Doctrine for Civil Engineering Support

## APPROVED SINCE OCTOBER 1, 1999

PUB#	TITLE
1-06	JTTP for Financial Management During Joint Operations
2-0 Rev1	Joint Doctrine for Intelligence Support to Joint Operations
3-01	Joint Doctrine for Countering Air and Missile Threats
3-33	Joint Force Capabilities

## UNDER ASSESSMENT

PUB#	TITLE
3-05	Doctrine for Joint Special Operations
3-10.1*	JTTP for Base Defense
3-12*	Doctrine for Joint Nuclear Operations
3-12.1*	Doctrine for Joint Theater Nuclear Operations
3-12.2	Nuclear Weapons Employment and Effects Data
3-12.3	Nuclear Weapons Employment and Effects Data (Notional)
3-52*	Doctrine for Joint Airspace Control in the Combat Zone
4-03*	Joint Bulk Petroleum Doctrine
4-05*	Joint Doctrine for Mobilization Planning
6-0*	Doctrine for Command, Control, Communications, and Computer (C4) Systems Support to Joint Operations

## WITHIN 12 MONTH ASSESSMENT WINDOW

PUB#	TITLE	PUB#	TITLE
1-0	Doctrine for Personnel Support to Joint Operations	3-50.2*	Doctrine for Joint Combat Search and Rescue
2-02	National Intelligence Support to Joint Operations	3-53*	Doctrine for Joint Psychological Operations
2-03	JTTP for Geospatial Information and Services Support to Joint Operations	3-59	Joint Tactics, Techniques, and Procedures for Meteorological and Oceanographic Operations
3-07.1	JTTP for Foreign Internal Defense (FID)	4-01.6	JTTP for Joint Logistics Over-the-Shore (JLOTS)
3-07.3	JTTP for Peace Operations	4-05.1	JTTP for Manpower Mobilization and Demobilization Operations: Reserve Component (RC) Callup
3-09.1 Rev1	JTTP for Laser Target Designation Operations	4-06	JTTP for Mortuary Affairs in Joint Operations
3-09.3*	JTTP for Close Air Support (CAS)	5-00.2	Joint Task Force Planning Guidance and Procedures
3-13	Joint Doctrine for Information Operations	6-02*	Joint Doctrine for Employment of Operational/Tactical Command, Control, Communications, and Computer Systems
3-15	Joint Doctrine for Barriers, Obstacles, and Mine Warfare		
3-35	Joint Deployment and Redeployment Operations		

\* Denotes final assessment, all others are interim assessments

\*\* Denotes earlier than normal revision

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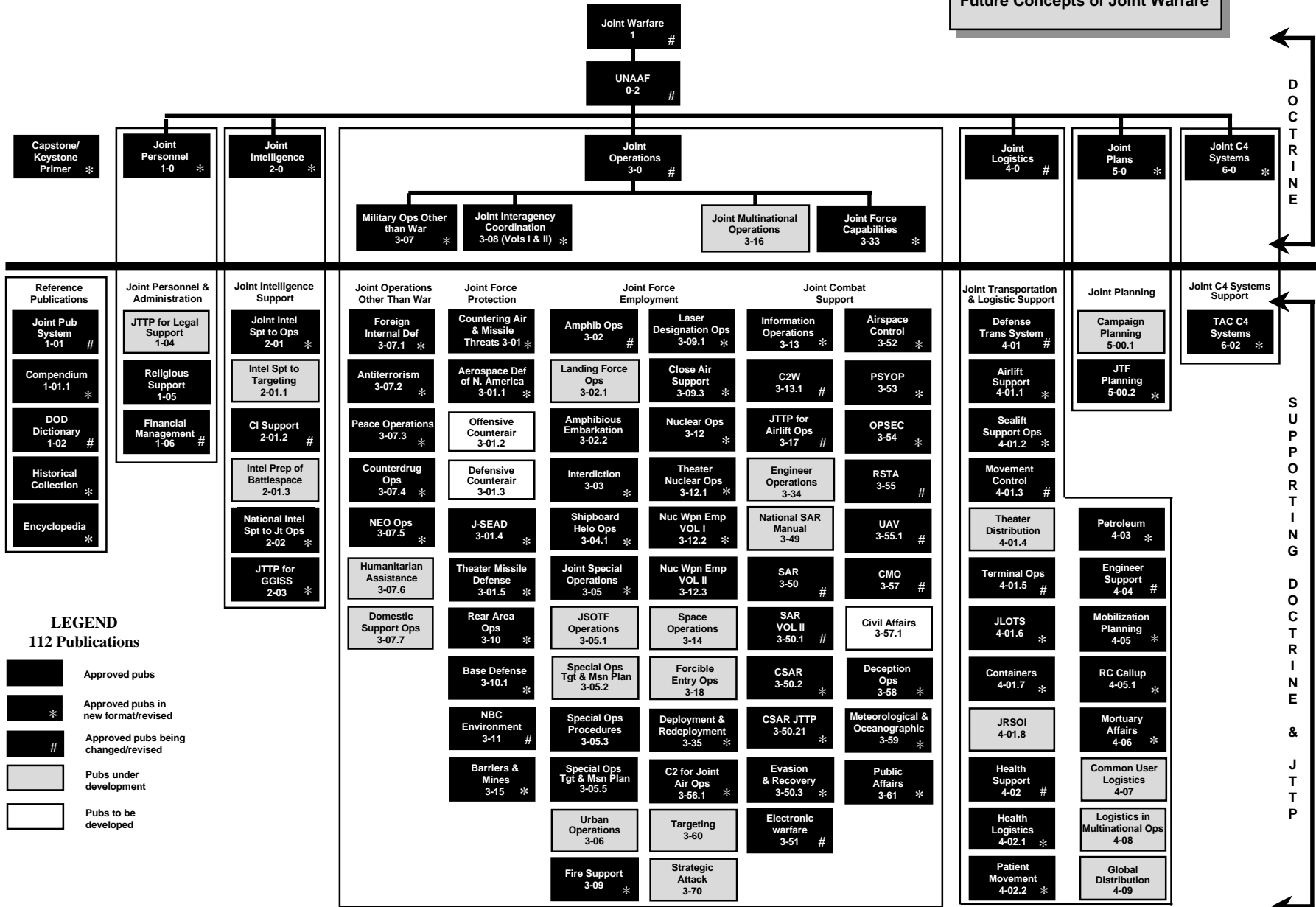
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# JOINT DOCTRINE HIERARCHY

"As of 31 March 2000"

## Future Concepts of Joint Warfare



# DOCTRINE ORGANIZATION UPDATES

## JOINT STAFF, J-7, JOINT VISION AND DOCTRINE DIVISION (JVDD)

*By CAPT Bruce Russell, USN, Division Chief*

### JOINT DOCTRINE BRANCH NEWS

**Personnel Turnover.** Our newest member is COL Jack Jones, a member of the New Mexico Army National Guard, who has experience in air defense artillery, counterdrug joint task forces, and USJFCOM joint training and analysis. His last tour was as the Garrison Commander, USSOUTHCOM. He is working on numerous joint publications as well as reserve affairs.

**Publications of Interest.** Significant progress has been made on the following:

- JP 0-2, "Unified Action Armed Forces (UNAAF)" (Revision First Draft (FD)) will be released in April 2000.
- JP 1, "Joint Warfare and the Armed Forces of the United States" (Second Draft (SD)), will be released in April 2000.
- JP 1-06, "JTTP for Financial Management during Joint Operations," was approved 22 December 1999.
- JP 2-0, "Doctrine for Intelligence Support to Joint Operations," was approved 9 March 2000.
- JP 3-0, "Doctrine for Joint Operations" (Preliminary Coordination) will be released in June 2000.
- JP 3-01, "Joint Doctrine for Countering Air and Missile Threats," was approved 19 October 1999.
- JP 3-33, "Joint Force Capabilities," was approved 13 October 1999.

**JP Printing Status.** In addition to JP 2-0, there are three other publications (JPs 3-16, "Joint Doctrine for Multinational Operations;" 3-51, "Electronic Warfare in Joint Military Operations;" and 4-0, "Doctrine for Logistic Support of Joint Operations") that should be approved by the end of April 2000 and in the printing queue shortly. The following publications are in final coordination (FC) and will be next in the print queue:

- JP 1-01, "Joint Doctrine Development System" (FC).
- JP 2-01.3, "JTTP for Joint Intelligence Preparation of the Battlespace" (FC).
- JP 4-01.8, "JTTP for Joint Reception, Staging, Onward Movement, and Integration" (FC).
- JP 3-07.7, "JTTP for Domestic Support Operations" (FC).
- JP 3-11, "Joint Doctrine for Operations in Nuclear, Biological, and Chemical (NBC) Environments" (FC).
- JP 3-34, "Engineer Doctrine for Joint Operations" (FC).
- JP 3-55.1, "JTTP for Unmanned Aerial Vehicles" (FC).
- JP 4-01.4, "JTTP for Theater Distribution in Joint Operations" (FC).

**New Joint Doctrine Developmental Policy.** In a 14 December 1999 message, the Director, Joint Staff (JS), issued a new joint doctrine developmental policy in an effort to solve contentious issues early in a publication's development. The policy requires a planner level meeting with Service, combatant command, and JS Directorate representation to resolve the contentious issues if a publication misses any of its FD, SD, PC, and FC milestone dates by 30 days. If the contentious issues are resolved, publication milestones are reset and development continues. If the contentious issues are not resolved at the planner level; the lead agent (LA) or Joint Staff doctrine sponsor (JSDS), as appropriate, will brief the issues at a DepOpsDeps Tank meeting 60 days past the publication's milestone. If the contentious issues are resolved, the milestones are reset and development continues. If the contentious issues are not resolved at the DepOpsDeps level; the LA or JSDS, as appropriate, will brief the issues at an OpsDeps Tank meeting 90 days past the publication milestone. If the OpsDeps resolve the contentious issues, then the milestones are reset and development continues. If the contentious issues are not resolved at the OpsDeps level; the LA or JSDS, as appropriate, will brief the issues at a Joint Chiefs of Staff Tank meeting 120 days past the publication milestone date for final resolution.

For publications delayed due to other than contentious issues; the LA or JSDS, as appropriate, will provide a flag officer memorandum to the Director, J-7 (DJ7) JS with reasons for the delay and proposed updated milestones. If DJ7 determines contentious issues are involved in the delay, then the issues will be handled as described in the above paragraph. If contentious issues are not involved, then the milestones will be reset and publication development continues.

*(Continued on next page)*

The policy goes into effect on 1 June 2000. In preparation for the policy, all milestone dates of all publications in development/revision have been coordinated with the LAs or JSDSs, as appropriate. The milestones and the policy were briefed at DepOpsDepts and OpsDepts Tank meetings in March 2000, and will be briefed at the April 2000 joint doctrine working party.

**Electronic Distribution.** Doctrine information is disseminated via e-mail on the Internet and SECRET Internet Protocol Router Network (SIPRNET), in addition to AUTODIN message traffic. Recent updates to this process include the following:

CDR deGozzaldi maintains the "JVDD Distribution" e-mail container for the Internet and SIPRNET. Please coordinate changes to distribution through her at DSN 227-1046, Comm (703) 697-1046, or e-mail: *degozds@js.pentagon.mil*.

Draft Publications and Doctrine Networked Education and Training (DOCNET) are password controlled. Contact your Service or combatant command joint doctrine representative to obtain passwords.

All active CJCSI/CJCSMs have been converted to electronic format. When revised, they will be posted in the JEL.

**Joint Doctrine Initiatives.** The emerging capability to distribute information on the Internet heralds a new era of opportunity in the military. The Internet-based distance learning course methodology employed by the Joint Staff to enhance doctrine awareness promises an equivalent quality of alternative education to every member of the US military. Information formerly available only to those able to participate in resident education now will be available to all participants. The objective is to provide doctrine practitioners and students from Active or Reserve Components with a knowledge baseline for joint doctrine at the same high quality of instruction, regardless of how they complete the course. The result will be a quantum leap in the overall quality and effectiveness of the entire force. The critical elements (a world-class JEL, the Joint Doctrine Electronic Information System (JDEIS); Internet-based interactive courseware, DOCNET, and the Joint Force Employment Interactive CD ROM—Wargame) are already under development. All of these initiatives are fully funded.

- The JEL is available through the Internet, SIPRNET, and on CD-ROM. The JEL contains over 10,000 digital files; including all joint doctrine publications, CJCS directives, key Service publications, and a host of other reference documents. The JEL Internet site is among the most popular in DOD, with over six million visitors per year.

- **JDEIS** is envisioned as an organized multimedia interactive information system containing a database of doctrine, which is linked electronically to the Universal Joint Task List, selected CJCS directives, lessons learned, historical collections, future concepts, the DOD dictionary, and other related doctrinal materials and references. It will also include a sizable amount of complementary research, audio, video, and other multimedia material. JDEIS will be rapidly accessible through the Internet and other selected Defense information networks.
- **DOCNET** is designed to enhance the joint doctrine learning experience through online modules providing doctrine-based information in an interactive and multimedia environment. DOCNET modules are accessible worldwide from a password-protected section of the joint doctrine Internet site. They include interactive animation, case studies, video supplements, examinations, and provide for conferencing with fellow students and/or conference moderators. Nine modules are currently available (two in beta testing). Twenty-three additional modules are planned and will be added as they are developed. All modules will be complete by FY 01.
- The Joint Staff actively supports **advanced distributed learning (ADL)** initiative research efforts to develop course content that is Internet-based, interoperable, and employs the latest developments in cognitive science. The Air Force Research Laboratory (AFRL), in partnership with JVDD, is developing a new intelligent computer-managed course of instruction titled Crisis Action Planning Tutored On-line Resource (CAPTOR) for use by the Joint Staff as part of the DOCNET program. It will serve as a prototype test-bed that meets joint warfighting requirements. CAPTOR will incorporate tutored learning and intelligent computer-assisted instruction. These teaching methodologies are designed to enhance learning and reduce instruction time over traditional methods of classroom instruction. Instruction will include interactive animation, asynchronous and synchronous conferencing, student-to-student interface, student-to-instructor interface, laboratories, and practical exercises.
- **Joint Force Employment Interactive CD-ROM—Wargame.** The Joint Staff initiative, "Opposing Force Practical Application," under development, leverages leading-edge technologies employed by the video gaming industry. The intelligent, interactive CD ROM-based practical application will enable users to test their knowledge of joint doctrine and actually conduct a "virtual" joint operation employing doctrinal principles learned

from DOCNET. It incorporates a number of different basic scenarios that span the entire range of joint military operations. At the conclusion of each scenario, users are provided with extensive feedback information to culminate the learning experience. The practical application includes the capability to modify force parameters so that an unlimited number of operational conditions can be created. The Wargame is scheduled for distribution in April 2000.

**Allied Joint Doctrine.** Two allied joint doctrine publications are now ratified: AJP-01(A), "Allied Joint Doctrine," and AJP-4, "Logistics." Other publications making headway are AJP-01(A), "Allied Joint Doctrine" (revision); AJP-3, "Allied Joint Operations;" AJP-3.3, "Joint Air and Space Operations Doctrine;" AJP-3.4, "Military Operations Other Than War;" and AJP-3.4.1, "Peace Support Operations." In March 2000, the United States submitted its FY 00 ratification intent for AJP-01(A). Work will now commence on the FY 01 publication review (a yearly requirement). AJP-3 is in its third study draft review, AJP-3.3 is in the ratification process, AJP-3.4 is being prepared for second study draft coordination, and AJP-3.4.1 has completed the third study draft review. The March 2000 joint work group prepared AJP-3.4.1 for potential ratification.

To support interoperability and doctrine issues, a JVDD representative attended the following multinational talks during March 2000:

- Canada-US Military Cooperation Committee
- US -French Combined Operations and Space Support Interoperability
- Multinational Interoperability Council

## JOINT VISION BRANCH NEWS

**Organizational Changes.** Col John Sevoid, USMCR, from Naperville, IL, reported on 1 December 1999. Upon completion of his 179 days Active Duty Special Work tour, he will return to his drill unit as a liaison officer for 1st Marine Expeditionary Force Augmentation Command Element, Camp Pendelton, CA. CAPT John Warnecke, USN, will leave in April 2000 to command Naval Station Roosevelt Roads, Puerto Rico. He wrote and won approval for the original Joint Vision Implementation Master Plan, and his tenure was marked by great progress in implementing the plan. His tentative relief is CAPT Jeff Dickman, USN, reporting from the National War College in June 2000.

**Joint Vision Integration Cell (JVIC)** progress moved into high gear. By reprogramming J-7 JS funds, we were able to provide seed money to move into the prototype

development stage. The Army's Information Systems Engineering Command is serving as the executive agent. Lt Col Mike David is guiding the effort to complete research and planning to automate JVIC and provide databases and displays. It will provide the Chairman of the Joint Chiefs of Staff and senior department leadership with a decision support capability for JV 2010 implementation. Target for prototype standup is September 2000.

**Doctrine, Organization, Training, Materiel, Leadership & Education, Personnel, and Facilities (DOTMLPF).** As directed by the FY 01-05 Defense Planning Guidance, we contracted a study centered on the need to integrate and co-evolve the seven critical considerations of military capability—DOTMLPF. The contractor-conducted study collected relevant information on the current system, provided a holistic view of the current process, and described barriers to change. Additionally, the study described the data set and processes necessary for co-evolution to work by conducting a top-level analysis concentrating on natural, logical relationships among data sets and processes. Finally, the study recommended practical means to construct an operational architecture that will yield the co-evolution envisioned in the Joint Vision. The contractor recently conducted its final outbrief to the J-7 JS. The outcome will result in modifications to CJCSI 3010.01, "Chairman's Joint Vision 2010 Implementation Policy" (10 October 1996), and CJCSI 3010.02, "Joint Vision Implementation Master Plan" (9 December 1998). These policies have been modified and are currently being staffed with members of the Integrated Process Team. Estimated completion is June 2000.

**Questions or Comments?** Please e-mail us at [JV2010@js.pentagon.mil](mailto:JV2010@js.pentagon.mil).

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

*By COL Bristol Williams, USA, Director*

**Army and Joint Doctrine Synchronization.** The Army is making a concerted effort to synchronize the update of select Army publications with the revision of key joint publications; such as JP 1, "Joint Warfare of the Armed Forces of the United States," JP 3-0, "Doctrine for Joint Operations," and JP 4-0, "Doctrine for Logistic Support of Joint Operations." The key Army publications being revised through this deliberate doctrine synchronization process include FM 1 (formerly FM 100-1), "The Army," FM 3-0 (formerly FM 100-5), "Operations,"  
*(Continued on next page)*

FM 3-50 (formerly FM 100-7), "Decisive Force: the Army in Theater Operations;" FM 4-0 (formerly FM 100-10), "Combat Service Support;" FM 3-07 (formerly FM 100-20), "Stability and Support Operations;" and FM 3-40 (formerly FM 100-40), "Tactics." All developmental actions for these key publications (program directives, concept papers, outlines, author's drafts, and formal drafts) have been or will be coordinated closely with each of the writing teams/authors. Additionally, TRADOC Deputy Chief of Staff for Doctrine (DCSDOC) lead doctrine synchronization meetings have been, and will continue to be, used to provide a dedicated forum for additional discussion on major doctrinal themes, issues, etc. This ongoing synchronization effort will ensure that all of the major doctrinal themes—increased emphasis on jointness, the Army Chief of Staff's vision, full spectrum operations, etc.—will be closely integrated into all of these key Army publications. Our POC is LTC Chuck Maurer at DSN 680-2888 or e-mail: [maurerc@monroe.army.mil](mailto:maurerc@monroe.army.mil).

**Army Doctrine Transformation.** To support the transformation of the Army, TRADOC is developing doctrine on three axes using the precepts in the final draft of TRADOC Regulation 25-35, "Preparing and Publishing U.S. Army Training and Doctrine Command (TRADOC) Administrative Publications." Along the first axis, proponents are developing tactics, techniques, and procedures for the brigade combat team (BCT) using the interim force organization and operations framework. Along the second axis, TRADOC is revising division and supporting doctrine for the BCTs. Along the third axis, TRADOC continues publication revisions per the Doctrine Master Plan to support the Army of Excellence and Force XXI. The BCT doctrinal material consists of core doctrine—a small set of publications to guide the training and early organizational refinements of the BCT; and follow-on doctrine—publications derived from unit training, lessons learned, and unit feedback that support the core publications. Doctrine developed specifically to support BCT will be nested in current and emerging joint doctrine, integrating existing joint principles throughout its development. In accordance with the Doctrine Master Plan, fundamental doctrine publications such as FMs 100-1, "The Army;" 100-5, "Operations;" 100-7, "Decisive Force;" 100-10, "Combat Service Support;" and 100-15, "Corps Operations," are currently under revision. When published, they will contain the key concepts of the Army Vision to set the stage for the Army Transformation. When these same important publications are due again for revision in 2005, the effort to develop BCT doctrine will merge with the execution of the Doctrine Master Plan—the transformation tenets will be nested in these fundamental publications to establish transformed doctrine. Our POC is LTC Gary May at DSN 680-3439 or e-mail: [mayga@monroe.army.mil](mailto:mayga@monroe.army.mil).

**FM 22-100, "Army Leadership."** The Army revised and published its single-source reference for all

Army leaders on 31 August 1999. As the capstone leadership manual for the Army, FM 22-100 establishes the Army's leadership doctrine, the fundamental principles by which Army leaders act to accomplish the mission and take care of their people. The doctrine discusses how Army values form the basis of character. In addition, it links a suite of instruments, publications, and initiatives that the Army uses to develop leaders. Its purpose is threefold:

- To provide leadership doctrine for meeting mission requirements under all conditions.
- To establish a unified leadership theory for all Army leaders—military and civilian, active and reserve, officer and enlisted.
- To provide a comprehensive and adaptable leadership resource for the Army of the 21st Century.

Our POC is Major Ted Martinell at DSN 680-2234 or e-mail: [martinet@monroe.army.mil](mailto:martinet@monroe.army.mil).

**Joint Force Land Component Commander (JFLCC) Doctrine.** Recent conflicts in Southwest Asia, Bosnia, and Kosovo have demonstrated a need for joint doctrine that addresses the JFLCC. The Army will present a proposal at the April 2000 Joint Doctrine Working Party to develop a joint doctrine publication, with the Marine Corps, that focuses on joint tactics, techniques, and procedures for command and control of joint land operations throughout the range of military operations. This publication is intended to define the role of the JFLCC. Additionally, the Army is developing a JFLCC handbook to fill the gap until the joint publication is approved. This will provide joint force commanders with interim guidance on JFLCC organization and command and control. Our POC is MAJ Ken Bowman at DSN 680-2286, or e-mail: [bowmank@monroe.army.mil](mailto:bowmank@monroe.army.mil).

**TRADOC Doctrine Study 00/01.** On 7 June 1999, CG TRADOC tasked DCSDOC to conduct a study to provide recommendations that will drive Army doctrinal priorities for the next two fiscal years (and possibly beyond). Specifically, the study would provide:

- An assessment of the doctrine development process and resource requirements.
- Recommendations regarding the necessary utility and institutional protocols.
- An assessment regarding the integration of Army and joint doctrine.
- A comprehensive assessment of the requisite requirements and recommended priorities for a Doctrine Master Plan.



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

*By Maj Fred "VC" Van Cleave, USAF, HQ  
AFDC/DJ*

HQ AFDC's Joint Integration Directorate (AFDC/DJ) will be undergoing a substantial personnel turnover this summer as over 50% of our action officers move on to new assignments. Lt Col Charles "The Chuck" Sutherland, an AFDC "charter member" and AFDC/DJ's Deputy Director, will return to the wild blue yonder flying B-52s. Maj Martin "Bubba" DeVorss, our Intelligence Branch Chief, will relocate to USSOCOM's Joint Intelligence Center at MacDill AFB, near Tampa, FL. Also, Maj James "Todd" Coats, our Air Mobility Branch Chief, will be moving to the Air Mobility Operations Center at Ramstein AB, GE. Finally, Major Shawn "Spiff" Rife, Chief of our Space and Missile Operations Branch, will trek westward to Vandenberg AFB, CA, to head up the Commander's Action Group for 14th Air Force. Lt Col Marc Moss has retired from the Air Force and is now a civilian working for a government contractor here in the Hampton Roads area. We will sorely miss all of these officers, and offer each our warmest thanks for their superior accomplishments and best wishes for their futures. We know none of them can ever be "replaced," but we are actively seeking professionals from the field who can join us here at Langley and help us further bolster our joint doctrine team. We have one new face in place already—our new secretary, Mrs. Demeris Anderson joins us from the Air Combat Command LG staff.

The following paragraphs reflect the latest activities since October 1999 regarding some of the joint publications for which the Air Force is either the lead agent or primary review authority:

- **JP 3-17, "Joint Doctrine and Joint Tactics, Techniques, and Procedures for Air Mobility Operations."** Second draft comments have been resolved and incorporated. It was turned over to the Joint Staff at the end of March 2000, and preliminary coordination (PC) is expected in May 2000.
- **JP 3-52, "Doctrine for Joint Airspace Control in the Combat Zone."** This publication is undergoing assessment. The Air Force's position on the request for feedback message was submitted to the USJFCOM Joint Warfighting Center (JWFC) on 14 April 2000, and includes inputs from organizations throughout the Air Force.
- **JP 3-55, "Joint Doctrine for Intelligence, Surveillance, and Reconnaissance (ISR) and Target Acquisition."** This publication was titled

**"Doctrine for Reconnaissance, Surveillance, and Target Acquisition (RSTA) Support for Joint Operations."** A new program directive (PD) is being coordinated by J-7/JVDD Joint Staff to include the concept of ISR applied by joint force commanders today, a major shortcoming of the previous revision effort. Additionally, the previous effort did not sufficiently address the importance of ISR to information superiority, an enabling concept for spectrum dominance. PD preliminary coordination will be complete in April 2000 and final coordination will follow during May-June 2000, with the revision draft expected by November 2000.

- **JP 3-55.1, "JTTP for Unmanned Aerial Vehicles (UAV)."** PC comments were consolidated and submitted to the Joint Staff on 1 December 1999. We look forward to release of the final coordination version, expected anytime.
- **JP 3-56.1, "Command and Control for Joint Air Operations."** A new PD (to be developed) is forthcoming, pending an April 2000 Joint Doctrine Working Party decision on development of new functional component publications and the possible renumbering of JP 3-56.1, which was orphaned by cancellation of the project to develop JP 3-56, "Command and Control Doctrine for Joint Operations."
- **JP 3-60, "Joint Doctrine for Targeting."** A PC draft working group that included the technical review authorities (TRAs) (Joint Targeting School, ALSA Center, and J-2T Joint Staff) was held at the JWFC from 11-12 January 2000. We are incorporating coordinating review authority and TRA inputs and comments. Another PC draft working group was held from 11-12 April 2000 at the JWFC to finalize all inputs and resolve outstanding issues. The PC version will be delivered to J-7/JVDD Joint Staff by 30 April 2000.
- **JP 3-70, "Joint Doctrine for Strategic Attack."** The PD has been completed and was released by J-7/JVDD Joint Staff on 16 March 2000. First draft release for worldwide review will occur in October 2000 following a writers' draft conference in late Summer 2000 (specific dates to be determined).

**Air Force Doctrine Document (AFDD) Development.** AFDC's Doctrine Development Directorate (AFDC/DR) at Maxwell AFB, AL has also been busy. Since the last edition of this newsletter, 11 operational documents shown below have been approved:

- AFDD 2, "Organization & Employment (Revision)"
- AFDD 2-1, "Air Warfare"

*(Continued on next page)*

- AFDD 2-1.3, "Counterland"
- AFDD 2-4, "Combat Support"
- AFDD 2-4.1, "Force Protection"
- AFDD 2-4.2, "Health Services"
- AFDD 2-4.4, "Bases, Infrastructure, Facilities"
- AFDD 2-5.1, "Electronic Warfare Operations"
- AFDD 2-5.4, "Public Affairs Operations"
- AFDD 2-6.1, "Airlift Operations"
- AFDD 2-6.3, "Air Mobility Support"

This brings the total to 29 approved AFDDs. Additionally, four are in the approval process, eight are currently under revision, and two are under development. All of the above documents (along with other approved AFDDs) are available on our web site at <http://www.doctrine.af.mil> (and SIPRNET <http://www.doctrine.af.smil.mil>). We welcome discussion from the field.

## Consequence Management Database

*By LtCol Pete Vercruysse, USMC,  
USJFCOM JWFC, Doctrine Division*

US Joint Forces Command has created Joint Task Force Civil Support, responsible for supporting civil authorities during a weapons of mass destruction event. The procedures whereby DOD supports civil authorities in this daunting challenge is still a subject of much research, planning, and exercise. In an attempt to provide as much information to better prepare the joint force, we in Doctrine Division have added a separate "database" of consequence management information to our popular electronic research libraries. This new repository contains DOD and other Federal agencies' policy documents, doctrine, guidance, articles, and other papers.

You can access this library by using your Internet browser and going to <http://elib1.jwfc.js.mil>. Once there, you will be asked to contact Mr. McGrath at [mcgrathc@jwfc.jfcom.mil](mailto:mcgrathc@jwfc.jfcom.mil) for a password and ID. Once you receive this password, you will have access to the electronic libraries. Simply clicking on the "consequence management" buttons will steer you to that particular library, which possesses a search capability.

We are making every attempt to maintain this library with the most current information. To accomplish this, we solicit information from subject matter experts and others in the field working these issues. If there are any documents you believe should be added to this library, forward them to us in electronic form (preferred) or hard copy, if necessary.

Please send any documents or refer any questions to LtCol Pete Vercruysse at DSN: 686-6116 or e-mail: [vercruyp@jwfc.jfcom.mil](mailto:vercruyp@jwfc.jfcom.mil).

## NAVY WARFARE DEVELOPMENT COMMAND (NWDC)

*By LCDR Victor Reck, USN*

Chartered by the Chief of Naval Operations, NWDC exists as the Navy's warfighting innovation center. Key to the innovation process is NWDC's relationship with the fleet boldly stated in the command logo—"Partnership for Innovation."

NWDC held its first Doctrine Conference from 28-29 March 2000 in Newport, RI. It is the first of what is hoped will be an annual event at the 18-month old command. The conference sought fleet input on how to fully integrate fleet commands into a Navy dynamic doctrine process. Decisionmakers from over 50 Navy commands attended the two-day conference. Also in attendance were doctrine representatives from the United States Joint Forces Command Joint Warfighting Center, Marine Corps Combat Development Command, and Coast Guard.

The conference began with introductory remarks from Rear Admiral Bernard J. Smith, Commander NWDC. Vice Admiral Arthur K. Cebrowski, President, Naval War College, delivered the keynote address titled "The Navy Strategic Vision."

The primary purpose of the conference was defining the necessary steps for rapid development of relevant, readable, and accessible doctrine. To accomplish this, attendees were asked to participate in working groups chartered to focus on one aspect—doctrine structure and hierarchy, the dynamic doctrine process, knowledge management initiatives, and doctrine education and training. Groups considered a series of questions and provided conclusions and recommendations during the final group session of the second day.

The Navy has begun its transition to a more dynamic process geared towards the network centric Navy of tomorrow. Conferences such as this are crucial to maintaining the link between the "agents of change" and the creators, owners, users, and innovator in the fleet.

## JOINT PUBLICATION USER FEEDBACK

**Everyone has the opportunity to make recommendations to improve JPs. Each JP solicits user comments. Comments received by the joint community will be included in the final publication assessment report prepared by the USJFCOM JWFC to help make joint doctrine the best warfighting guidance available. Contact any of our officers through the e-mail, phone, or fax numbers provided on page 18.**

## USJFCOM JWFC ELECTRONIC RESEARCH LIBRARIES

Using your Internet browser, go to the USJFCOM JWFC Electronic Research Library Home Page at <http://elib1.jwfc.js.mil/>, then follow the directions for access. The full-text search and retrieval libraries are listed below:

- **Peace Operations Research Library** - Contains policy, doctrine, and other guidance, also articles, books, lessons learned, training literature, and includes a special legal section. It addresses the spectrum of military operations other than war.
- **Joint Experimentation Research Library** - Contains policy and other guidance, articles, books, and other literature. It addresses the *Joint Vision 2010* period and beyond.
- **Joint Policy and Doctrine Library** - Contains DOD and joint policy, joint doctrine, and JTTP.
- **Consequence Management Library** - Includes Federal, Interagency, and DOD policy, doctrine, guidance, and other papers related to consequence management operations.

Questions should be referred to Chuck McGrath at (757) 686-6105 or Jim Shell (757) 686-6121. DSN is 668.

## Newsletter Inputs and Subscription Information

Please pass this newsletter to anyone you think may be interested. If you didn't get a copy directly, and would like to receive one, fill out the subscriber request form (page 35) and either mail or fax it to us. We have a limited number of back issues, but you also can download them from <http://www.dtic.mil/doctrine> or view and download them from <https://www-secure.jwfc.jfcom.mil/protected/doctrine/cpindex.html>. We hope you will enjoy A Common Perspective and take the time to provide us some feedback.

Our next edition will be published in October 2000. The theme will be "joint targeting." We continue to solicit articles and commentaries regarding the theme and joint doctrine/operations in general. Submissions should be 1500 words or less—we will consider longer articles as possible features. Please submit articles or letters on disk or via e-mail for ease in handling. We need your submissions by 15 August 2000.

Send your articles, letters, or commentaries to:

COMMANDER US JOINT FORCES COMMAND  
JWFC CODE JW122  
116 LAKE VIEW PKWY  
SUFFOLK VA 23435-2697

or via e-mail to "[tothn@jwfc.jfcom.mil](mailto:tothn@jwfc.jfcom.mil)" or call:

DSN 668-6101  
FAX 680-6198  
COMM (757) 686-XXXX

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

*By Lt Col M. Triplett, USMC*

The US Marine Corps is presently monitoring the progress of several joint issues and publications. First and foremost on this list is the development of a handbook on the Joint Force Land Component Commander (JFLCC). The handbook is a combined effort between the Army and the Marine Corps. Pending the April 2000 Joint Doctrine Working Party (JDWP) vote, the JFLCC handbook could be the starting point for a joint publication that addresses "JFLCC Tactics, Techniques, and Procedures." The second issue is key to the revision of JP 3-02, "Joint Doctrine for Amphibious Operations," and the development/revision of other joint publications. The Navy and Marine Corps are developing a revision of JP 3-02 that includes the supported-supporting command relationship in addition to the "traditional" commander, amphibious task force-commander, landing force command relationship.

Resolution of the command relationship issue will allow the further development of JP 3-02.1, "Joint Doctrine for Landing Force Operations," and the revision of JP 3-02.2, "Joint Doctrine for Amphibious Embarkation."

The Marine Corps, as the lead agent, is looking into the future with JP 3-09.3, "Joint Tactics, Techniques, and Procedures for Close Air Support (CAS)." In support of this effort, the second annual Joint CAS Symposium was held in November 1999 at Marine Corps Air Station, Yuma, AZ. This symposium is the second in a series that originated during August 1998. Both symposiums were well-attended with representatives from each of the Services and combatant commands. Discussion items included methods to improve joint CAS doctrine, as well as CAS tactics, techniques, and procedures. Further, the symposium evaluated the potential of emerging technologies in avionics, ordnance, target marking devices, and other CAS-enhancing items.

The Marine Corps also is the lead agent for JP 3-06, "Joint Urban Operations." The first draft was released recently for worldwide staffing.

*(Continued on next page)*

## USJFCOM JWFC INTERNET SITE SECURITY CHANGES

On 12 June 1999, the USJFCOM JWFC implemented new access control procedures that affected access beyond our Internet Home Page (<http://www.jwfc.jfcom.mil/>). The implementation affected three groups; previous ".mil users" who were able to access the site automatically, users who previously accessed the site with a login/password, and users who previously accessed the site using bookmarks. The user may be presented with a page that contains a registration form.

- Those using a computer connected to the USJFCOM network (*jwfc.jfcom.mil* users) will have automatic access beyond the Home Page.
- Those using a computer not connected to the USJFCOM network will have to register with the new system whether they possess an old account (before 12 June 1999) or not. Click on the registration link—complete the registration form. If you do not have a USJFCOM POC, then include a DOD POC. There is an entry on this form for your old account login and password, if applicable, to expedite processing of your new account. A login/password will be e-mailed back to you, upon adjudication with your POC. Upon receipt of the login/password you may access the site beyond the Home Page if you login using your new account information.
- Those who previously bookmarked specific areas of the JWFC Internet Home Page will find those sites may no longer load—edit your bookmarks accordingly. This includes bookmarks to the Document Management System. This situation will not affect Joint Digital Library bookmarks.

The USJFCOM JWFC Internet site is encrypted with a standard 40-bit Internet encryption key. A 128-bit key provides additional protection to some parts of the site, which is a feature available on US versions of commercial Internet browsers.

If you have any questions concerning access to the USJFCOM JWFC Internet site, our POC is Mr. Mark Willmann at 686-7993 or e-mail: [webmaster@jwfc.jfcom.mil](mailto:webmaster@jwfc.jfcom.mil).

## AIR LAND SEA APPLICATION (ALSA) CENTER

*By Col Ed Modica, USAF, Director*

Changes are afoot here at the ALSA Center. My tenure as Director will end with the coming of Summer. My replacement, LTC(P) Mark Zodda, USA, will be arriving on station shortly and will assume his duties as Director on 1 June 2000. CDR Jim Woodard will carry on in the position of Deputy Director, providing continuity during this transition period. In addition to the change in leadership, we expect to swap-out more than one-third of our action officers through the end of this Summer. Expect to see new names associated with all of our projects in the next edition of A Common Perspective, however, we have developed a comprehensive transition plan to ensure project continuity.

In our last submission to this newsletter, I mentioned our upcoming 25th anniversary commemoration. We are planning a celebratory dining-out on 25 May 2000. Former ALFA/ALSA leaders and action officers certainly are invited to join us. The guest speaker will be General John P. Jumper, Commander, Air Combat Command. Please contact our anniversary project officers, Maj R. G. McManus and Maj Soup Campbell, at DSN 575-0968/0906 (Comm (757)225-0968/0906) respectively for additional information.

## DEVELOPMENT PROJECTS STATUS

"AMCI - *Multiservice Procedures for Army and Marine Corps Integration in Joint Operations*" is a revision of a 1996 ALSA publication highlighting the capabilities and limitations of select Army and Marine Corps units and methodologies for integrated employment in a joint warfighting environment. **Current Status:** The first Joint Working Group (JWG) was held in January 2000 and the second JWG is scheduled for April 2000. Contact LTC L. C. Fowler at DSN 575-0853 or e-mail: [lawrence.fowler@langley.af.mil](mailto:lawrence.fowler@langley.af.mil), or Lt Col J. E. Callaway at DSN 575-0851 or e-mail: [james.callaway@langley.af.mil](mailto:james.callaway@langley.af.mil).

"Aviation Urban Operations – *Multiservice Tactics, Techniques, and Procedures (MTTP) for Aviation Urban Operations*" provides guidance for the preparation and execution of tactical fixed- and rotary-wing aviation urban operations. It provides a source of reference material to aviation and ground personnel in planning and coordinating tactical aviation urban operations, and promotes an understanding of the complexities of urban terrain. This publication is designed for use at the tactical level and incorporates lessons learned, information from real world and training operations, and TTP from various sources that address the urban environment.

**Current Status:** The signature draft will be released for command approval during March 2000. Contact LTC Zoellers at DSN 575-0962 or e-mail: [william.zoellers@langley.af.mil](mailto:william.zoellers@langley.af.mil), or Maj Jenkins at DSN 575-0961 or e-mail: [steven.jenkins@langley.af.mil](mailto:steven.jenkins@langley.af.mil).

**"Consequence Management – Multiservice procedures for NBC aspects of Consequence Management"** will provide procedures for chemical accident or incident response and assistance, NBC stability and support actions, and consequence management in military operations other than war. The development of this publication will be a joint effort between ALSA and the Joint Services Integration Group (JSIG). **Current Status:** The first JWG was held at ALSA in March 2000. Contact LTC L.C. Fowler at DSN 575-0853 or e-mail: [lawrence.fowler@langley.af.mil](mailto:lawrence.fowler@langley.af.mil), or LtCol J. E. Callaway at DSN 575-0851 or e-mail: [james.callaway@langley.af.mil](mailto:james.callaway@langley.af.mil).

**"EOD-J – Multiservice Procedures for Explosive Ordnance Disposal in a Joint Environment"** will provide procedures to assist combatant commands and joint task force (JTF) staffs, and EOD units in planning, coordinating, and integrating explosive ordnance disposal operations in a joint environment. Specifically, it will address command and control, equipment, maintenance, supply lines, communications, manning, standardized reporting and intelligence procedures, joint training standards, and automated information sharing/management. **Current Status:** The signature draft was released for command approval in March 2000. Contact Lt Col Vehr at DSN 575-0966 or e-mail: [mary.vehr@langley.af.mil](mailto:mary.vehr@langley.af.mil), or MAJ Starkey at DSN 575-0965 or e-mail: [richard.starkey@langley.af.mil](mailto:richard.starkey@langley.af.mil).

**"ICAC2 - MTTP for Integrated Combat Airspace Command and Control"** facilitates coordination, integration, and regulation of combat airspace during exercises, contingencies, and other operations where more than one Service must share the airspace for operational use. It outlines the importance of an integrated airspace control function on the battlefield and describes the organization responsible for airspace control in joint operations. It defines procedures for planning, implementing, executing, and deconflicting airspace, including addressing specific airspace control issues for specialized missions. It also outlines the information, interfaces, and communications supporting the integrated airspace control function. **Current Status:** It is approved and currently in final editing and layout. The unedited electronic version is available on ALSA's Home Page at <http://www.dtic.mil/alsa>. Contact Lt Col Vehr at DSN 575-0966 or e-mail: [mary.vehr@langley.af.mil](mailto:mary.vehr@langley.af.mil), or MAJ Starkey at DSN 575-0965 or e-mail: [richard.starkey@langley.af.mil](mailto:richard.starkey@langley.af.mil).

**"JIADS – MTTP for Joint Integrated Air Defense Systems"** will provide a single, consolidated reference addressing existing Service air defense systems, their

capabilities, connectivity and processes, as well as describing concepts for the relationships and use of information within Service data and planning networks. It will enhance the effectiveness and efficiency of organizations participating in theater air and missile defense.

**Current Status:** The signature draft was released for command approval in March 2000. Contact Lt Col McDonald at DSN 575-0903 or e-mail: [louis.mcdonald@langley.af.mil](mailto:louis.mcdonald@langley.af.mil), or LTC Deneff at DSN 575-0854 or e-mail: [wayne.deneff@langley.af.mil](mailto:wayne.deneff@langley.af.mil).

**"NBC Defense of Fixed Sites, Ports, and Airfields - Multiservice Procedures for Nuclear, Biological, and Chemical Defense of Fixed Sites, Ports, and Airfields."** In August 1996 the US Army Chemical School, serving as lead agent at the direction of JSIG for NBC Defense, initiated development of this publication. Service review of the coordinating draft confirmed that it did not meet the needs of all Services. Consequently, JSIG asked ALSA to complete development. **Current Status:** The signature draft was released for command approval in March 2000. Contact CDR Woodard at DSN 575-0967 or e-mail: [jim.woodard@langley.af.mil](mailto:jim.woodard@langley.af.mil), or Maj McManus at DSN 575-0968 or e-mail: [ronald.mcmanus@langley.af.mil](mailto:ronald.mcmanus@langley.af.mil).

**"RM - Multiservice Procedures for Risk Management"** is intended to provide common and integrated risk management methods/tools for planners and operators in a joint environment. **Current Status:** The final coordination draft was released for worldwide review in January 2000. Comments are due in April 2000. Contact LTC L.C. Fowler at DSN 575-0853 or e-mail: [lawrence.fowler@langley.af.mil](mailto:lawrence.fowler@langley.af.mil), or LtCol J. E. Callaway at DSN 575-0851 or e-mail: [james.callaway@langley.af.mil](mailto:james.callaway@langley.af.mil).

**"Multiservice Procedures for Theater Missile Intelligence Preparation of the Battlespace"** supports commander and staff planning and decision making by providing the intelligence analyst with standardized, detailed procedures for conducting theater missile (TM) intelligence preparation of the battlespace (IPB) in support of counter TM operations. It will detail a four-step IPB methodology and provide procedures to correlate the adversary's equipment, units, infrastructure, and operations to develop potential TM threat templates and courses of action. **Current Status:** The final coordination draft was released for worldwide review in March 2000. Comments are due by June 2000. Contact LTC Bilyeu at DSN 575-0905 or e-mail: [elizabeth.bilyeu@langley.af.mil](mailto:elizabeth.bilyeu@langley.af.mil), or Maj Campbell at DSN 575-0906 or e-mail: [robert.campbell@langley.af.mil](mailto:robert.campbell@langley.af.mil).

**"JTMTD - MTTP for Joint Theater Missile Target Development"** addresses joint TM target development in early entry and mature theater operations. It focuses on providing a common understanding of the TM target system and information on the component elements

*(Continued on next page)*

involved in attack operations target development. It focuses on integration of the IPB methodology as it applies to TMs, collection management, and target development to include sensor employment considerations to support those operations. It helps JTF and subordinate component commanders and their staffs develop a cohesive approach to the processes necessary to conduct offensive operations against TM forces. **Current Status:** JTMTD is approved, edited, and has been forwarded to the printer. An electronic copy is available at <http://www.dtic.mil/alsa>. Contact Lt Col Brown at DSN 575-0963 or e-mail: [mark.brown@langley.af.mil](mailto:mark.brown@langley.af.mil), or LTC Kirmse at DSN 575-0964 or e-mail: [kevin.kirmse@langley.af.mil](mailto:kevin.kirmse@langley.af.mil).

**"BMO - MTTP for Bomber-Maritime Operations"** (SECRET) discusses the integration of USAF bombers (B-52, B-1, B-2) with naval maritime forces. It delineates bomber capabilities/limitations, "arms" bomber strike mission participants with a comprehensive knowledge of naval maritime procedures, discusses planning procedures, and highlights key tactical considerations for weapon system integration. It will educate our joint forces, contribute to more efficient utilization of bomber assets, and enhance joint strike operations. **Current Status:** It is approved and at the editor in preparation for printing and release. Contact CDR Woodard at DSN 575-0967 or e-mail: [jim.woodard@langley.af.mil](mailto:jim.woodard@langley.af.mil), or Maj McManus at DSN 575-0968 or e-mail: [ronald.mcmanus@langley.af.mil](mailto:ronald.mcmanus@langley.af.mil).

**"JAOC/AAMDC -MTTP for Joint Air Operations Center (JAOC)/Army Air and Missile Defense Command (AAMDC) Coordination"** documents methods used to coordinate AAMDC operations for the Army forces (ARFOR) with the JAOC for the joint force air component commander (JFACC)/area air defense commander (AADC)/airspace control authority (ACA). It defines command and control between AAMDC and the JAOC and it will include the role of the battlefield coordination detachment as the principal liaison element between the ARFOR and the JFACC. It will address JAOC/AAMDC coordination and integration procedures in five areas: IPB; passive and active defense; attack operations; and command, control, communications, computers, and intelligence. This MTTP will specifically address integration between the AAMDC and an Air Force-established JAOC; some of the principles, relationships, and processes described may apply in other circumstances, such as when the USN or USMC is JFACC/AADC/ACA. This publication provides readers with a common frame of reference for establishing effective working relationships. **Current Status:** It is approved and in the queue for final editing and layout. The unedited electronic version is available at <http://www.dtic.mil/alsa>. Contact Lt Col Brown at DSN 575-0964 or e-mail: [mark.brown@langley.af.mil](mailto:mark.brown@langley.af.mil), or LTC Kirmse at DSN 575-0963 or e-mail: [kevin.kirmse@langley.af.mil](mailto:kevin.kirmse@langley.af.mil).

**"SEAD - MTTP for Suppression of Enemy Air Defenses"** provides the JTF and subordinate component commanders, their staffs, and SEAD operators with a single, consolidated reference that discusses the employment of intelligence, surveillance, and reconnaissance (ISR) assets and electronic and destructive attack weapons systems to destroy/disrupt/degrade the enemy's air defenses. It documents TTP for SEAD-related ISR systems, electronic and destructive attack aircraft, fires, and other assets at the SECRET level. **Current Status:** SEAD has been approved by three Services, is being edited, and will be released upon approval by the remaining Service. Contact Lt Col. McDonald at DSN 575-0903 or e-mail: [louis.mcdonald@langley.af.mil](mailto:louis.mcdonald@langley.af.mil), or LTC Deneff at DSN 575-0854 or e-mail: [wayne.deneff@langley.af.mil](mailto:wayne.deneff@langley.af.mil).

**"Survival - MTTP for Survival, Evasion, and Recovery"** is a consolidated quick reference guide for basic survival, evasion, and recovery information. This publication is printed on light brown, weatherproof stock and pocket-sized for portability. The guide includes basic survival information on sustenance (food and water), personal protection, emergency medical, personal hygiene, movement techniques, navigation, evading the enemy, signaling, recovery operations, and induced conditions (nuclear, biological, and chemical). **Current Status:** Survival has been printed and distributed. Printed copies are available through Service publication distribution systems. An electronic copy is available at <http://www.dtic.mil/alsa>. Contact LTC Zoellers at DSN 575-0962 or e-mail: [william.zoellers@langley.af.mil](mailto:william.zoellers@langley.af.mil), or Maj Jenkins at DSN 575-0961 or e-mail: [steven.jenkins@langley.af.mil](mailto:steven.jenkins@langley.af.mil).

**"TADIL-J- Introduction to TADIL-J and Quick Reference Guide"** provides the warfighter and JTF planners and staff with unclassified guidance for TADIL J planning and operations. It can be used to gain an understanding of TADIL J operations and its role in the multi-TADIL world. This publication also will serve as a central locator for TADIL J references, manuals, and points of contact to increase the warfighter's knowledge, which in turn maximize combat effectiveness. **Current Status:** TADIL-J will be sent to the printer shortly. An unedited electronic copy is available at <http://www.dtic.mil/alsa>. Contact LTC Bilyeu at DSN 575-0905 or e-mail: [elisabeth.bilyeu@langley.af.mil](mailto:elisabeth.bilyeu@langley.af.mil), or Maj Campbell at DSN 575-0906 or e-mail: [robert.campbell@langley.af.mil](mailto:robert.campbell@langley.af.mil).

**"UXO - Multiservice Procedures for Unexploded Ordnance (UXO)"** is a revision of a 1996 ALSA publication providing multi-Service methodologies for planning, coordinating, and executing UXO reporting, avoidance, and clearance procedures. **Current Status:** The first JWG is scheduled for March 2000, with a second JWG planned in May 2000. Contact LTC Bilyeu at DSN 575-0905 or e-mail: [elisabeth.bilyeu@langley.af.mil](mailto:elisabeth.bilyeu@langley.af.mil), or Maj Campbell at DSN 575-0906 or e-mail: [robert.campbell@langley.af.mil](mailto:robert.campbell@langley.af.mil).

# HEADQUARTERS, UNITED STATES TRANSPORTATION COMMAND

*By Major Steve Dye, USAF, TCJ5-SR*

The doctrine shop (TCJ5-SR) has experienced a significant personnel turnover since our last report. Leading the team is CAPT Marv Butcher, replacing CAPT Lou Bernstein, who served as team chief for four years and will retire this summer. We added some much-needed Air Force blue to the team with the addition of Maj Steve Dye, a recent graduate of the Advanced Studies of Air Mobility course at Fort Dix, NJ. Unfortunately, Maj Dye was assigned other primary duties during February 2000, but nevertheless will represent the Air Force in TCJ5-SR. LTC "Ace" Chen will depart this summer for one of the senior Service schools. He will be replaced in July 2000 by MAJ Bruce J. Ferri, Jr., an Army transporter currently assigned to Fort Drum, NY. Our steady hand, Mr. Ken Collins, will remain as the doctrinal backbone of the office.

## JOINT PUBLICATIONS UPDATE

The comprehensive revision of **JP 3-17, "Joint Doctrine and Joint Tactics, Techniques, and Procedures for Air Mobility Operations,"** marches forward. USTRANSCOM, along with the primary review authority (PRA); represented by Maj Todd Coats, USAF; hosted a writing conference from 15-18 February 2000. The writing conference labored to incorporate the substantial number of second draft review comments. New portions of the publication address air refueling, an end-to-end perspective of air mobility, and the most recent information on the Global Transportation Network (GTN) and in-transit visibility (ITV). The preliminary coordination version should be distributed for review shortly.

The program directive for the revision of **JP 4-01, "Joint Doctrine for the Defense Transportation System,"** was promulgated on 28 March 2000. The Joint Staff J-4 is the lead agent (LA) and USTRANSCOM is the primary review authority. We are anxious to begin work on this key transportation publication.

The Joint Deployment Training Center hosted a writing conference in August 1999 to formulate the first draft of **JP 4-01.5, "Joint Tactics, Techniques, and Procedures for Terminal Operations,"** which was released on 30 September 1999. The original publication was revised extensively and now includes all terminal operations (land-based, container terminal, inland waterway, railhead, highway, intra-aerial ports, strategic air and sea). It also includes discussions on joint reception, staging, onward movement, and integration; single port manager (expanded to cover strategic aerial ports); ITV; GTN; and

the director of mobility forces. We are the LA and we designated the Joint Deployment Training Center as the PRA. First draft review comments were received in December 1999 and the second draft should be out for review by this printing.



### KEY INTERNET/SIPRNET SITES

#### CJCS Joint Doctrine:

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

**Presidential Directives and Executive Orders:**  
<http://www.fas.org/irp/offdocs/direct.htm>

**DOD Directives:** <http://www.defenselink.mil/>

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

**USJFCOM/JWFC:** <http://www.jtasc.jfcom.mil/>

#### Joint Center for Lessons Learned Database:

- NIPRNET: <http://www-secure.jwfc.acom.mil/protected/jcll>
- SIPRNET: <http://www.jcll.jwfc.acom.smil.mil>

**Army Training and Doctrine Digital Library:**  
<http://155.217.58.58/atdls.htm>

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

**Center for Army Lessons Learned:** <http://call.army.mil/>

**Naval Warfare Development Command:**  
<http://www.nwdc.navy.mil/>

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

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

**Air Force Doctrine Center:**  
<http://www.hqafdc.maxwell.af.mil/Main.asp>

**MCCDC, Doctrine Division:**  
<http://www.doctrine.quantico.usmc.mil/>

**Marine Corps Lessons Learned:**  
[http://www.mcu.usmc.mil/www\\_library/2mccls.htm](http://www.mcu.usmc.mil/www_library/2mccls.htm)

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

#### Air Land Sea Application Center:

- NIPRNET: <http://www.dtic.mil/alsa>
- SIPRNET: <http://wwwacc.langley.af.smil.mil/alsa>

(24th JDWP continued from page 16)

publication for time-sensitive targeting would further delay the resolution of tough issues, there is no guarantee that moving JTTP for time-sensitive targeting out of JP 3-60 would expedite its approval, and the joint community would be better served with one joint targeting publication. The FEA recommended that JTTP for time-sensitive targeting remain in JP 3-60 per the PD. **The JDWP voted 12-2 not (USAF and USCG for) to develop a JTTP for time-sensitive targeting.**

## INFORMATION BRIEFS

**Group Captain Graham McMellin RAF (Retired) from the Joint Doctrine and Concepts Centre in Shrivenham, United Kingdom (UK) provided an information brief on the development of allied joint doctrine.** He described the allied joint doctrine development process beginning with the initial steps, framework development, 1st draft development, distribution of collated comments, the 2nd draft development, ratification options (ratification, ratification with reservations, no ratification with reasons), and promulgation; which takes over three years. He provided illustrations of the allied joint publications hierarchy (composed of nine categories) with details on the air, sea, and land publications.

**Mr. Mike Kennedy from the OC, Incorporated (OCI) Doctrine Support Group (DSG), USJFCOM JWFC, provided an information brief on the Combatant Command Headquarters Master Training Guide (CINC HQ MTG).** The CINC HQ MTG will address war and military operations other than war tasks, be doctrinally based (otherwise document voids), be functionally oriented on the individual staff officer, assume operations with and without a joint task force, and link with the commander, joint task force MTG. The CINC HQ MTG is oriented to the crisis action planning steps by staff function. Final approval is projected for May 2000.

**Mr. Chuck Bellis from OCI DSG, USJFCOM JWFC, provided an information brief on JP 3-33, "Joint Force Capabilities."** He noted that JP 3-33 is the first joint publication approved with a CD-ROM that allows searches by UJTL task, specific capability, or text string. Mr. Bellis emphasized that the over 1000 database files must be current to be of value and update options are being explored.

**Mr. Dean Seitz from OCI DSG, USJFCOM JWFC, provided an information brief on the "Joint Task Force Commanders Handbook for Domestic Consequence Management."** The Unified Command Plan tasks USJFCOM to establish a Joint Task Force-Civil Support responsible for planning and executing military assistance to civil authorities for consequence management of incidents relating to weapons of mass destruction within the US and its territories and possessions. The proposed handbook to assist with this task includes chapters on roles and responsibilities, C2 relationships, planning, support functions, and training.

**Mr. Hank Hodge from the DOD Office of the Special Assistant for Gulf War Illness (OSAGWI) provided an information brief on how to tie joint**

**doctrine to Gulf War illnesses lessons learned.** He explained that his office is working with various training centers to establish scenarios that exercise lessons learned regarding the environment, chemical/biological weapons, and medical policies. He emphasized that it is extremely important to get these lessons learned into joint doctrine. LTC McGonagle from USPACOM invited Mr. Hodge to participate in Exercise COBRA GOLD 00 scenario development.

## EXECUTIVE SESSION

COL Smith stated that the Chairman requires a quarterly joint doctrine update regarding timeliness and issues in an effort to keep joint doctrine development in the forefront. He added that the J-7 JS updates the Director JS once a month on joint doctrine issues.

LCDR Brown suggested making critical and major comments available on the Internet for review by the joint doctrine development community. Mr. Barrows from OCI DSG, USJFCOM JWFC, suggested the best way to accomplish this is to have those commenting inform their counterparts.

Mr. Bounds asked if the JDWP could standardize backing up all message traffic with e-mails. Maj Schutz from USJFCOM JWFC asked all to reply to message traffic and e-mails by identifying the joint doctrine POC and that the message was received.

Lt Col Sturch asked if the joint doctrine POCs will be informed before or after a contentious issue goes to a Tank session and what the issues are. Lt Col Snodgrass promised to try and keep everyone informed, but the dynamics of the situation may not permit it.

Col Brodel suggested that because there are two organizations (USSTRATCOM and USN) who are paperless, it is now time to consider when and how we all may want to transition to paperless publications, especially considering the decision to develop JDEIS. CDR Bentz from USJFCOM JWFC stated that despite the availability of electronic publications, dial-a-pub still distributes 1000 printed publications a month. Mr. Bounds explained that the Army Service schools still demand printed publications. COL Smith promised more study on the issue of electronic publications.

Col Hinger requested that if the FEA is going to disagree with the proposal, the proposing party should be informed before the JDWP in time to consider the arguments. LTC Steinke replied that the FEA is included in the read-ahead package. Col Hinger countered that the proposal party should be afforded the opportunity to rebut prior to release of the read-ahead package. Col Brodel said he felt that was happening already, because proposals often are withdrawn based on our FEAs.

COL Smith announced the next JDWP would be held during April 2000 at the USJFCOM JWFC.





# TERMINOLOGY

**By Mr. Tom Barrows, USJFCOM JWFC, Doctrine Support Group**

*"consequence management—United States Government interagency assistance to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the results of a terrorist incident involving weapons of mass destruction."*

**"JTF Commander's Handbook for Consequence Management,"  
Author's Draft dated January 2000**

Once again we joint doctrine developers are embroiled in a great struggle of words among ourselves and our National agencies' teammates. Once again we have been tasked to develop joint doctrine for which there is little or no approved or coherent National and/or Department of Defense policy. I refer of course to the continuing dilemma surrounding consequence management or CM.

As many of you may recall, the topic of discussion a couple of columns ago (ACP, April 1999) was homeland defense and the threat posed to our homeland by weapons of mass destruction or WMD. I lamented at great length about the lack of a single agreed upon definition of WMD for use by US military forces, National agencies, and local/state governments. A year later we seem to be no closer to a universally agreed upon definition of WMD, although there seems to be general consensus that the probable elements of WMD include nuclear, biological, chemical, and radiological or NBCR.

Now, with no agreed upon definition of WMD in our quiver of doctrine terminology and no approved policy for domestic consequence management inscribed on our broad swords, we are tasked to sally forth and do battle with the CM dragon—no small feat when so many specialized US military forces (Active and Reserve) and other Federal agencies (inter alia, the FBI, FEMA, DOE, EPA) have overlapping and interlocking US Government-mandated responsibilities and capabilities.

In the past, joint doctrine developers have managed to create viable joint doctrine for use by military forces while high-level policy makers struggle to come to agreement on what will become the overarching guidance. A prime recent example of this is the development of JP 3-13, "Joint Doctrine for Information Operations." This JP was developed while overarching DOD and CJCS directives and instructions were still under development or revision. The difference between this example and the dilemma we face in development of CM doctrine today is we had some DOD-approved information operations terminology as a

basis for development, and this approved terminology (the what) allowed us to focus on the "how" of information operations.

The terminology picture seems to become more clouded and fraught with ambiguity as time passes. As more and more joint operations take on an interagency flavor, there are more and more on-scene players who have little or no knowledge of either joint doctrine or the attendant joint terminology from which the doctrine is developed. I look for this problem to continue to grow until the developers of new or revised DOD and CJCS policy documents use approved definitions to construct this policy or mandate new or revised definitions as an adjunct to the new or revised policy. In addition, there needs to be an interagency effort to standardize key terms. Two likely candidates are WMD and CM.

US Joint Forces Command has made some progress in this area with the ongoing development of "Joint Task Force Commander's Handbook for Domestic Consequence Management." Tasked to form a standing joint task force for civil support, US Joint Forces Command planners quickly recognized the need for lower level guidance in the area of CM. The result is a draft handbook undergoing staffing with the appropriate military commands and Federal agencies that could reasonably be expected to play a supported or supporting role in domestic CM. The handbook covers topics such as roles and responsibilities, command and control, planning, support functions, and training, as well as several useful appendices. I think the most useful item in the whole handbook may well be the proposed definition for CM. For the first time, we have most of the likely players across the country (military and civilian) looking at and evaluating the same definition—no small task!!!

Words have meaning, so let's keep charging toward some common terminology while resisting unwarranted change or revision. Old timers in this business have a responsibility to keep newcomers apprised of where we have already been. Only then can we hope to see real progress.



## **USJFCOM JWFC DOCTRINE DIVISION AND DOCTRINE SUPPORT GROUP HAVE MOVED**

We have moved to the former Joint Training, Analysis and Simulations Center in Suffolk, VA. Our new address is:

**Commander, US Joint Forces Command  
JWFC JW100  
116 Lake View Parkway  
Suffolk, VA 23435-2697**

Our new e-mail addresses, office codes, and phone numbers are listed on page 18.

# JOINT PUBLICATIONS DISTRIBUTION

## PART 1: PUSH

- At approximately one month prior to the approval date for a new or revised JP, an e-mail is sent from USJFCOM JWFC to the Services and combatant commands POCs requesting their distribution lists.
- The Services, combatant commands, and the Joint Staff then gather user addresses and JP quantities, and provide distribution lists to USJFCOM JWFC.
- USJFCOM JWFC consolidates all lists, coordinates fiscal accounting, and provides the print copy and label mailing information to the printer.
- The printer mails the JPs. Publications are only mailed to the addresses consolidated by USJFCOM JWFC.
- To get a label, identify your requirements to one of the 15 primary POCs: (1) Joint Staff, (2) USJFCOM JWFC, (3) USSOUTHCOM, (4) USEUCOM, (5) USPACOM, (6) USSPACECOM, (7) USSTRATCOM, (8) USCENTCOM, (9) USSOCOM, (10) USTRANSCOM, (11) US Navy (NWDC), (12) US Army (DAMO-SSP), (13) US Air Force (AFDC/DJ), (14) US Marine Corps (MCCDC), and (15) US Coast Guard (HQ).

## PART 2: PULL

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

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**700 Robbins Avenue**  
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**Philadelphia, PA 19111-5099**

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

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

- If the Service publication center is unable to provide a JP, contact the Service or combatant command distribution POC for further information. These POCs are identified on pages 18 and 19 with a & symbol next to their name.
- If neither the Service publication center nor the distribution POC can help, USJFCOM JWFC maintains a small stockage which is intended to be responsive to emergent requirements and may assist with this problem. "Dial-a-pub" POCs are listed on page 14.
- Contractor requests for JPs, including the JEL CD-ROM, only will be honored if submitted through their DOD sponsor.
- Private individuals will be referred to the Government Printing Office (GPO) order and inquiry service: (202) 512-1800 which has a list of publications for sale. Not all joint pubs are printed by GPO, but they do stock the Joint Electronic Library (JEL) CD-ROM at a cost of approximately \$14.00.

## JEL

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

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