

# **Insights and Best Practices Focus Paper**



## **The Joint Command Senior Enlisted Leader**

*First Edition*

**Deployable Training Division  
Joint Staff J7**

**January 2016**

**Approved for public release; distribution is unlimited**

This is the First Edition of the Insights and Best Practices Focus Paper on The Joint Command Senior Enlisted Leader. It was written by the Deployable Training Division (DTD) of the Joint Staff J7 and released by the J7 Deputy Director for Joint Training.

First Edition: January 2016

**Scope:**

- Relevant to combatant command (CCMD) headquarters (HQs), subordinate unified command HQs, joint functional component HQs, joint task force (JTF) HQs, NATO HQs and subordinate HQs Command Senior Enlisted Leaders (CSELs).
- Underscores challenges faced by CSELs in joint HQs.
- Emphasizes the CSEL role in mission command, building relationships, key CSEL tasks, CSEL support to the commander's decision-making process, and CSEL contributions in JTF or multinational operations.

**Other Insights and Best Practices Focus Papers:** The following focus papers are available on the Joint Electronic Library at Joint Doctrine, Education, and Training Electronic Information System (JDEIS) (*CAC enabled*) at: <https://jdeis.js.mil/jdeis/index.jsp?pindex=0>

Chief of Staff (COS) Roles and Functions at Joint Headquarters; Geographic Combatant Commander's (GCC) Command and Control Organizational Options; Joint Operations; Mission Command and Cross-Domain Synergy; Assessment; Authorities; Commander's Critical Information Requirements (CCIRs); Design and Planning; Intelligence Operations; Interorganizational Coordination; Joint Headquarters Organization, Staff Integration, and Battle Rhythm; and Integration of Lethal and Nonlethal Actions.

Additional focus papers are available on the Joint Staff J7 Joint Training Intelink (*CAC enabled*) site at: <https://intelshare.intelink.gov/sites/jcw/jt/default.aspx> include: Air Component Integration in the Joint Force, Gaining and Sharing Information and Knowledge, Joint Operations, JTF Level Command Relationships and Joint Force Organization, Special Operations and Conventional Force Integration, and Sustainment Operations.

**Accessibility:** In addition to the two aforementioned URLs, Insights and Best Practices Focus Papers can be accessed through use of a search engine on the open internet. Also available on the following websites: Joint Electronic Library (*Public website*): <http://www.dtic.mil/doctrine/index.html>

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*Disclaimer: The insights in this paper are based on DTD observations and do not necessarily reflect the official policy or position of the Joint Staff, DOD, or the United States Government.*

## PREFACE

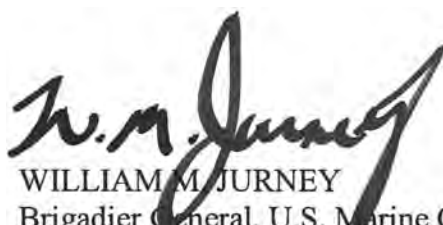
The Joint Staff J7, in conjunction with the National Defense University, conducts multiple KEYSTONE Joint Operations Module (JOM) courses each year. The KEYSTONE course educates Command Senior Enlisted Leaders (CSELs) currently serving, or slated to serve, in a joint headquarters (HQ), or who are serving in the joint force.

This paper shares observations, insights, and best practices on the roles, responsibilities, and functions of CSELs at joint HQs as identified by commanders and CSELs serving as Senior Fellows and by attending E-9 Fellows during the KEYSTONE JOM course. Additionally, this paper builds on Senior Enlisted Joint Professional Military Education (SEJPME). This is our second focus paper addressing a single leader assignment—the first was on the Chief of Staff (COS) at a joint HQ. While we acknowledge that CSEL positions exist at the Service level and in other DOD enterprises such as the Defense Logistics Agency, this focus paper is designed to illuminate the complexity of combatant command (CCMD) and joint task force (JTF) CSEL roles and responsibilities, and the CSEL's essential role in assessing and understanding relationships and the joint environment. This focus paper will be beneficial to Senior Enlisted Leaders assuming CCMD or JTF CSEL positions, as well as to the joint HQ staff, and to future joint force commanders (JFCs) as they consider how to employ and empower their CSELs. This paper is not intended as a comprehensive checklist for CSELs to follow.

This paper intends to reinforce the special bond between the JFC and the CSEL, as well as the relationships between the CSEL and other key leaders. We solicited and gained insights and perspectives from current and former CSELs at both the CCMD and JTF levels. The CSELs emphasized their role in mission command, relationship building, support to the JFC's decision-making processes, and lastly the range of CSEL functions in JTF operations. Specific CSEL and selected commander perspectives are provided throughout the focus paper to support our observations and insights at the strategic-theater and operational levels of war.

This paper adds to the existing body of work that may be found on the sites noted on the inside front cover. All of the focus papers are unclassified and approved for public release.

We would like to capture your thoughts and potential solutions as you think, plan, and work your way through these types of challenges. Please pass your comments to DTD's POCs, at [js.dsc.j7.mbx.joint-training@mail.mil](mailto:js.dsc.j7.mbx.joint-training@mail.mil) so that we can continue to improve this paper.



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**1.0 EXECUTIVE SUMMARY.** The Command Senior Enlisted Leader (CSEL) is a key advisor and sounding board for the commander and the command. The CSEL can also serve as a trusted observer of activities within the operational area on behalf of the commander.<sup>1</sup>

The traditional NCO role takes on increased importance in multi-service organizations, and is further complicated when blended in a multinational force. NCO leadership in individual training and readiness, quality of life issues, adherence to joint force policies, participating actively in large-scale training exercises and mission rehearsals, and sustaining a warrior ethos through Service cultures, is an essential force multiplier.<sup>2</sup> Today's CSELs must understand that they are never off duty, and that their responsibilities may extend beyond their own Service. Set against a backdrop of an ever increasingly complex and rapidly changing global operational environment, today's CSELs must understand the operational and strategic problems that their commanders face. Effective CSELs are joint and combined team builders and must possess political, social, and strategic perspectives. They must also understand the joint, interagency, intergovernmental, and multinational (JIIM) environment; the effects of all instruments of national power—diplomatic, informational, military, and economic (DIME)—as well as the political, military, economic, social, information, and infrastructure (PMESII) construct. A CSEL must have the ability to look “up and out,” while simultaneously remaining focused “down and in.” CSELs anticipate and adapt to surprise and uncertainty, recognize change and assist in transitions, and fully appreciate the attributes of mission command—understanding, intent, and trust. CSELs make ethical decisions based on the shared values of the Profession of Arms and think critically and strategically in applying joint warfighting principles and concepts to joint operations in support of their commanders' decision cycles.<sup>3</sup>

DOD-wide, there is a lack of awareness and understanding of CCMD and JTF CSEL roles and responsibilities. The percentage of the DOD-wide E-9 population in CSEL assignments at CCMD and JTF HQs is extremely small, but these joint billets are critically important. Because many CSELs retire after serving in a senior joint billet, their expertise may be lost to the joint force. Therefore, the opportunities for past and serving CSELs to educate future generations of CSELs and to institutionalize this CSEL educational process are limited. Although not intended as a checklist for CSELs, this paper serves as an educational reference to inform readers on the importance of current and future CSELs. Furthermore, CCMD and JTF HQs staff personnel, especially NCOs, often lack previous exposure to joint assignments. While design, planning, and operational art have largely been the exclusive realm of senior commanders and their staff officers, a CSEL's access, perspectives, and relationships have the potential to significantly contribute to the commander's assessment.

### **Key Observations and Insights:**

- Effective CSELs possess an appreciation of the JIIM, DIME, and PMESII constructs.
- Understand combined and joint doctrine, command and control (C2) options, the value of relationship building, and combined and interagency capabilities and cultures.

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<sup>1</sup> Joint Publication 3-33, Forming and Organizing the Joint Task Force Headquarters

<sup>2</sup> CAPSTONE Joint Operations Module 05-4, Insights and Observations, July 2005

<sup>3</sup> CJCS Memo, Enlisted Desired Leader Attributes for the Joint Force, 16 October 2013

- Develop capacity and capability by focusing on personal and professional growth as well as team-building in a JIIM environment.
- Prepare early for eventual assignment as a JTF CSEL.
- CSELs assist the commander by providing a grounding in the “down and in” perspective of the command while aware of the “up and out” implications of the commander’s decisions.
- CSELs must be prepared to operate beyond their conventional comfort zones—this is critical to success as a joint CSEL.

**2.0 MISSION COMMAND.** In his Mission Command white paper, the previous Chairman stated, “In mission command, the commander must understand the problem, envision the end state, and visualize the nature and design of the operation. The commander must also describe time, space, resources and purpose, as well as direct joint warfighting functions and constantly assess the process. Critically, he must understand the intent of the mission given to him. In turn, he must clearly translate his intent to his subordinates. The missions given subordinates must be within their capabilities.” By extension, the CSEL, as a valued and integral member of the command team, faces the same challenges and has the ability to affect every one of the aforementioned tasks. Today’s CSELs are products of the mission command philosophy; they intuitively understand what mission command is and rely on their instincts and experiences to ensure mission command is implemented. Commanders and their CSELs seek to obtain “*situational wisdom*” (*discussed further on page 4*) at the strategic-theater and operational levels using DIME and PMESII constructs in a JIIM environment. Refer to the Joint Staff J7 focus paper on *Mission Command and Cross-Domain Synergy* for further amplification.

**Commander's Intent**

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*“Commander's intent is the commander's clear and concise expression of what the force must do and the conditions the force must establish to accomplish the mission.”*

*- JP 3-0*

**Common Challenges**

- Developing and sharing clear, meaningful intent
- Gaining early understanding and buy-in of intent by higher, adjacent, lower commanders
- Providing clear focus and risk guidance

**Insights**

- Develop intent with higher, adjacent, lower commanders to ensure understanding and gain buy-in
- Guide planning and execution
- Enable disciplined initiative and timely decision making at subordinate level

Mission command depends on three critical attributes: *understanding*, *intent*, and *trust*. These attributes influence how we view and react to a world that has become more globalized, networked, and interconnected. An effective CSEL helps ensure a common understanding throughout the joint force by communicating with all staff members (officers, NCOs, and junior enlisted service members) of subordinate and supporting joint force elements. Specifically, the CSEL helps communicate the commander’s intent and guidance. The CSEL fosters trust through relationship building and his/her actions. The CSEL gains an understanding of the human domain and its implications.

***“Trust is earned not given, through deeds not words. It extends laterally and vertically, both ways.”***

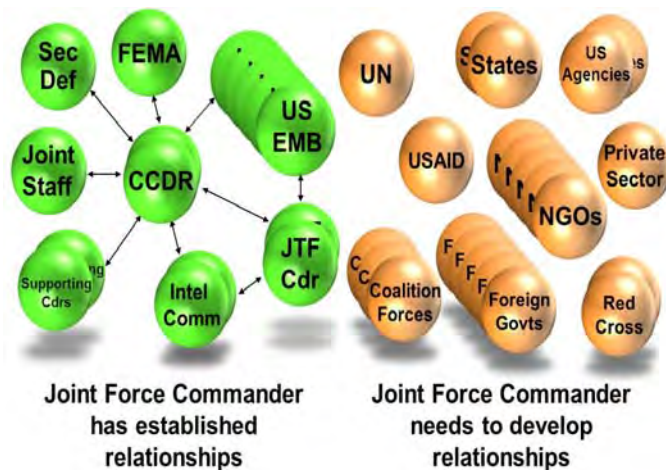
***- GEN Dempsey, Feb 2012***

***“You cannot surge trust.”***

***-Comment by Senior Flag Officer***

**3.0 CSEL RELATIONSHIPS.** Joint commanders strive to achieve a comprehensive approach with mission partners through continuous dialogue with higher authorities, translation of this dialogue, development of desired conditions and favorable outcomes, and issuance of guidance and intent to subordinates to achieve unity of effort with mission partners.

CSEL relationships directly contribute to the achievement of unity of effort and thus directly contribute to successful mission execution. CSELs must possess the ability to establish and leverage relationships and continue outreach and relationship building to grow and maintain trust. The objective is to achieve relative harmony among organizational leaders and organizational philosophies. Inclusive behaviors during planning, operations, and assessment with partners facilitate a common understanding and equip commanders with the insight to make holistic and informed decisions.



**Building Relationships – Key Observations and Insights:**

- Building a command team mentality may require additional effort by both leaders if the commander and CSEL are not from the same Service with common cultural backgrounds.
- Unless the commander and CSEL have previously served together, the initial CSEL interview with the commander begins the relationship building process.
- Building trust may depend on nationality, culture, or branch of Service. During multinational operations, CSELs must recognize that many nations do not imbue the same level of trust in the senior NCO corps as in the United States.
- Build and nurture relationships with the commander, the deputy commanders, the HQ COS, subordinate and higher commands, and supporting organizations—display a positive attitude.
- Understand the mission, stakeholders, and the operational environment to develop and sustain mission partnerships.
- Make time for the J-Directors (J-Dirs) and HQ Special Staff (e.g., Judge Advocate General [JAG], Political Advisor [POLAD], and Surgeon General [SG]) to build favorable relationships; seek them out, do not rely on them coming to you. Include higher headquarters (HHQ) and interorganizational representatives.
- Use training exercises and mission rehearsals to build and verify relationships.
- Share information as broadly as possible among mission partners.
- Recognize that personal relationships can be as important as command relationships.

*“A JTF commander needs to identify the organization(s) he and his staff will be most dependent on or work with as the target for his early engagement and team-building. A JTF commander’s time is finite so he has to pick where to invest with regard to critical relationships.”*

- *Comment by Senior Flag Officer*

- Do not allow emotions and ego to affect developing and maintaining relationships.
- Understand cultural differences of your coalition/mission partners. Cultural considerations may provide a sound framework for gaining insights into leader personalities.
- Understand national limitations, national caveats, and different security clearance requirements.
- Build on, and learn from, shared experiences to reinforce relationships.

**4.0 KEY CSEL TASKS.** Joint Publication 3-33 (JP 3-33), *Forming and Organizing the Joint Task Force Headquarters*, identified the key tasks of the CSEL as:

1) Serve as the primary advisor to the commander on issues related to JTF enlisted personnel.

NOTE: The CSEL also advises the staff on enlisted matters.

2) Perform special duties as directed by the CJTF.

3) Develop the command's noncommissioned officers (NCOs).

4) Act as a liaison to multinational contingents that may not place the same responsibilities on their enlisted personnel, emphasizing the important roles and responsibilities US military NCOs perform in military operations.

Senior Enlisted Leaders from all Services are accustomed to being the commanders' "honest brokers" and have proven their value within their respective Services. However, whether at the JTF or the CCMD level, we find that CSEL tasks are much more extensive, involved, and complex than those identified in JP 3-33. With no intent to create a comprehensive checklist, below are *some* additional observations and insights regarding CSEL tasks identified during previous KEYSTONE seminars.

#### **Key CSEL Tasks – Key Observations and Insights:**

- CSELs must have the requisite security clearance to allow access and understanding to assist the commander and staff, and for conveying the commander's messages.
- JFCs and their CSELs constantly seek situational wisdom—the ability to make good decisions based on situational understanding. Situational wisdom is fleeting and will change as new conditions/circumstances appear.
- CSELs are the enlisted leader for the total force (officers, enlisted, and civilians, including active duty, guard, and reserve forces), not just for the enlisted ranks. In this role, effective CSELs learn to speak in a joint and combined context.
- Effective CSELs read what their commanders read.
- CSELs have a role in advising the commander on risk. CSELs are positioned to sense when risks have been assumed by multiple command echelons, and when the accumulated risk could jeopardize the mission. Understand that problem identification and prevention are as important as problem solving.
- CSELs help the commander articulate the implications of decisions made by HHQ or senior national leaders during the planning process. CSELs assist commanders by encouraging and facilitating vertical and horizontal dialogue. Such dialogue can also reduce mission risk by clarifying ambiguities in senior echelon guidance.



- At the strategic level, CSELs assist the Senior Enlisted Advisor to the Chairman of the Joint Chiefs of Staff (SEAC) to shape policy, address emerging challenges, and shape strategic changes.<sup>4</sup>
- CSELs help identify interorganizational partners, and advise the commander about both potential opportunities and challenges.
- Joint CSELs are valuable in terms of representing their commanders in professionally developing partner and ally militaries in respective geographic combatant command (GCC) regions as well as understanding the unique global capabilities covered by the functional combatant commands (FCCs).
- Joint CSELs should also gain an appreciation of authorities and associated funding implications (Title 10, Title 32, Title 50, etc.) as well as Department of State (DOS) organization and regional alignments.
- Effective CSELs gain an understanding of cyber-related activity that affects their commands.

*“Senior Enlisted Leaders are the link that closes the informational, educational, and operational and readiness loop.”*

**Excerpt from *The Role of the Command Senior Enlisted Leader* article by CMSgt Johnson, ACT CSEL; CSM Petek, ACO CSEL; and CSM Seifert, CSM of the Czech Armed Forces, dated 2 November 2015.**

**5.0 SUPPORT TO COMMANDER’S DECISION MAKING.** This section amplifies how the CSEL supports the commander’s decision-making process. The following terms—battlefield circulation, battle rhythm, information sharing, command messaging, and decision-making styles—all have significant CSEL role implications. Armed with this knowledge, the CSEL will contribute more effectively to his/her commander’s decision-making process.

*“I often liken our positions to that of IG, we can go anywhere, can be a part of anything with the flexibility of movement.”*

*- Comment by serving CSEL, January 2016*

**5.1 Battlefield Circulation and Key Leader Engagements (KLEs).** Battlefield circulation and KLEs are not limited to the commander. The commander empowers those who can transmit the command’s messages, and the CSEL is a primary messenger for the commander and command. Some battlefield circulation and KLE observations and insights are provided below.

**Battlefield Circulation and KLEs – Key Observations and Insights:**

- Commander’s priorities and intent should drive the CSEL’s focus, battlefield circulation, and KLEs.
- CSELs should frequently review battlefield circulation and KLE opportunities and participate, where appropriate. This is important because some events will require interaction at very senior levels. Additionally, identifying appropriate engagement targets within the

<sup>4</sup> Input from Army CSM John W. Troxell, SEAC and senior NCO in the U.S. Armed Forces, January 2016

interorganizational construct may prove challenging based on differing organizational structures, mission sets, and authorities.

- Battlefield circulation is not about the person who is circulating, but about those being visited. The CSEL should foster a climate of inclusion and try to create a favorable outcome every time he/she circulates on the battlefield. Battlefield circulation should become a part of the CSEL's personal battle rhythm.
- CSELs do not always have to accompany the commander. The CSEL should get out to the J-Dirs, coalition and mission partners, and other stakeholders independently.
- The CSEL's access to people or units not typically visited by the commander allows the commander and staff to receive valuable input from sources that only the CSEL can reach.
- Many unit leaders now communicate decisions and direction via e-mail and other collaborative means. We find that the most effective leaders communicate directly with subordinates through battlefield circulation whenever possible. Trust is difficult to build through e-mail.
- A CSEL gains improved visualization of operational, sustainment, and interagency activities by circulating regularly through the Joint Operations Center (JOC), Joint Logistics Operations Center (JLOC), and Interagency Coordination Center (ICC), when established.

**5.2 Battle Rhythm.** An effective and disciplined battle rhythm supports the commander's decision-making cycle, whether in steady-state operations or in a crisis. Although battle rhythm management usually falls under the purview of the COS, the CSEL can coordinate with the COS to ensure that there is "white space" built into the battle rhythm that allows the commander time to reflect, think, and conduct battlefield circulation. Protect the commander's time. Additionally, white space can provide flexibility in the schedule to accommodate emerging requirements. CSELs can preserve white space by ensuring the staff understands how the commander receives and digests information. While the commander's "touch points" with the staff are somewhat dependent on the commander's leadership style and personality, the CSEL can help identify battle rhythm events that can be "shed" from the schedule.

#### **Battle Rhythm – Key Observations and Insights:**

- CSELs should concentrate on the outcomes/outputs of key battle rhythm events such as commanders' update briefs and decision briefs. CSELs should not focus their efforts too much on internal HQs staff processes that are mainly conducted by action officers.
- CSELs need to follow a personal battle rhythm that includes adequate rest and thinking time. The lack of rest and sleep is unforgiving. A CSEL must allow personal time to think; protect thinking time.
- Understand and participate in the command's battle rhythm as well as the commander's battle rhythm. Understand the boards, bureaus, centers, cells and working groups (B2C2WGs) and operational planning teams (OPTs) that comprise the command's internal battle rhythm. Know what anchor points form the cornerstone of the command's battle rhythm, e.g., a Secretary of Defense secure VTC or a commander's conference call with subordinate commanders. Understand and selectively participate in the HQ battle rhythm's critical path, i.e., the logical and sequenced arrangement of B2C2WGs that supports the commander's decision-making cycle.

- At times, CSELS' insights, experiences, and perspectives are solicited outside of the battle rhythm.
- Know the battle rhythms of your subordinate commands as well as HHQ, and how they nest. Understand the need to look "down and in," as well as "up and out." A former International Security Assistance Force (ISAF) CSEL spent about one-third of his time working "up and out" issues, one-third working "down and in" issues, and one-third of his time with the commander.
- CSELS should encourage integrating the command's NCOs into B2C2WGs and OPTs and should leverage enlisted leaders at higher, adjacent, and subordinate commands to attain and maintain situational awareness as well as to improve situational understanding.
- A crisis battle rhythm is different from steady state; however, it should not require wholesale changes as the command transitions to crisis operations.
- Create a synchronized battle rhythm with the commander so that you both have better coverage throughout the day.
- Get ahead of the commander by reviewing his/her schedule, getting out of the office, visiting staffs and other commands, and receiving updates on issues before the commander.

**5.3 Information Sharing.** As a senior leader, the CSEL informs, instructs, inquires, and inspires. In technical terms, the CSEL is an information node, information synchronizer, and information conduit. Each function is important; however, the CSEL has a larger information-related role in the HQ. The CSEL should understand and have an appreciation for how the command identifies, receives, retrieves, prioritizes, analyzes, stores, displays, acts upon, safeguards, distributes, and discards both unclassified and classified information. As the CSEL, he/she has opportunities to find information-related gaps, seams, and vulnerabilities. Subsequently, mitigating solutions can be identified and applied in conjunction with the COS, the Information Management Officer (IMO), Knowledge Management Officer (KMO), Foreign Disclosure Officer (FDO), and the J6 Directorate.

### **Information Sharing – Key Observations and Insights:**

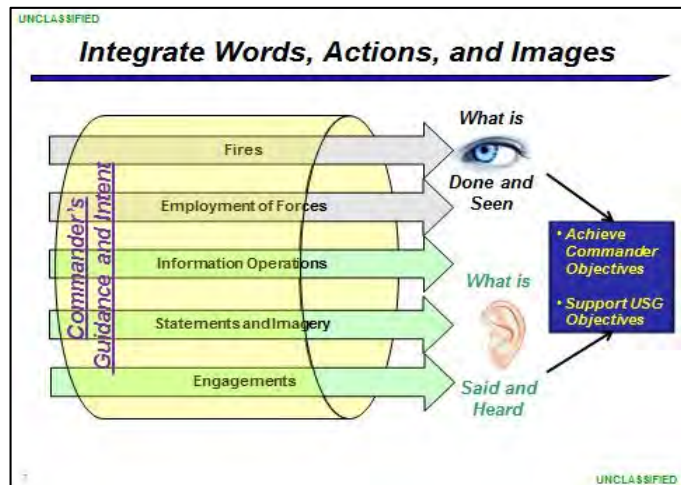
- Encourage the staff to write for release and use the FDO to approve release of select documents and briefing packets to mission partners.
- CSELS can help commanders identify gaps in information requirements and should apply common sense to help avoid stove piping and to encourage information fusion.
- CSELS help commanders define the "information terrain."
- The CSEL should understand the commander's information requirements, and know how to get important information back into the staff planning and analysis processes.
- CSELS must analyze information to find actionable "nuggets" that the commander can use. Understand that there is a difference between information and knowledge. All too often, we see staffs present the commander with raw, unanalyzed data, forcing the commander to accomplish the analysis and fusion functions. Ensure staff briefings contain the "So What," to better enable the commander to make informed decisions.
- The CSEL can help the commander and staff better understand and differentiate between commander's critical information requirements (CCIRs) and the commander's "wake-up" criteria. For example, a service member who is badly injured in a traffic accident may meet a commander's wake up criteria, but it is not an operationally-related CCIR.

**5.4 Command Messaging and the Information Environment.** In the 21<sup>st</sup> Century, our leaders are forced to operate in and navigate through an unforgiving information environment minefield. The continuous shift in information delivery causes us to be adaptive and proactive in operating in the information environment. A 24-hour news cycle compels us to continuously evaluate our messaging and our audiences. Veracity in TV, radio, and print media is being challenged by “crowd sourcing” on Twitter, Facebook, and YouTube in real time. Furthermore, capable and talented adversaries (such as ISIS) are able to communicate in near-real time to a broad audience from extremely remote locations. Effective CSELs convey the command’s messages, both internally and externally, and possess the ability to tailor and deliver those messages according to the audience.



**Command Messaging and the Information Environment – Key Observations and Insights:**

- CSELs, as principal messengers for their commanders and commands, need to understand the latitude to which they can speak for their commanders and their commands. Establish these parameters early in the commander/CSEL relationship.
- Be cognizant that people watch what you say and do, so watch what you say and do. Furthermore, watch “how” you say and do things.
- Effective CSELs apply their experiences to conduct messaging “credibility checks” within their HQs to ensure the alignment of words and actions—all to accomplish the mission and to minimize the “Say-Do” gap.
- Use the Public Affairs Office (PAO) to prepare for media interviews, to include rehearsals.



**5.5 Decision-making Styles.** A CSEL engages in the commander’s decision-making process by virtue of his/her advisory role to the commander. The CSEL understands the staff will use the Joint Operation Planning Process (JOPP) and make well-coordinated and timely recommendations to the JFC so that he/she can make informed decisions. On occasion, time will not allow for desired coordination and thorough mission analysis; in these cases, crisis action planning is conducted using an abbreviated JOPP. Each commander will have his/her own decision-making style. The CSEL needs to know the commander’s preferred decision-making



style and should help the staff to work within the commander's preferences, and to inform others as to the commander's style.

### **Decision-making Styles – Key Observations and Insights:**

- Understand differences in commanders' decision-making styles and be flexible enough to adapt and complement them. Some commanders use small groups. Other commanders prefer using larger, inclusive groups to receive, deliberate on, and make decisions. Use of either style has information sharing and battle rhythm implications. The effective CSEL does not have to *adopt* the commander's style but rather *adapt* to his/her commander's style.
- Commanders have different preferences when interacting with the staff and subordinates, e.g., one-on-one, through the COS, by secure VTC, or in person. Determine your commander's preference and identify how to accommodate his/her preferred means.
- Understand how your commander views the use of the CSEL, deputies, the COS, J-Dirs, and the Special Staff. Understand and leverage the command's Terms of Reference (TOR).
- Differentiate information requirements and preferred ways to receive information (e.g., CCIR, reporting, and briefing implications). Many commanders prefer graphics while others prefer words to support their decision making.

**6.0 CSEL SUPPORT IN JTF HQs.** Often a crisis has already occurred when the HHQ decision is made to activate a JTF HQ; therefore, the new JTF leadership is often placed in a reactive mode from the beginning of the operation. Consequently, there are numerous challenges when forming, staffing, organizing, equipping, deploying, and operating a JTF HQs on short notice and under the scrutiny of the media and HHQ. Moreover, JTFs often employ multiple C2 echelons, e.g., advanced JTF HQ C2 element, main JTF HQ, and rear JTF HQ. Deploying and integrating JTF HQ C2 elements, various Services' forces, and other capabilities from multiple locations to a joint operations area (JOA) on short notice is a complex endeavor. Furthermore, JTF entry may be contested by a resourceful enemy with formidable anti-access area denial (A2/AD) capabilities. A strong JTF CSEL helps the HQ as it plans, coordinates, directs, monitors, assesses, and manages hundreds of actions in a crisis.

### **CSEL Support in JTF HQs – Key Observations and Insights:**

- Develop a list of critical tasks that only the CSEL should do/can do once the HQ is notified that it will assume a JTF HQ role. De-conflict, coordinate, and synchronize this list with the commander's and other senior leaders' lists of critical tasks. These lists of tasks can be developed through a table-top exercise (TTX) with other senior leaders.
- Small, well organized HQs are more efficient and sustainable than large HQs. The CSEL should recommend requesting all appropriate augmentation packages such as the Joint Enabling Capabilities Command (JECC), Joint Task Force-Port Opening (JTF-PO), Joint Contingency Acquisition Support Office (JCASO), Joint Planning Support Element (JPSE), Joint Communications Support Element (JCSE), and Joint Public Affairs Support Element (JPASE). These capabilities provide tailored and functional expertise to the JTF HQ.
- The CSEL needs to look at the JTF Joint Manning Document (JMD) and determine where NCOs can help fill requirements in the various staff directorates.

- The CSEL, in conjunction with the J2, J3, J4, and J6 Senior Enlisted Leaders, should be familiar with the JTF HQ Joint Mission Essential Equipment List (JMEEL) and help determine if the suite of communications- and intelligence-related equipment is adequate for the newly activated HQ.
- JTF CSELs need to maintain a broad aperture. CSELs need to be aware of every capability that the command has access to, and endeavor to establish relationships that will ensure things are done. Never take “No” from a person who does not have the authority to say “Yes.”
- An effective JTF CSEL develops a thorough understanding of how his/her HQ and the JTF will conduct joint reception, staging, onward movement, and integration (JRSOI).
- The deputy commander, COS, and CSEL are critical in ensuring dual-hatted US and coalition commanders accomplish national and coalition responsibilities and maintain relationships with mission partners.
- Unless close CSEL-to-CSEL relationships already exist, the JTF CSEL must establish relationships with the higher, subordinate, and supporting HQs CSELs at earliest opportunity.
- As stated earlier in this focus paper, there are numerous stakeholders in the interorganizational coordination community; the JTF CSEL can help the commander by advising him about both potential missteps and opportunities.
- Based on experience, JTF CSELs can play a key role in developing and translating authorities (e.g., rules of engagement [ROE]) into something that subordinate units can understand when conducting operations. CSELs can also play a key role in reminding commanders to seek appropriate authorities to accomplish planned actions.
- JTFs normally work with at least one US embassy during a crisis, and the CSEL should have a broad understanding of the relationships that need to be leveraged with the embassy’s country team. Understand the Senior Defense Official (SDO) and Defense Attaché (DATT) roles.
- Force protection is always a consideration for a JTF, and the CSEL will have to work with the US embassy’s Regional Security Officer (RSO) and Marine Security Guard Detachment to address protection issues.
- The JTF CSEL confirms that an effective personnel recovery (PR) system exists for the JTF.
- Multinational partners have different authorities, ROE, RUF, national caveats, and restrictions. JTF CSELs can play an important role in sorting them out, but this can be a challenge when allied nations or partner agencies do not have a CSEL in their chains of command.
- An effective CSEL participates actively in mission rehearsal exercises to gain an understanding of the complex nature of pending JTF operations.
- A CSEL can facilitate the JTF crisis action planning and decision-making processes by helping the commander frame the problem at hand and articulating the commander’s thinking, intent, and guidance to the staff and subordinate commands. This is particularly important because the CSEL can bridge gaps caused by different echelons of command operating at different speeds.
- JTF CSELs can also facilitate the joint planning process, especially in crisis action planning, by challenging facts and assumptions based on the CSELs’ experiences.

## 7.0 GLOSSARY: ABBREVIATIONS AND ACRONYMS

A2/AD: Anti-access Area Denial	JMD: Joint Manning Document
B2C2WG: Boards, Bureaus, Centers, Cells, and Working Groups	JMEEL: Joint Mission Essential Equipment List
CCDR: Combatant Commander	JOA: Joint Operations Area
CCIR: Commander's Critical Information Requirements	JOC: Joint Operations Center
CCMD: Combatant Command	JOM: Joint Operations Module
CJTF: Commander, Joint Task Force	JOPP: Joint Operation Planning Process
COS: Chief of Staff	JPASE: Joint Public Affairs Support Element
DATT: Defense Attaché	JPSE: Joint Planning Support Element
DIME: Diplomatic, Informational, Military, and Economic	JRSOI: Joint Reception, Staging, Onward Movement, and Integration
DOD: Department of Defense	JTF: Joint Task Force
DOS: Department of State	JTF-PO: Joint Task Force-Port Opening
FCC: Functional Combatant Command	KLE: Key Leader Engagement
FDO: Foreign Disclosure Office(r)	KMO: Knowledge Management Office(r)
GCC: Geographic Combatant Command	NATO: North Atlantic Treaty Organization
HQ: Headquarters	OPT: Operational Planning Team
HHQ: Higher Headquarters	PMESII: Political, Military, Economic, Social, Information, and Infrastructure
ICC: Interagency Coordination Center	PAO: Public Affairs Office(r)
IMO: Information Management Office(r)	POLAD: Political Advisor; also referred to as Foreign Policy Advisor
ISAF: International Security Assistance Force	PR: Personnel Recovery
ISIS: Islamic State of Iraq and Syria (English translation)	ROE: Rules of Engagement
JAG: Judge Advocate General	RSO: Regional Security Office(r)
JCASO: Joint Contingency Acquisition Support Office	RUF: Rules for the Use of Force
JCSE: Joint Communications Support Element	SEAC: Senior Enlisted Advisor to the Chairman of the Joint Chiefs of Staff
J-Dir: Joint Staff Director (e.g., J3, J4, and J6)	SDO: Senior Defense Official
JECC: Joint Enabling Capabilities Command	SEJPME: Senior Enlisted Joint Professional Military Education
JFC: Joint Force Commander	SG: Surgeon General
JIIM: Joint, Interagency, Intergovernmental, and Multinational	TOR: Terms of Reference
JLOC: Joint Logistics Operations Center	TTX: Table-top Exercise



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