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 - National Guard State Partnership Program
- **Globally Integrated Operations**
 - Global Military Integration – Executive Summary for Fellows
 - “Strategic Inflection Point,” Joint Force Quarterly, by General Mark A. Miley, 3rd Quarter 2023, pp. 6-15
- **JWC Overview and Operationalizing JWC (Placeholder)**
 - Joint Force Development (J7) Talking Points: Joint Warfighting Concept 3.0
- **Authorities**
 - United States Code (U.S.C.) Quick Reference
 - Rules of Engagement (ROE) Considerations for the JTF Commander
- **Setting Conditions**
- **Sustainment**
- **Joint Force All-Domain Operations**
 - Secretary of Defense Memorandum: Information as a Joint Function, September 15, 2017
 - Cognitive Biases Poster
 - JP 3-04: Information in Joint Operations Information Sheet
- **HQ Organization and Process Insights**
 - JTF Senior Leader Terms of Reference (TOR) Example

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Welcome to the



Administrative Remarks and Course Overview

SGM Philson Tavernier, USA
Deployable Training Division
Joint Staff J7

The overall classification is

UNCLASSIFIED

- **Who we are**
- **KEYSTONE Joint Operations Module Overview**
- **Admin**
- **Group Assignments**
- **Senior Mentors**

Deployable Training Division

Function: Provide joint training and education from a global perspective to improve the operational effectiveness of the Joint Force.

Highly Qualified Expert – Senior Mentor Program

**DEPLOYABLE
TRAINING
TEAMS**



15 Billets

Audiences
Joint Staff
All Combatant Commands
Sub-unified Commands
JTFs

**SENIOR
LEADER EDUCATION**



- Principles**
- Understanding strategic environment
 - Focused on Readiness
 - Efficient & Effective use of resources
 - Tailored to specific audiences

Team of Teams
Multiple training partners: Service, JECC, MCTP, Doctrine, Education, Joint Staff, Future Joint Force Development

- Continuum**
- JKO courses
 - Facilitated Seminars:
 - Academic, Senior Leader & Strategic Appreciation
 - Staff Assist Visits
 - CPX / MRX

- Products / Solutions**
- Facilitated After Action Review
 - Executive Summary Report
 - Focus Papers
 - Blended Learning Training Packages

- PINNACLE**
- Facilitated discussion led by Combatant Commander & four star Senior Fellows
 - Focus on National Policy with international implications & integration into campaign plans.

- CAPSTONE & KEYSTONE**
- Facilitated plenary and small group seminars led by NDU Senior Fellows
 - Focus on Operational Art and Commander-centric, whole of government approach to Joint Operations

KEYSTONE Joint Operations Module (JOM)

KEYSTONE Learning Areas:

- National Military Capabilities and Organization
- Joint Doctrine
- Joint Interagency, Intergovernmental, and Multinational Capabilities
- Joint Force Leadership

JOM Premise

- Discuss challenges you may likely face in the future
 - *Captured from Combatant Commands & JTF Headquarters worldwide*
- Draw out your ideas / discussion
- Move discussion toward experience-based solutions leveraging Senior Fellow experience (*in a non-attribution environment*)
- Emphasis on peer-to-peer learning
- Sharing Insights and Best Practices culled from headquarters worldwide

Seminar construct

- Challenges slide (initial focus) - define the problem...

Instructional Resources

	<u>Section</u>
• Participant Guide	
– Module Overview	iii
– DTD Points of Contact	v
– Senior Leader Reference Sheet	vii
– Joint Staff J7 Leadership, Senior Fellow, and Guest Speaker Biographies	ix
– Unclassified JOM materials	1-9
– Abbreviations and Acronyms List	GLOSSARY
• Brochure: Schedule of events / Floor plan	
• Reference Library located in the ECC lobby	
• Unclassified Course Materials and Useful Links (https://keystone.ndu.edu/End-of-Course-Info/)	

Facilities

- **Executive Conference Center**
- **Head facilities**
- **Dining Facility**
- **Multi-Purpose Room (MPR)**
 - Internet access & phones
 - Reference Library
- **Support Center: (Just outside the dining facility)**
 - (757) 203-6351
 - DSN 668-6351
 - Fax: (757) 203-6361
 - DSN 668-6361
- **Small group rooms**
- **Fire Safety (alarm & nearest exit)**
- **Smoking**
- **Messages and phone access**
- **Conference Center**
 - Microphones (push-to-talk)
 - Secured in the evenings. Leave binders at desk if desired
- **Medical**

Reference Library List

(The bookcase with available documents is located in the Dining Facility)

The following documents are available in our Reference Library. You are welcome to take them with you. The Insights and Best Practices Focus Papers (19 Papers) are available on the web at http://www.jcs.mil/Doctrine/focus_papers.aspx# or by typing “JEL Focus Papers” in any search engine:

National Security Strategy, October 2022

National Military Strategy 2022, Strategic Discipline

National Cybersecurity Strategy, March 2023

Joint Risk Analysis Methodology (JRAM), CJCSM 3105.01B, 22 Dec 2023

Insights and Best Practices Functional Focus Papers (19 Papers):

- Assessment and Risk, 3rd Ed., March 2020
- Authorities, 2nd Ed., October 2016
- Chief of Staff Roles and Functions at Joint Headquarters, 2nd Ed., January 2020
- Combatant Command (CCMD) Command and Control Organizational Options, 3rd Ed. May 2022
- Commander’s Critical Information Requirements (CCIRs), 4th Ed., January 2020
- Communication Strategy and Synchronization, 1st Ed., May 2016
- Design and Planning, 1st Ed., July 2013
- Forming a JTF HQ, 1st Ed., September 2015
- Integration and Synchronization of Joint Fires, 4th Ed., July 2018
- Intelligence Operations, 3rd Ed., September 2019
- Interorganizational Cooperation, 5th Ed., April 2018
- The Joint Command Senior Enlisted Leader, 4th Ed., August 2021
- Joint Headquarters Organization, Staff Integration, and Battle Rhythm, 3rd. Ed., September 2019
- Joint HQ Terms of Reference (TOR), February 2019
- Joint Operations, 5th Ed., November 2017
- JTF C2 and Organization, 2nd Ed., January 2020
- Knowledge and Information Management, 3rd Ed., May 2018
- Mission Command, 2nd Ed., January 2020
- Sustainment, 6th Ed., May 2022



Post-course Unclassified Course Materials and Useful Links

(<https://keystone.ndu.edu/End-of-Course-Info/>)



For reach back to Joint Staff J7's Deployable Training Team, email js.dsc.j7.mbx.joint-training@mail.mil

KEYSTONE Joint Operations Module (JOM) Useful Links:

Useful Websites

[Senior Enlisted Advisor to the Chairman's website](#) – Website features a link to the SEAC's Reading List.

[Joint Chiefs of Staff Website](#) (Publically Accessible)

[Joint Staff Portal](#) (CAC Required)

[Joint Lessons Learned Information System \(JLLIS\)](#) (CAC Required) - facilitates the collection, tracking, management, sharing, collaborative resolution and dissemination of lessons learned to improve the development/readiness of the Joint Force.

[Joint Knowledge Online \(JKO\)](#)

[The Noncommissioned Officer and Petty Officer: Backbone of the Armed Forces](#)

Deployable Training Division's Insights and Best Practices Papers

[Insights and Best Practices Focus Papers Library](#) on the **Joint Electronic Library Website** (Publicly Accessible) - The DTD gains insights on operational matters through regular contact and dialogue with combatant and joint task force commanders, collecting and comparing practices. The DTD draws out and refines "insights" and "best practices," publishing them, and sharing them across the operational, training, lessons learned, doctrine, and joint development communities.

Reference Library

[CJCS Directives Library](#) – Instructions, Manuals, Notices, and Guides

[DOD Directives Division](#) – DOD Issuances, DOD Forms.

[Joint Chiefs of Staff Website, Global Integration: What Is It?](#) - Learn more about global integration and how it informs decision making for the Chairman of the Joint Chiefs of Staff and the advice the Chairman provides to the Secretary of Defense to support the National Defense Strategy and help the Department of Defense maintain its competitive advantage.

[Globally Integrated Operations Video](#) – Accessible from .mil domains.

[Joint Doctrine Publications](#) (Publicly Accessible)

[Joint Electronic Library Plus \(JEL+\)](#) (CAC Required) – Joint doctrine, training, lessons learned, and concepts.

[DOD Dictionary of Military and Associated Terms](#)

Strategic Policy and Guidance/U.S. National Policies

[National Military Strategy 2022](#)

[National Response Framework](#)

[National Incident Management System](#)

[Strategy for Operations in the Information Environment](#), July 2023

Also provided on the NDU KEYSTONE website (<https://keystone.ndu.edu/End-of-Course-Info/>):

Unclassified JOM slides, Global integration – Executive Summary for Keystone Fellows, and supplemental materials provided in the Participant Guide

Link to the Joint Risk Analysis Methodology (JRAM), CJCSM 3105.01B, 22 Dec 2023:
<https://www.jcs.mil/Portals/36/Documents/Library/Manuals/CJCSM 3105.01B.pdf>

Senior Leadership Library

BOOKS

2034	Ackerman, Eliot
The AI Driven Leader	Woods, Geoff
AI Superpowers	Lee, Kai Fu
Always at War	Deaile, Melvin
The Anatomy of Courage: The Classic WWI Study of the Psychological Effects of War	Lord Moran
Armed Servants: Agency, Oversight, and Civil-Military Relations	Feaver, Peter
Arms and Influence	Schelling, Thomas
The Art of Thinking Clearly	Dobelli, Rolf
Atomic Habits	Clear, James
Autocracy, Inc.: The Dictators Who Want to Run the World	Applebaum, Anne
Avoidable War: Dangers of a Catastrophic Conflict between US & Xi Jinping's China	Rudd, Kevin
Barbarossa	Clark, Alan
Be the Unicorn: 12 Data-Driven Habits that Separate the Best Leaders from the Rest	Vanderbloem, William
Beans, Bullets, and Black Oil - The Story of Fleet Logistics Afloat in the Pacific During World War II	Carter, Worrall
Bloodlands: Europe Between Hitler and Stalin	Snyder, Timothy
The Bomb: President, Generals and the Secret History of Nuclear War	Kaplan, Robert
Burn In	Singer, PW & Cole, August
Can't Hurt Me	Goggins, David
Centers of Gravity and Critical Vulnerabilities: Building on the Clausewitzian Foundation So That We Can All Speak the Same Language	Strange, Joe
The Checklist Manifesto	Gawande, Atul
Chip War: The Fight for the World's Most Critical Technology	Miller, Chris
Choke	White, Hugh & Beilock, Sian
Choosing Your Battles: American Civil-Military Relations and the Use of Force	Feaver, Peter
Coddling of the American Mind	Lukianoff, Greg
The Coming Wave	Suleyman, Mustafa
Command & Control: Nuclear Weapons, the Damascus Accident, & the Illusion of Safety	Schlosser, Eric
Command Decisions	Greenfield, Kent
Countdown: The Blinding Future of Nuclear Weapons	Scoles, Sarah
Crumbling Foundation of America's Military	Bowden, Mark
Culture Hacks: : Deciphering Differences in American, Chinese, & Japanese Thinking	Conrad, Richard
Dare to Lead	Brown, Brene
Defeat Into Victory: Battling Japan in Burma and India, 1942-1945	Slim, William
Democracy: Stories from the Long Road to Freedom	Rice, Condoleezza
Destined for War: Can America and China Escape Thucydides' Trap	Allison, Graham
The Dictator's Handbook: Why Bad Behavior Is Almost Always Good Politics	de Mesquita, Bruce
The Dragon and the Snake: How the Rest Learned to Fight the West	Kilcullen, David
Extreme Ownership	Willink, Jocko
The Face of Battle: A Study of Agincourt, Waterloo and the Somme	Keegan, John
Fat Leonard: How One Man Bribed, Bilked, and Seduced the U.S. Navy	Whitlock, Craig
Fiery Peace in a Cold War: Bernard Schriever and the Ultimate Weapon	Sheehan, Neil
Foiled by Randomness: The Hidden Role of Chance in Life and in the Markets	Taleb, Nassim
The Fragile Balance of Terror: Deterrence in the New Nuclear Age	Narang, Vipin
Freedom's Forge: How American Business Produced Victory in World War II	Herman, Arthur
The Friction Project: How Smart Leaders Make the Right Things Easier & the Wrong Things Harder	Rao, Huggy & Sutton, Robert
Future of Geography	Marshall, Tim
Generalship: Its Diseases & Their Cure: A Study Of The Personal Factor In Command	Fuller, JFC
The Geography of Thought: How Asians & Westerners Think Differently & Why	Nisbett, Richard
Ghost Fleet	Singer, PW
The Good War	Terkel, Studs
The Hank Show: How a House-Painting, Drug-Running DEA Informant Built the Machine That Rules Our Lives	Funk, McKenzie
Hidden Potential	Grant, Adam
How CEOs Manage Time	Porter, Michael
How Not to Be Wrong: The Power of Mathematical Thinking	Ellenburg, Jordan
How to Win Friends and Influence People	Carneige, Dale
Humility Is the New Smart: Rethinking Human Excellence in the Smart Machine Age	Hess, Edward
The Hundred-Year Marathon	Pillsbury, Michael
Infinite Game	Sinek, Simon
Inspired to Serve: Final Report of the National Commission on Military, National, and Public Service	Natl Commission on Military, National, Public Service
The Kill Chain	Brose, Christian
The Last Stand of the Tin Can Sailors	Hornsfischer, James
Leadership: Six Studies in World Strategy	Kissinger, Henry
Leadership and Self-Deception	The Arbinger Institute
Leadership: In Turbulent Times	Goodwin, Doris
Leadership is a Relationship	Erwin, Michael

Senior Leadership Library

Learning War: The Evolution of Fighting Doctrine in the U.S. Navy, 1898-1945	Hone, Tren
Legacy: What the All Blacks Can Teach Us About the Business of Life	Kerr, James
Legacy of Ashes: The History of the CIA	Weiner, Tim
The Liberation Trilogy	Atkinson, Rick
Life After Power: 7 Presidents & Their Search for Purpose Beyond the White House	Cohen, Jared
Likewar: The Weaponization of Social Media	Singer, PW
Lincoln on Leadership: Executive Strategies for Tough Times	Phillips, Donald
The Masks of War: American Military Styles in Strategy and Analysis	Builder, Carl
The Melting Point: High Command and War in the 21st Century	GEN McKenzie, Kenneth
Military Readiness: Concepts, Choices, Consequences	Betts, Richard
A Minute to Think: Reclaim Creativity, Conquer Busyness, & Do Your Best Work	Funt, Juliet
Neptune's Inferno: The U.S. Navy at Guadalcanal	Hornsfischer, James
Never Split the Difference: Negotiating as if Your Life Depended on It	Voss, Chris
New Cold Wars: China's Rise, Russia's Invasion & America's Struggle to Defend the West	Sanger, David
The New Rules of War: Victory in the Age of Durable Disorder	McFate, Sean
Not a Good Day to Die	Naylor, Sean
Nuclear War: A Scenario	Jacobsen, Annie
One Second After	Forstchen, William
Other People's War: The U.S. Military & the Challenge of Learning from Foreign Conflicts	Sterling, Brent
Outliers	Gladwell, Michael
Pacific War Trilogy	Toll, Ian
Party of One: Rise of Xi Jinping	Wong, Chun Han
Party, Politics, and the Post-9/11 Army	Urban, Heidi
The Perfect Weapon: How the Cyber Arms Race Set the World Afire	Sanger, David
Political Warfare: Strategies for Combating China's Plan to "Win Without Fighting"	Gershaneck, Kerry
Power of Communication: Skills to Build Trust, Inspire Loyalty, & Lead Effectively	Garcia, Helio
Principles for Dealing with a Changing World Order	Dalio, Ray
Prisoners of Geography	Marshall, Tim
Race of Aces: WWII's Elite Airmen & the Epic Battle to Become the Masters of the Sky	Brunning, John
The Rape of Nanking: The Forgotten Holocaust of World War II	Chang, Iris
Ready Player One: A Novel	Cline, Ernest
Rebuilding the Arsenal of Democracy	CSIS
The Red Atlas	Davies, John
Red Handed: How American Elites Get Rich Helping China Win	Schweizer, Peter
Red Roulette	Shum, Desmond
Red Star Over the Pacific	Yoshihara, Toshi
Resourcing War	Grable, Samuel
The Return of Great Power War	Heath, Timothy
Rookie Smarts	Wiseman, Liz
Sandworm	Greenberg, Andy
The Second Most Powerful Man in the World: The Life of Admiral William D. Leahy, Roosevelt's Chief of Staff	O'Brien, Phillips
7 Deadly Scenarios: A Military Futurist Explores War in the Twenty-First Century	Krepinevich, Andrew
Seven Seconds to Die	Antal, John
Simple Rules: How to Thrive in a Complex World	Eisenhardt, K
Six Frigates: The Epic History of the Founding of the U. S. Navy	Toll, Tim
SOG: Secret Wars of America's Commandos in Vietnam	Plaster, John
The Soldier and the State: The Theory and Politics of Civil-Military Relations	Huntington, Samuel
The Speed of Trust	Covey, Stephen
Start With Why	Sinek, Simon
The Strategy of Denial: American Defense in an Age of Great Power Conflict	Colby, Elbridge
Sun Tzu in Space	Miller, George
Superforecasting: The Art and Science of Prediction	Tetlock, Philip
Surf When You Can: Lessons in Life, Loyalty, & Leadership from a Maverick Navy Captain	Crozier, Brett
Thanks for Your Service: The Causes & Consequences of Public Confidence in the U.S. Military	Feaver, Peter
Thinking about Deterrence	Lowther, Adam
Thinking in Bets: Making Smarter Decisions When You Don't Have All the Facts	Duke, Annie
Three Dangerous Men: Russia, China, Iran and the Rise of Irregular Warfare	Jones, Seth
Rule the Waves: How Control of the World's Oceans Shapes the Fate of the Superpowers	Jones, Bruce
Turn the Ship Around	Marquet, L. David
Twilight War	Crist, David
Unleashed: The Unapologetic Leader's Guide to Empowering Everyone Around You	Frei, Francis
Unrestricted Warfare	Liang, Qiao
Upstream: The Quest to Solve Problems Before They Happen	Heath, Dan
U.S. Foreign Policy: Shield of the Republic	Lippman, Walter
The Utility of Force: The Art of War in the Modern World	Gen Smith, Rupert
Victory on the Potomac: The Goldwater-Nichols Act Unifies the Pentagon	Locher, James
War in 140 Characters: How Social Media Is Reshaping Conflict in the 21st Century	Patrikarakos, David

Senior Leadership Library

War Plan Orange: The U. S. Strategy To Defeat Japan, 1897-1945	Miller, Edward
War Without Rules: China's Playbook for Global Domination	Spalding, Robert
We Are Bellingcat: Global Crime, Online Sleuths, and the Bold Future of News	Higgins, Eliot
White Sun War: The Campaign for Taiwan	Ryan, Mick
Wins, Losses, and Lessons: An Autobiography	Holtz, Lou
Wiring the Winning Organization: Liberating Our Collective Greatness through Slowification, Simplification, and Amplification	Kim, Gene & Spears, Steven
World Order: Reflections on the Character of Nations and the Course of History	Kissinger, Henry

PODCASTS

China Power	CSIS China Power Project
Face-Off: The U.S. vs China	
From the Green Notebook (FTGN)	
Hidden Brain	
Intelligence Matters	
The Lawfare Podcast	
Moment is Leadership	
The Prince	The Economist
The Rest is History	
School of War	

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A Comprehensive Approach to Unified Action

***Mr. Dave Wagner
Lead, Chief Analyst Trainer
Deployable Training Division
Joint Staff J7***

The overall classification of slides is

UNCLASSIFIED

Challenges

- **Strategic Alignment**
- **National Policy and the Interagency Process**
- **Unity of Effort with Allies and Partners**

Strategic Alignment



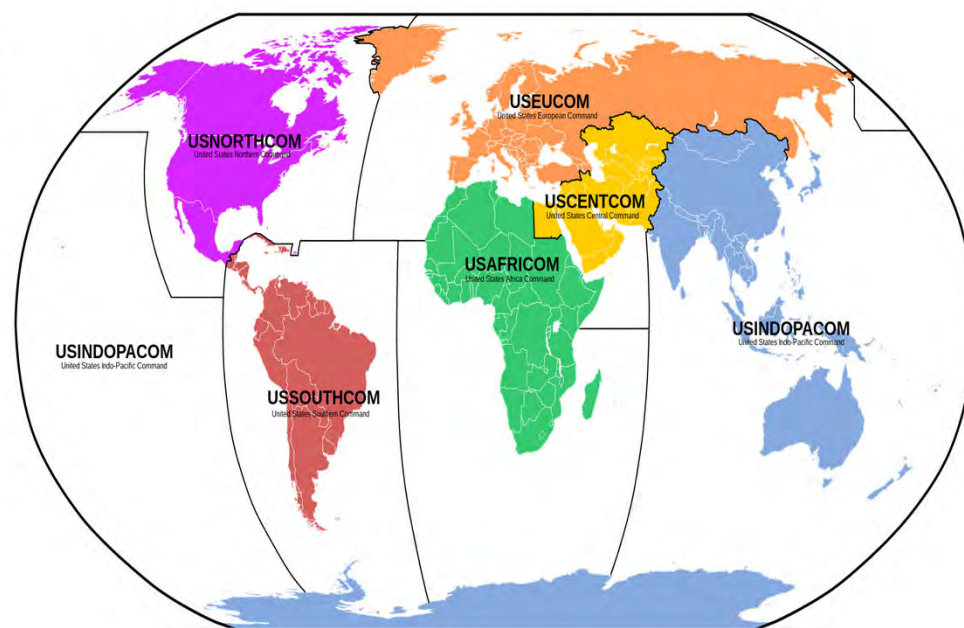
National Security Strategy



National Defense Strategy



National Military Strategy



FUNCTIONAL CCMDs:
CYBERCOM / SOCOM / SPACECOM / STRATCOM / TRANSCOM

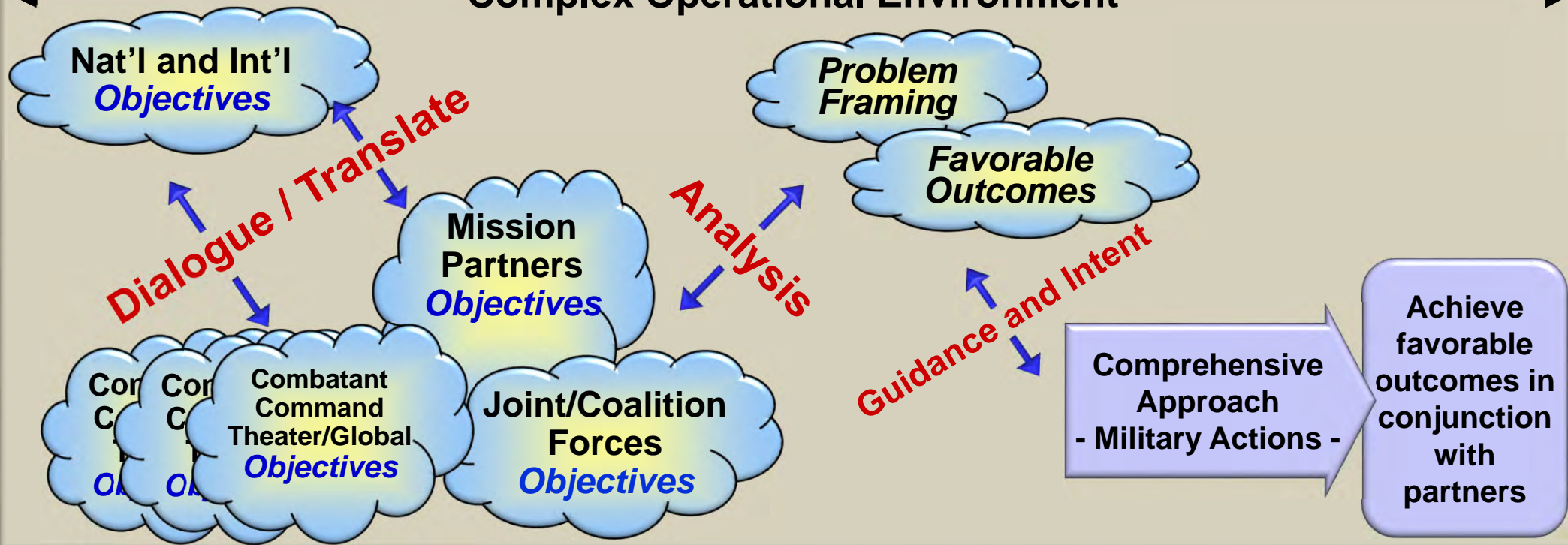
Insights

- ***Increased importance of allies, partners, interagency***
- ***Alignment and nesting of documents; all illuminate the changing strategic environment***
- ***Pursue global alignment across CCMDs, WOG, and Allies and Partners***

Strategic Alignment

Strategic Objectives → Operational Approach → Tactical Actions

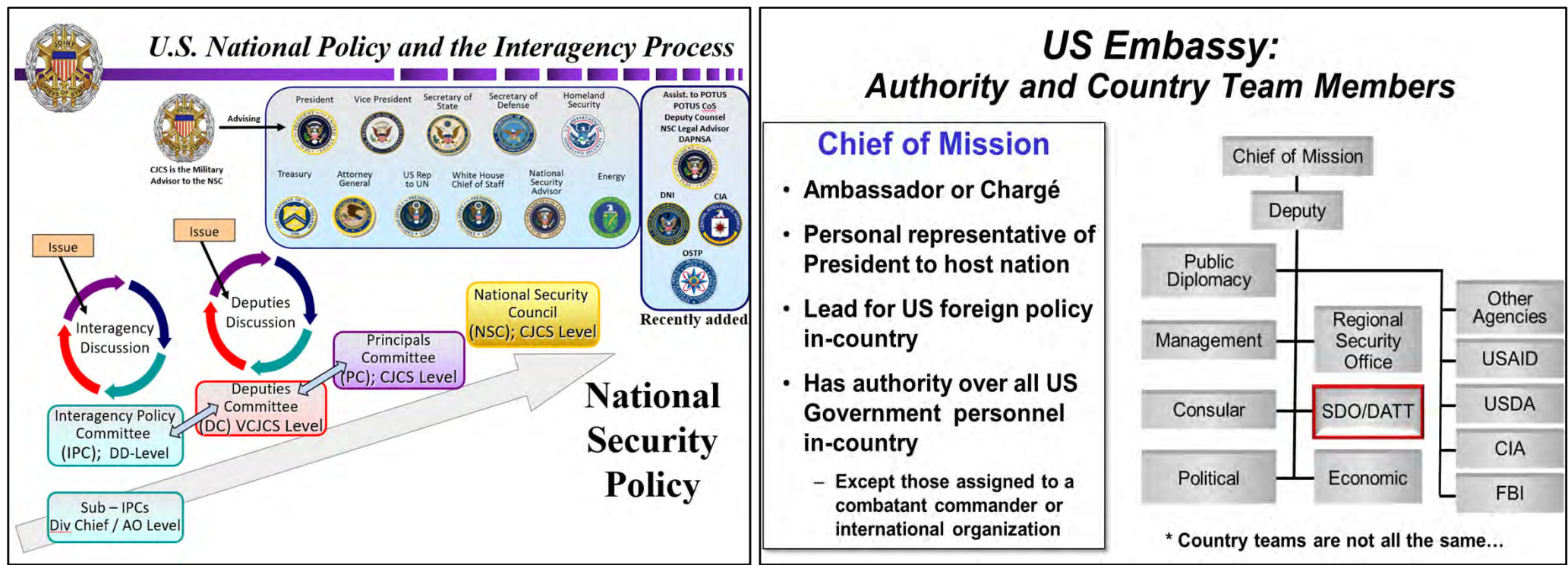
Complex Operational Environment



Insights

- *Translate strategic dialogue into clear guidance and intent to subordinates*
- *Adapt to operating within the complexities of the strategic environment*
- *Retain alignment even under changing conditions*
- *Inform and be informed by continuous strategic dialogue and translation*

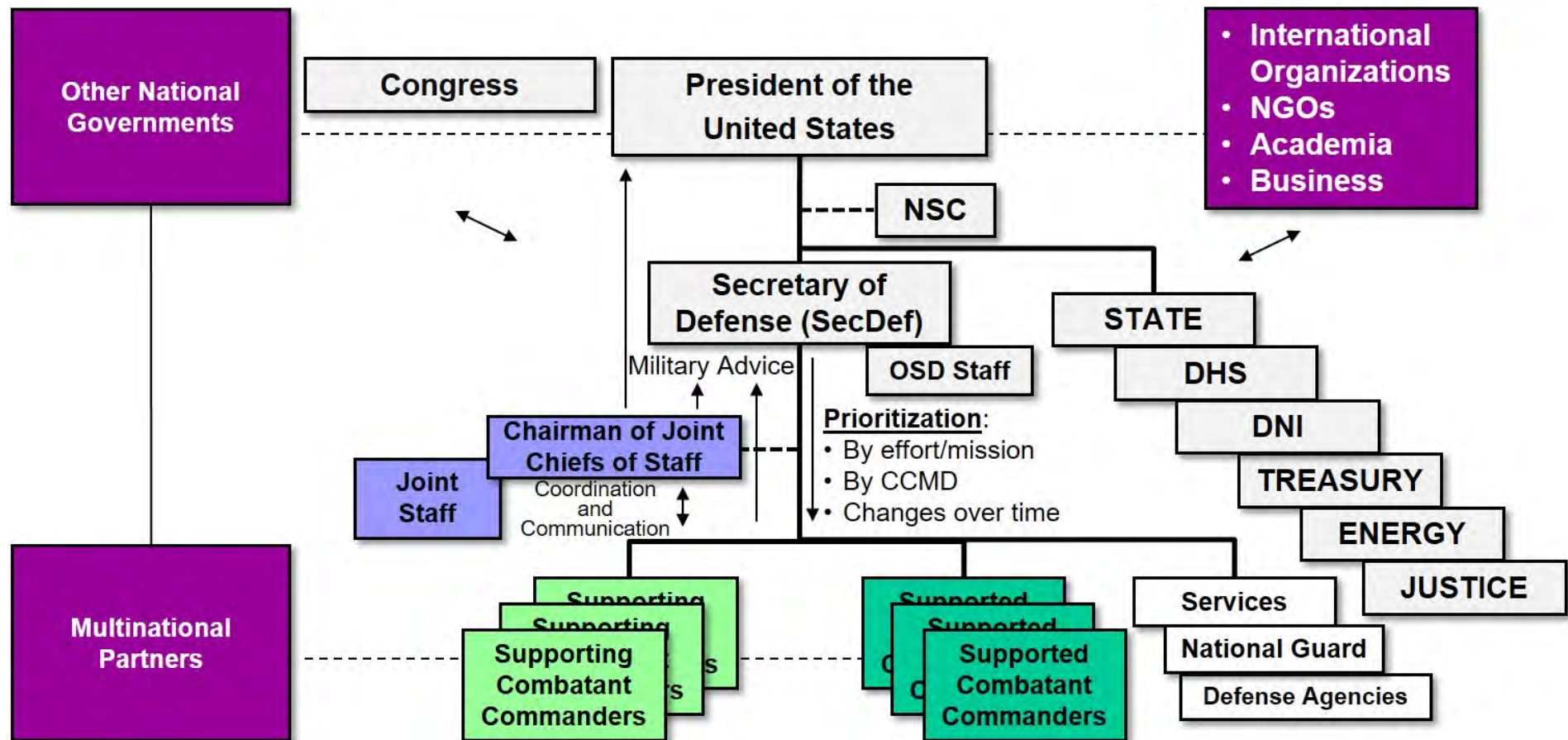
National Policy and the Interagency Process



Insights

- *Operate as part of a whole-of-government effort*
- *Be prepared to assume a supporting role to other interagency partners*
- *Leverage the Country Team as the gateway to agencies in country*

Unity of Effort with Allies and Partners



Insights

- **Commander sets the tone for integration with partners**
- **Every nation operates in accordance with their national interests**
- **Strive toward unity of effort, not unity of command**
- **Integration with allies and partners occurs at all echelons**

Placeholder for CUI

Key Takeaways

“In this age, I don’t care how tactically or operationally brilliant you are, if you cannot create harmony – even vicious harmony – on the battlefield based on trust across service lines, across coalition and national lines, and across civilian / military lines, you really need to go home, because your leadership in today’s age is obsolete. We have got to have officers who can create harmony across all those lines.”

- General James N. Mattis, USMC June 2010

References

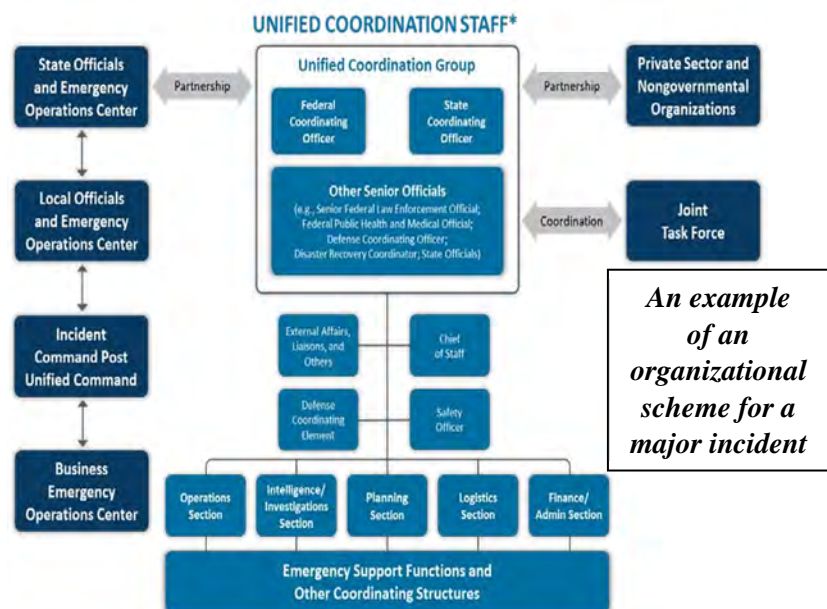
- **DOD Dictionary of Military and Associated Terms**
- **Joint Pub 1, Vol. 1, “Joint Warfighting,” 27 Aug 2023**
- **Joint Pub 1, Vol 2, “The Joint Force,” 19 Jun 2020**
- **Joint Pub 3-0, “Joint Campaigns and Operations,” 18 Jun 2022**
- **National Military Strategy 2022**
- **National Security Strategy 2022**
- **Joint Staff J7 Insights and Best Practices, Interorganizational Cooperation Focus Paper, 5th Edition, Apr 2018**

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Key Department of Homeland Security (DHS) Documents for Interagency Integration with State, Local, Private Sector in Emergency/Disaster Response

The **National Response Framework (NRF)** provides foundational emergency management doctrine for how the Nation responds to all types of incidents. The NRF is built on scalable, flexible, and adaptable concepts identified in the National Incident Management System (NIMS) to align key roles and responsibilities across the Nation. The structures, roles, and responsibilities described in the Framework can be partially or fully implemented in the context of a threat or hazard, in anticipation of a significant event, or in response to an incident. Implementation of the structures and procedures allows for a scaled response, delivery of specific resources and capabilities, and a level of coordination appropriate to each incident. The NRF is structured to help jurisdictions, citizens, nongovernmental organizations and businesses:

- Develop whole community plans
- Integrate continuity plans
- Build capabilities to respond to cascading failures among businesses, supply chains, and infrastructure sectors
- Collaborate to stabilize community lifelines and restore services



The **National Incident Management System (NIMS)** guides all levels of government, nongovernmental organizations and the private sector to work together to prevent, protect against, mitigate, respond to and recover from incidents. NIMS provides stakeholders across the whole community with the shared vocabulary, systems and processes to successfully deliver the capabilities described in the National Preparedness System. NIMS defines operational systems, including the Incident Command System (ICS), Emergency Operations Center (EOC) structures, and Multiagency Coordination Groups (MAC Groups) that guide how personnel work together during incidents. NIMS applies to all incidents, from traffic accidents to major disasters.

National Response Framework website: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/response>

National Incident Management System website: <https://www.fema.gov/emergency-managers/nims>

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United States Department of State

Washington, D.C. 20520

www.state.govUNCLASSIFIED

February 18, 2025

MEMORANDUM FOR ALL DEPARTMENT AND AGENCY
EXECUTIVE SECRETARIES

SUBJECT: Interim Guidance to Chiefs of Mission

The President's Letter of Instruction (PLOI) to Chiefs of Mission is the primary mechanism for communicating the President's foreign policy priorities and defining Chief of Mission (COM) authority and security responsibility. In accordance with E.O. 14145, 14167, 14171, Secretary Rubio has issued interim guidance that immediately rescinds and supersedes the previous administration's Letter of Instruction to Chiefs of Mission. This guidance reminds Chiefs of Mission and Executive branch agencies of their responsibilities until President Trump issues his Letter of Instruction to Chiefs of Mission outlining his priorities.

All questions should be directed to the Office of Management Strategy and Solutions (M/SS/PGP) at MSS-COM@state.gov.

A handwritten signature in blue ink, appearing to read 'Lisa D. Kenna'.

Lisa D. Kenna
Executive Secretary

Attachment:

Message from Secretary Rubio to Chiefs of Mission

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UNCLASSIFIED

MRN: [25 STATE 13056](#)
Date/DTG: Feb 13, 2025 / 131403Z FEB 25
From: SECSTATE WASHDC
Action: ALL DIPLOMATIC AND CONSULAR POSTS COLLECTIVE *Routine*
E.O: 13526
TAGS: AMGT, ASEC, KCOM
Reference: A) [25 STATE 6078](#)
B) [22 STATE 131238](#)
C) [25 STATE 5156](#)
Pass Line: FOR CHIEFS OF MISSION
Subject: Message from Secretary Rubio to Chiefs of Mission

1. The President's Letter of Instruction (PLOI) to Chiefs of Mission (COMs) is the primary mechanism for communicating the President's foreign policy priorities and further defining Chief of Mission authority and security responsibility consistent with U.S. law. In accordance with guidance in ref A, this cable immediately rescinds and supersedes ref B and will serve as interim guidance to COMs until President Trump issues his Letter of Instruction to COMs outlining his priorities.

2. Our foreign policy must champion core American interests and put America and its citizens first. As outlined in ref C, President Trump has articulated a strong, optimistic, and forward-looking agenda for our country and for America's relations with the rest of the world. Our Department will take the lead in revitalizing alliances, strengthening ties with other partners and allies, and countering the malign activities of our adversaries. We will refocus American foreign policy on the realities of today's reemerging great power rivalry. We will explore and creatively exploit the many new and unexpected opportunities that this changing world affords our nation. As I said in my Senate confirmation hearing, "Every dollar we spend, every program we fund, and every policy we pursue must be justified with the

answer to three simple questions: Does it make America safer? Does it make America stronger? Does it make America more prosperous?"

3. **COM Authority:** This guidance reminds all COMs of their full responsibility for the direction, coordination, and supervision of all USG Executive branch activities, operations, and employees in their country or area of assignment, regardless of employment category or location. Unless U.S. law or presidentially approved guidance directs otherwise, the only exceptions are activities, operations, and employees under the command of a U.S. combatant commander; Voice of America (VOA) correspondents on official assignment; and employees officially on the staff of an international organization and performing the functions of that organization.

4. **Direction and Coordination:** COMs report to the President through me. The only authorized channel for instruction to a COM is from the President or from me, unless the President or I direct otherwise. Executive branch agencies with employees under the authority of the COM must keep the COM fully informed of all current and planned activities. Unless prohibited by U.S. law or presidentially approved guidance, the COM has the right to see all communications to or from agencies and their employees under his or her authority.

5. **Policies and Directives:** All agencies with employees under COM authority must ensure those employees comply fully with all applicable policies and directives pertaining to the operations of the mission. COMs must implement clear policies and directives that are consistent with U.S. law and apply consistently across all agencies with employees under COM authority.

6. **Security Responsibility:** COMs must develop and implement policies and programs for the protection of all USG personnel on official duty abroad and their accompanying dependents. Unless an agreement between me and the head of another agency provides otherwise, the only exceptions to this security responsibility are personnel under the command of a U.S. combatant commander who has been designated with a physical area of

responsibility; VOA correspondents on official assignment; personnel officially on the staff of an international organization and performing the functions of that organization; and the authorized accompanying dependents of these excepted personnel.

7. Overseas Staffing: The COM leads interagency teams to implement USG objectives. Each agency must obtain approval from the COM before changing the size, composition, or mandate of their staff under the COM's authority. When considering staffing requests, the COM must ensure the number of personnel at the mission is kept to the minimum necessary to implement the President's foreign policy priorities. Agencies must submit requests to abolish positions that have been vacant for at least two years. The COM retains the authority to approve or disapprove staffing requests based on the President's policy priorities and his or her consultations with the requesting agency. Unless a clear benefit to the USG justifies otherwise, all functions that can be performed effectively and efficiently by personnel domestically or at regional offices overseas should be performed in those locations.

8. DoD Coordination: Unless U.S. law or presidentially approved guidance directs otherwise, COMs and U.S. combatant commanders must keep each other fully informed and coordinate on any matters that affect one another's interests in the country or area of assignment, including initiatives regional in scope and impact. Unless presidentially approved guidance directs otherwise, any disagreements that the COM cannot resolve with a U.S. combatant commander must be reported to me and the Secretary of Defense for resolution.

9. Country Clearance: All USG personnel, including travelers on temporary duty, must obtain approval from the COM before entering the country or area of assignment on official business. A COM may grant, withhold, or limit country clearance as he or she deems necessary. While all agencies will generally submit country clearance requests using automated systems provided by the Department and DoD, the COM may authorize use of other processes when warranted.

10. For any questions on this guidance, please contact M/SS/PGP at MSS-COM@state.gov.

Signature: RUBIO

XMT: BASRAH, AMCONSUL; CARACAS, AMEMBASSY; CHENGDU, AMCONSUL;
KABUL, AMEMBASSY; MINSK, AMEMBASSY; SANAA, AMEMBASSY; ST
PETERSBURG, AMCONSUL; VLADIVOSTOK, AMCONSUL;
YEKATERINBURG, AMCONSUL

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NATIONAL GUARD STATE PARTNERSHIP PROGRAM

115 PARTNER NATIONS

SOUTHCOM (30 ¹)		
Argentina	GA	2016
Belize	LA	1996
Bolivia	MS	1999
Brazil	NY	2018
Chile	TX	2008
Colombia	SC	2012
Costa Rica	NM	2006
Dominican Republic	PR	2003
Ecuador	KY	1996
El Salvador	NH	2000
Guatemala	AR	2002
Guyana	FL	2003
Haiti	LA	2011
Honduras	PR	1998
Jamaica	DC	1999
Nicaragua	WI	2003
Panama	MO	1996
Paraguay	MA	2001
Peru	WV	1996
Regional Security System	FL/VI	2006
Suriname	SD	2006
Trinidad and Tobago	DE	2004
Uruguay	CT	2000
Venezuela *	FL	1998

NOTES:

1. Regional Security System (RSS) listed as one partnership, but the RSS comprises seven member nations: 1) Antigua and Barbuda, 2) Barbados, 3) Dominica, 4) Grenada, 5) Saint Kitts and Nevis, 6) Saint Lucia, 7) Saint Vincent and the Grenadines
2. Partner Nations are paired with the 50 states, District of Columbia, Guam, Puerto Rico and the Virgin Islands

*=domant relationship

NORTHCOM (2)		
Bahamas	RI	2005
Mexico	TBD	2025

AFRICOM (25)		
Angola	TBD	2024
Benin	ND	2014
Botswana	NC	2008
Burkina Faso	DC	2018
Cabo Verde	NH	2021
Côte d'Ivoire	TBD	2025
Djibouti	KY	2015
Gabon	WV	2024
Ghana	ND	2004
Kenya	MA	2015
Liberia	MI	2009
Malawi/Zambia	NC	2023
Mauritius/Seychelles	TBD	2025
Morocco	UT	2003
Niger	IN	2017
Nigeria	CA	2006
Rwanda	NE	2019
Senegal	VT	2008
Sierra Leone	MI	2024
South Africa	NY	2003
Tanzania	NE	2024
Togo	ND	2014
Tunisia	WY	2004

CENTCOM (11)		
Egypt	TX	2020
Jordan	CO	2004
Kazakhstan	AZ	1993
Kyrgyzstan	MT	1996
Oman	AZ	2022
Qatar	WV	2018
Kingdom of Saudi Arabia	IN/OK	2024
Tajikistan	VA	2003
Turkmenistan	MT	2021
United Arab Emirates	TX	2025
Uzbekistan	MS	2012

INDOPACOM (18)		
Bangladesh	OR	2008
Cambodia	ID	2008
Indonesia	HI	2006
Malaysia	WA	2017
Marshall Islands	TBD	2025
Mongolia	AK	2003
Nepal*		2019
Palau	GU	2024
Papua New Guinea	WI	2020
Philippines	GU/HI	2000
Sri Lanka / Maldives	MT	2020 / 21
Thailand	WA	2002
Timor-Leste	RI	2020
Tonga / Fiji / Samoa	NV	2014 / 18 / 23
Vietnam	OR	2012

EUCOM (29)		
Albania	NJ	2001
Armenia	KS	2002
Austria	VT	2021
Azerbaijan	OK	2002
Bosnia Herzegovina	MD	2003
Bulgaria	TN	1993
Croatia	MN	1996
Cyprus	NJ	2022
Czech Republic	TX/NE	1993
Estonia	MD	1993
Finland	VA	2024
Georgia	GA	1994
Hungary	OH	1993
Kosovo	IA	2011
Latvia	MI	1993
Lithuania	PA	1993
Moldova	NC	1996
Montenegro	ME	2006
North Macedonia	VT	1993
Norway	MN	2023
Poland	IL	1993
Portugal	TBD	2025
Romania	AL	1993
Serbia	OH	2005
Slovakia	IN	1993
Slovenia	CO	1993
Sweden	NY	2024
Switzerland	TBD	2025
Ukraine	CA	1993

MAY 2025

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Globally Integrated Operations

***Mr. Dave Wagner
Lead, Chief Analyst Trainer
Deployable Training Division
Joint Staff J7***

The overall classification of slides is

UNCLASSIFIED

Challenges

- Operating in the Global Environment -

- **Execute national strategy through globally integrated planning**
- **Command the Joint Force**
- **Identify and manage risk**
- **Achieve integrated deterrence**

The Changing Character of War

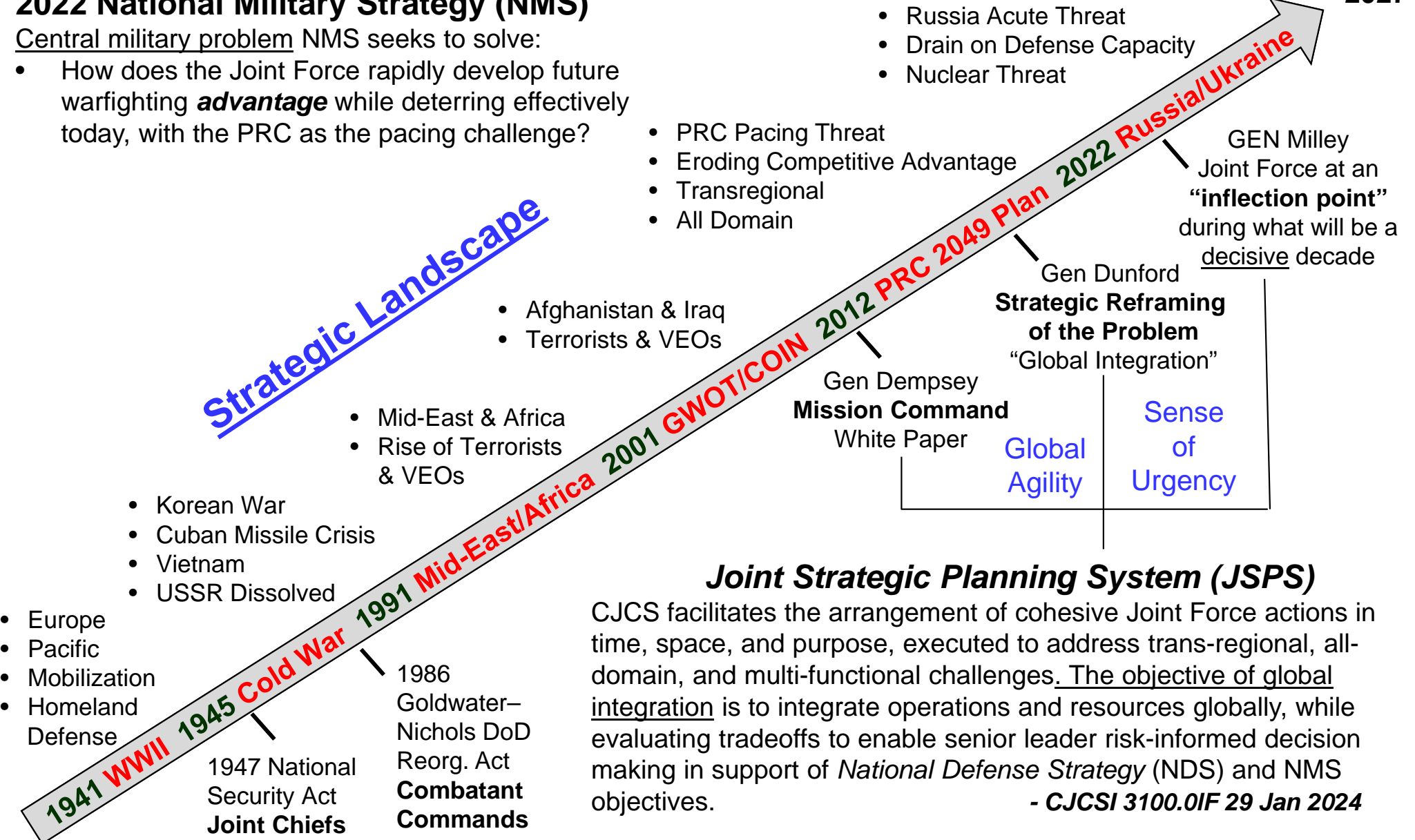
- Reframing the Problem / Adapting the Approach -

2022 National Military Strategy (NMS)

Central military problem NMS seeks to solve:

- How does the Joint Force rapidly develop future warfighting **advantage** while deterring effectively today, with the PRC as the pacing challenge?

Strategic Landscape



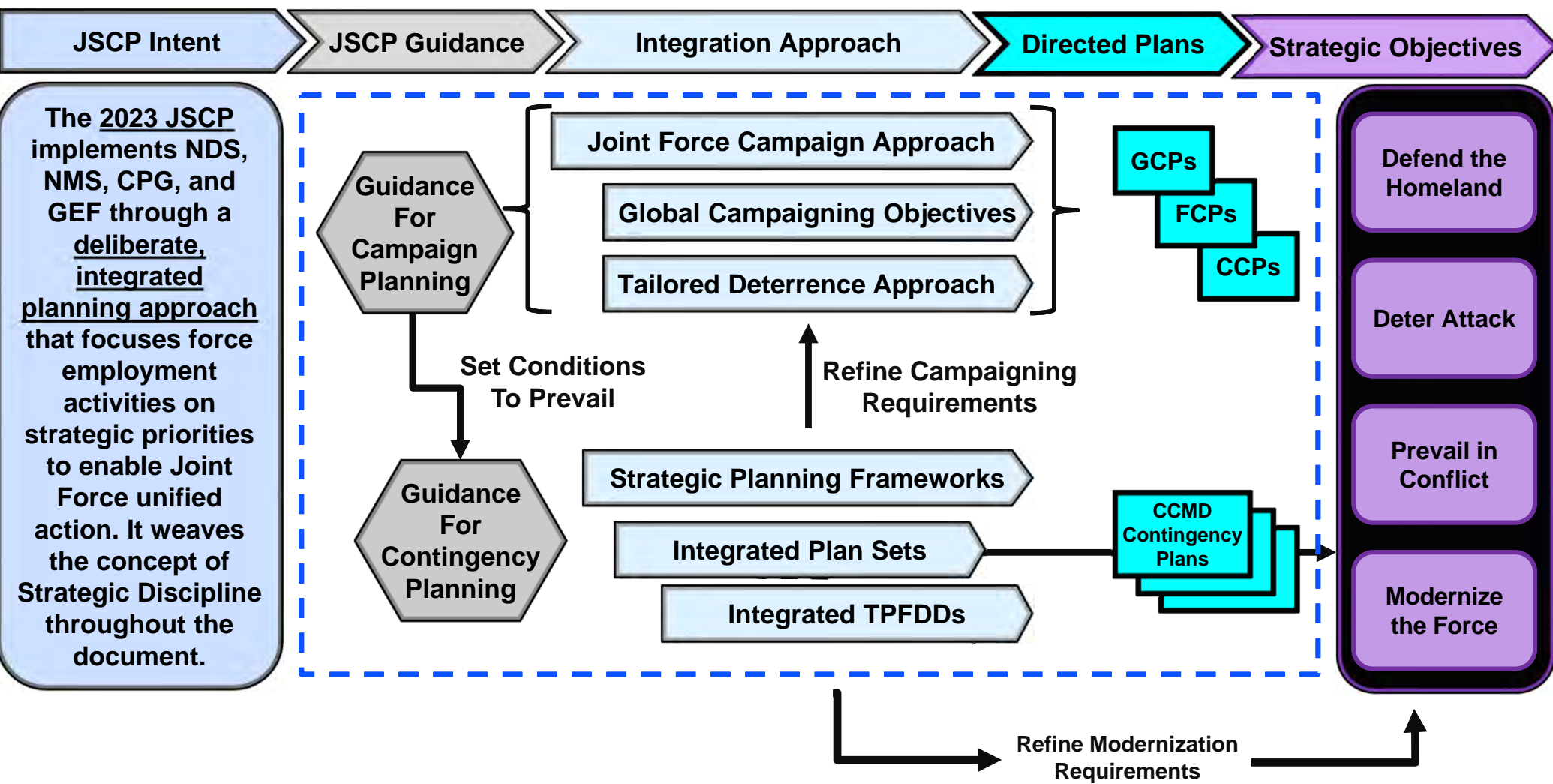
Joint Strategic Planning System (JSPS)

CJCS facilitates the arrangement of cohesive Joint Force actions in time, space, and purpose, executed to address trans-regional, all-domain, and multi-functional challenges. The objective of global integration is to integrate operations and resources globally, while evaluating tradeoffs to enable senior leader risk-informed decision making in support of *National Defense Strategy* (NDS) and NMS

- CJCSI 3100.01F 29 Jan 2024

Globally Integrated Planning

- Implementing National Strategy -



- 2023 Joint Strategic Campaign Plan, CJCSI 3110.01L, 5 Jan 2024 (Figure 1: Overview of the JSCP approach)

Joint Force Command and Control (C2)

- **Competition to Crisis: Coordinating Authority**

- Consultative authority to facilitate planning and assessment for a specific problem set

- JSPS CJCSI 3100.01F 29 Jan 2024

- **Crisis to Conflict:**

- Supported Commander for Planning

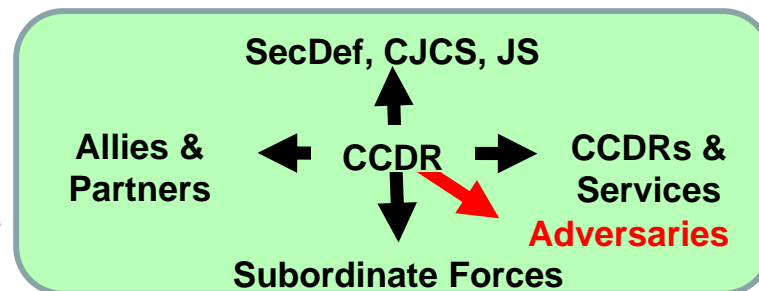
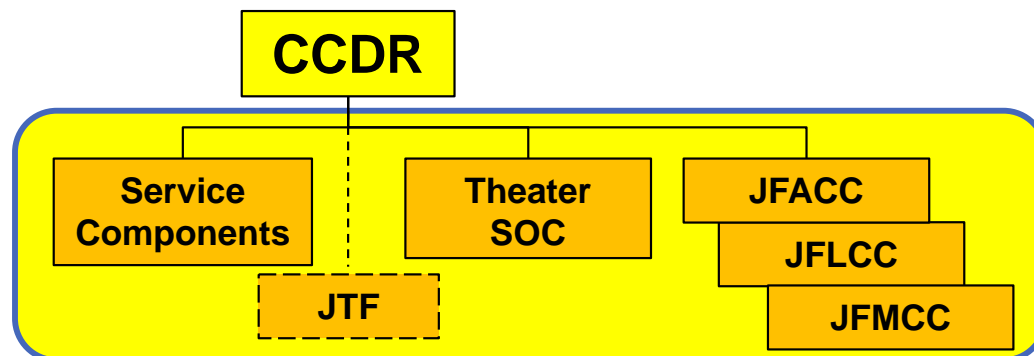
- **Multiple Supported / Supporting Commanders**

- **C2 organizational options**

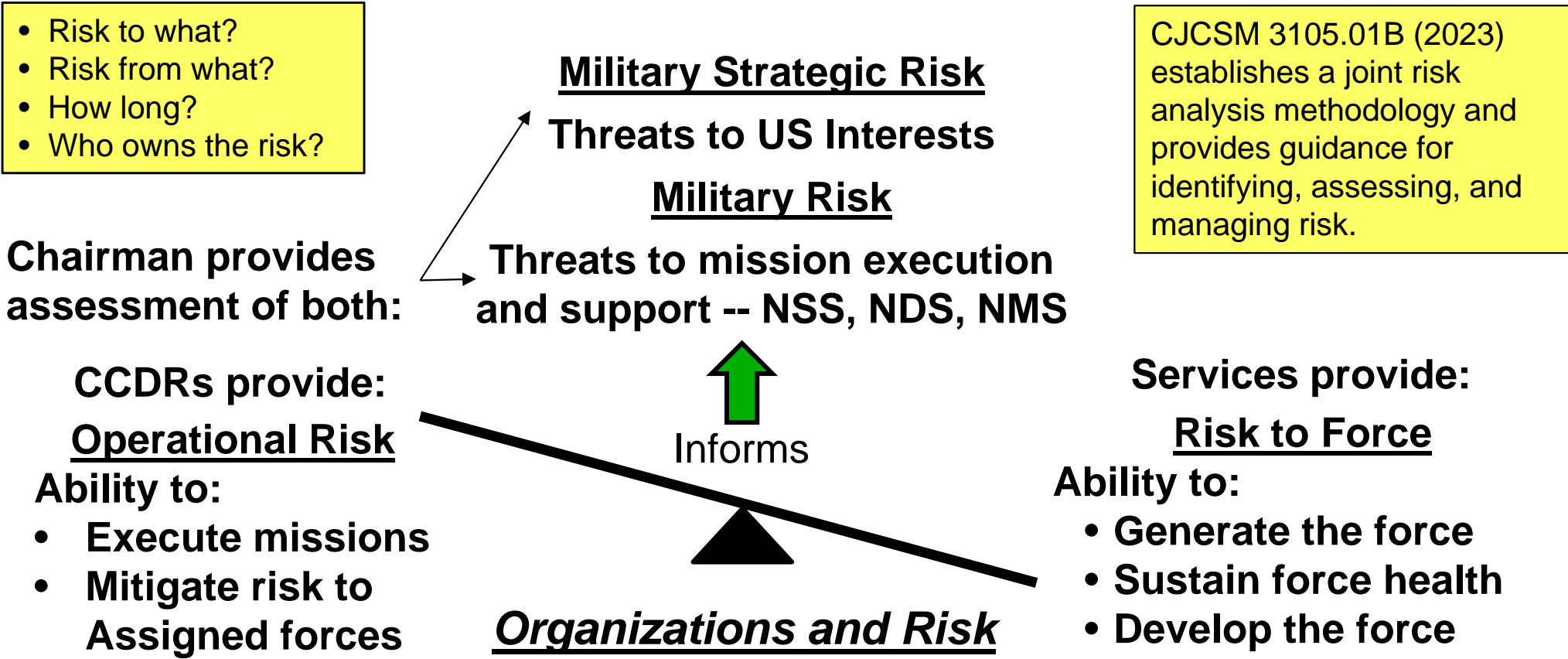
- CCDR as JFC
- Component-led
- Joint Force Component
- JTF

- **Commander Focus**

- Prioritizing among competing demands
- Mission Command



Risk



Insights

- *Understand and over-communicate different perspectives on risk*
- *Address assumptions and time dimension of risk*
- *Risk informs mitigation options and priorities*
- *Appraise military risk and military strategic risk in a global strategic context*

Deterrence

Deterrence Definition

- Prevention of an action by:
 - The existence of a credible threat of unacceptable counteraction and/or
 - The belief that the cost of action outweighs the perceived benefits

Deterrence in Practice

- Adversary state of mind brought about by the perception of:
 - Likelihood of being denied the expected benefits of the action
 - Likelihood of excessive costs suffered for taking the action
 - Acceptability of restraint as an alternative

Deep understanding and empathy of the adversary's decision calculus



Existence of a credible U.S., Allied, and Partner threat demonstrated by capability and will

- Confront malign activity
- Prepare for combat operations
- Message and assure Allies and Partners



Cognitive effect on the adversary's state of mind



Perception of the likelihood of cost to change behavior and prevent action

Integrated Deterrence

- **Combine strengths across domains, theaters, and spectrum of conflict**
- **Apply all instruments of national power and include allies and partners**

Key Takeaways

- **Synchronize Joint Force planning to develop globally integrated plans and to support decision making at the speed of relevance**
- **Focus on Joint Force Command and Control (C2) challenges up-front and preserve decision space**
- **Over-communicate perspectives on risk**
- **Effective deterrence is based on the adversary's perception of our actions**

References

- **National Security Strategy 2022**
- **National Military Strategy 2022**
- **Joint Pub 1, Vol. 1, Joint Warfighting, 27 Aug 2023**
- **Joint Pub 1, Vol 2, The Joint Force,” 19 Jun 2020**
- **Joint Pub 3-0, Joint Campaigns & Operations, 18 Jun 2022**
- **CJCSI 3030.01A, Implementing Joint Force Development and Design, 3 Oct 2022**
- **CJCSI 3100.01F, Joint Strategic Planning System, 29 Jan 2024**
- **CJCSM 3105.01B, Joint Risk Analysis Methodology, 22 Dec 2023**
- **CJCSI 3141.01F, Management and Review of Campaign and Contingency Plans, 31 Jan 2019**
- **JSM 3051.01, Execution and Oversight of Global Integration, 14 APR 2023**

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(For use by Fellows in preparation for the Joint Operations Module in Suffolk, VA)

23 September 2024

Subject: Global Military Integration – Executive Summary for Fellows

1. **Purpose:** To provide an executive overview of global military integration
2. **Objective of Global Military Integration:** An integrated global perspective that provides strategic direction for Joint operations across all domains and regions to identify efficiencies and synergies and to champion integration with allies, partners, and the interagency at the national-strategic level. (CJCSI 3100.01F, *Joint Strategic Planning System*, 29 Jan 2024).
3. **Concept of Global Integration:** Global integration is achieved through the integration of planning, force management, force development, and force design—all undergirded by assessments—to enable senior leader decision making to translate strategy into outcomes.
4. **Role of the Chairman:** Section 153 of Title 10, U.S. Code, requires the Chairman to perform six primary functions to assist the President and the Secretary of Defense with planning, advice, and policy formulation: (1) provide strategic direction for the Armed Forces; (2) conduct strategic and contingency planning; (3) assess comprehensive joint readiness; (4) foster joint capability development; (5) manage Joint Force development; and (6) advise on global military integration.
 - a. Section 153(a)(3) directs the Chairman to provide advice to the President and the Secretary in “matters relating to global military strategic and operational integration.” Title 10 acknowledges the global “transregional, multi-domain, and multifunctional threats” and directs the Chairman to provide the President and the Secretary advice on “ongoing military operations.” The Chairman also provides advice to the Secretary on “the allocation and transfer of forces” among the Combatant Commands.
 - b. Section 163(b) permits the Secretary to assign to the Chairman responsibility for overseeing the activities of the combatant commands, which does not confer any command authority. The Chairman executes these responsibilities by guiding coordination across geographic, functional, and Service seams to ensure the Joint Force expands its collective competitive advantages to overcome global challenges.
 - c. The Chairman develops military advice on global posture, readiness, and risk. CJCSM 3105.01B, *Joint Risk Analysis Methodology*, 22 December 2023, spells out the risk identification and assessment process established by the Chairman. The Chairman’s military advice represents apolitical (nonpartisan), professional military judgment on a wide range of Joint Force issues and topics.
5. **Role of the Joint Staff:** The Joint Staff assists the Chairman and, subject to the authority, direction, and control of the Chairman, the other members of the Joint Chiefs of Staff in carrying out their responsibilities. (Title 10 U.S. Code, Section 155(a)).
 - a. JSM 3051.01, *Execution and Oversight of Global Integration*, 14 APR 2023, establishes the Joint Staff battle rhythm, global integration processes, and key events, e.g., Global Integration Meeting (GIM), J-3 Global Sync, Global Integration Working Group (GIWG) Level III and Level II, and Cross-Functional Teams (CFTs).
6. **POC:** Dave Wagner, JS J7, DDJT, DTD 757.203.7690, david.a.wagner1.ctr@mail.mil.

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Strategic Inflection Point

The Most Historically Significant and Fundamental Change in the Character of War Is Happening Now—While the Future Is Clouded in Mist and Uncertainty

By General Mark A. Milley

Geostrategic competition and rapidly advancing technology are driving fundamental changes to the character of war. Our opportunity to ensure that we maintain an enduring competitive advantage is fleeting. We must modernize the Joint Force to deter our adversaries, defend the United States, ensure future military advantage, and, if necessary, prevail in conflict. The Joint Force has taken the first step by developing and publishing the Joint Warfighting Concept (JWC) and updating Joint Publication 1, Doctrine for the Armed Forces of the United States. The JWC is a joint, combined vision for how the U.S. military will operate across all domains. The next step is to create a leadership structure that turns concepts into capabilities. The Joint Force must make fundamental changes now to win the next war and, by doing so, we will deter the war from happening in the first place.

General Mark A. Milley is the 20th Chairman of the Joint Chiefs of Staff.



U.S. Coast Guard—manned LCVP from USS *Samuel Chase* disembarks troops of Company A, 16th Infantry, 1st Infantry Division, wading onto Fox Green section of Omaha Beach, early on June 6, 1944 (U.S. Coast Guard/Robert F. Sargent); *Der Wanderer über dem Nebelmeer*, by Caspar David Friedrich, oil on canvas, ca. 1817 (Hamburger Kunsthalle); Drone swarm (Shutterstock/Chesky); Army Futures Command IVAS Concept Art, circa 2019 (U.S. Army)

paratroopers and glider infantry drifted down to the coast of France. The continuous roar from the 88mm guns pierced the serenity of the night. The stream of lead from the German MG-42s raked the beaches of Normandy. For many American Soldiers, the taste of saltwater and the sharp smell of gunpowder were their first experiences of combat. These brave troops answered our nation's call to defend freedom and democracy. The cost was tremendous. Twenty-six thousand Americans were killed in action from the storming of Normandy to the liberation of Paris. Between 1914 and 1945, 150 million people were slaughtered in the Great Power wars of World War I and World War II.

Since 1945, there have been several limited and regional wars, but there has not been another Great Power war. There are many reasons for this outcome. Two of the most important reasons are the rules-based international order enforced by a network of allies and partners and the dominant capability of the U.S. military. This order has held for almost eight consecutive decades. Unfortunately, we now see tears in the fabric of the rules-based international order as adversarial global powers continuously challenge the system. The time to act is now.

The U.S. military's purpose is simple and contained in our oath to support and defend the Constitution against all enemies, both foreign and domestic, and to protect the American people and our interests. Since World War II, the strength of our nation and military, alongside that of our allies and partners, has deterred Great Power war. Freedom is not guaranteed. As Ronald Reagan warned, "Freedom is a fragile thing and it's never more than one generation away from extinction. It is not ours by way of inheritance; it must be fought for and defended constantly by each generation."²

In 2023, the rules-based international order is under intense stress.

Simultaneously, we are witnessing an unprecedented fundamental change in the character of war, and our window of opportunity to ensure that we maintain an enduring competitive advantage is closing. What we do in the next few years will set conditions for future victory or defeat. The U.S. military is the most effective fighting force the world has ever known, but maintaining this advantage is not a given. There are two critical areas where the Joint Force must adapt now:

- a conceptual roadmap—a unifying *joint* operational vision—that deliberately drives future force development and design
- a leadership structure to turn that vision into reality.

Changing Character of War

The rapid change in the character of war demands a corresponding fundamental shift in our Joint Force. As Carl von Clausewitz stated, the *nature* of war—a violent contest of wills to achieve political aims—is immutable. Humans will continue to impose their political will on opponents with violence. Clausewitz also tells us the nature of war involves fear, friction, uncertainty, and chance inherent in the dynamic interaction among the government, the people, and the military.

However, the *character* of war—how, where, with what weapons, and technologies wars are fought—is changing rapidly.³ For example, the last fundamental change in the character of war occurred between World War I and World War II. Technological advancements fundamentally transformed the character of warfare: mechanization and the use of wheeled and tracked vehicles; widespread employment of the aircraft, including development of bombers and fighters; and proliferation of radio to coordinate and synchronize dispersed units. The way militaries conducted warfare—the *character*—shifted drastically

When we look to the future, we can see broad outlines, but the details are clouded in fog and mist. Our path is rarely clear and never certain. Nevertheless, we must make choices for the future of the Joint Force. We know we will not get it right, but we must strive to get it less wrong than the enemy, paraphrasing the late historian Michael Howard.¹ The new Joint Warfighting Concept (JWC) is our guide to that future. It will drive our doctrine, organizational design, training, and ultimately warfighting itself.

This is not the first time we have adapted to address an uncertain future. Seventy-nine years ago, on June 6, 1944, ordinary Americans came from all walks of life to enter the crucible of combat. Over 154,000 troops from eight Allied nations boarded 6,000 vessels to cross the choppy English Channel. As the moon illuminated the night sky, 24,000 Allied

and drove a change in organizational structure, training, and leadership development. The nations that capitalized on these changes created the greatest advantages in battle.

Almost all developed nations had access to these technologies—Great Britain, France, Germany, the Soviet Union, Japan, and the United States—but it was only the German Wehrmacht that initially optimized all three technological advancements, combining them into a way of war called Blitzkrieg that allowed them to overrun Europe in just 18 months.⁴ Germany eventually lost to the overwhelming industrial might of the United States, in conjunction with the Soviet Union and other Allies, but we may not get 18 months to react to a future enemy onslaught.

Today, we are witnessing another seismic change in the character of war, largely driven again by technology. The next conflict will be characterized by ubiquitous sensors with mass data collection and processing ability that minimize the opportunity for military forces to hide. Low-cost autonomous platforms, coupled with commercial imagery and behavior tracking data augmented by artificial intelligence (AI) and analysis tools, will accelerate the ability to sense and make sense of the environment. Inexpensive drones, loitering munitions, and precision-guided munitions with increasing speed, range, and accuracy will further reduce the time it takes to close the kill web. Robotics and additive manufacturing will change the way militaries supply and sustain their forces. Pervasive sensors, AI-driven weapon systems, and long-range precision fires will make the fastest platforms seem slow and leave the most hidden formations exposed.

Finally, the increasing development of space and cyber platforms and capabilities, both kinetic and nonkinetic, ensure the next war's decisive terrain will not be limited to the earth's surface. In short, the battlefield fundamentals of see, shoot, move, communicate, protect, and sustain are changing in fundamental ways. The attributes of organizations will—by necessity—be small, widely dispersed, nearly autonomous and self-sustaining,

capable of constant motion, and able to periodically mass effects for decisive action. This operational environment will place a premium on decentralized mission command. Centralized micromanaged leadership from the top will be ineffective. The American homeland has almost always been a sanctuary during conflict, but this will not be the case in a future war. Robust space and cyber capabilities allow adversaries to target critical national infrastructure. We cannot be sure that adversaries will ethically constrain emerging technologies or restrain their use of weapons of mass destruction.⁵

The Joint Force is actively harnessing these technologies, but as the Russian invasion of Ukraine has shown, technology alone does not guarantee success in the next war. The Joint Force must adopt innovative technology; modernize or divest older systems; train, organize, and equip the warfighter in new ways; update our doctrine to be effective in the operating environment; develop resilient leaders who can successfully conduct operations with little guidance and execute the true meaning of mission command; and work as a truly joint and combined team. But we are not adapting fast enough to optimize the force and keep pace with the changing character of war. We must adapt much faster than we are doing now.

Changing Global Order

The global geopolitical situation has also changed fundamentally. During the Cold War, there were two competing superpowers. After the fall of the Berlin Wall, there was a brief so-called unipolar moment. Now, it is clear we are in a multipolar world with at least three Great Powers—the United States, China, and Russia—with other countries rapidly emerging as regional and potential global Great Powers. We can say with reasonable certainty the future will be increasingly complex. Additionally, the rules-based international order established 80 years ago is currently under tremendous strain. The United States now faces two nuclear armed powers. Therefore, we must do everything in our power to deter conflict. We

may be in competition and confrontation, but we are not yet in conflict.

The 2022 National Security Strategy (NSS) identifies the People's Republic of China (PRC) as "America's most consequential geopolitical challenge" and its "pacing challenge."⁶ More specifically, the National Defense Strategy (NDS) states that the PRC is a revisionist power that employs state-controlled forces, cyber and space operations, and economic coercion against the United States and its allies and partners.⁷ In 2018, it was reported that China's President Xi Jinping stated to the 13th National People's Congress in Beijing, "We are resolved to fight the bloody battle against our enemies . . . with a strong determination to take our place in the world."⁸ China seeks to fundamentally revise the system while still operating within it.

The world is also facing the greatest shift in economic power in well over 100 years. The PRC has leveraged economic growth to invest heavily in its military with the stated intention of exceeding the capability of the U.S. military in the Western Pacific in the next decade and globally by 2049.⁹ Through economic coercion, the PRC is expanding its global footprint and increasing its ability to project military power at range and scale. In addition, it is aggressively modernizing its military to develop nuclear, space, cyber, land, sea, and air capabilities to erode the competitive advantages that the United States and its allies have enjoyed for decades. The PRC's goal is to revise the global international order by mid-century and become the regional Asian hegemon in the next 10 years. The PRC is taking increasingly aggressive action toward those ends with a publicly unambiguous national aspiration and roadmap. This represents a real and growing national security challenge for the United States and its allies. While the PRC is an increasingly capable strategic competitor, history is not deterministic, and war is neither inevitable nor imminent. It is important that we keep our relationship with the PRC at the level of competition and not allow it to escalate into conflict.



British "Experimental Company" participates in Project Convergence 22, Fort Irwin, California, November 4, 2022 (Courtesy British Army/ Donald C. Todd)

While the PRC is the Joint Force's pacing challenge, Russia poses an acute threat. The NSS warns that Russia "poses an immediate and ongoing threat to the regional security order in Europe."¹⁰ Russia is a revanchist actor seeking to return to an era when it dominated the "Near Abroad" in a 19th- and 20th-century imperial system.¹¹ Furthermore, Russia employs disinformation, cyber, and space operations against the United States and irregular proxy forces in multiple countries.¹²

Russia's unprovoked and illegal invasion of Ukraine in February 2022 has caused untold human suffering. Vladimir Putin's war of choice not only threatens peace and stability on the European continent but is also a frontal assault on the basic rules of the post-World War II United Nations Charter. Ukraine has been an independent country since 1991. Russia's war of aggression to redraw country borders is an existential threat to Ukraine and a direct threat to the North Atlantic Treaty Organization (NATO) and the rules-based international order. The United States and many of its allies and partners are supporting Ukraine with

materiel and training to ensure that the international order is upheld.

Both China and Russia threaten Asian and European geopolitical stability and the international order.¹³ The challenge is likely to increase in the years ahead.

A Unifying Joint Vision: The Joint Warfighting Concept

The changing character of war and geopolitical landscape requires an interoperable, multidomain capable, joint and coalition force to demonstrate credible integrated deterrence. To remain the most lethal military in the world, the Joint Force needs a unifying concept and a faster process to field required capabilities. This means we also need authorities and a leadership model that drive deliberate Joint Force Development and Joint Force Design.

The most important thing we can do is to deter Great Power war from happening in the first place. We achieve deterrence by maintaining a highly ready, combat capable force in the present and modernizing the U.S. military to sustain dominant warfighting advantage in a

future operating environment. When rational adversaries view the United States as dominant, they realize they cannot and should not engage in conflict with the United States. Implementing a joint warfighting concept is the best preparatory action to deter adversarial actors from military aggression and preserve peace.

The JWC is our roadmap to the future. It is a threat-informed, operational concept that provides an overarching approach to how the Joint Force should fight in a future conflict. After 4 years of focused development, wargaming, and experimentation, the latest version of the JWC provides a unifying vision for the Department of Defense (DOD) to *guide* Joint Force Development and Joint Force Design, *drive* DOD investment, and *inform* how we work in concert with allies and partners. The JWC is nested directly under the NSS, NDS, and National Military Strategy (NMS), so it also describes *how* the Joint Force will address the top four DOD priorities: defend the homeland, deter strategic attacks against the United States and its allies and partners, deter



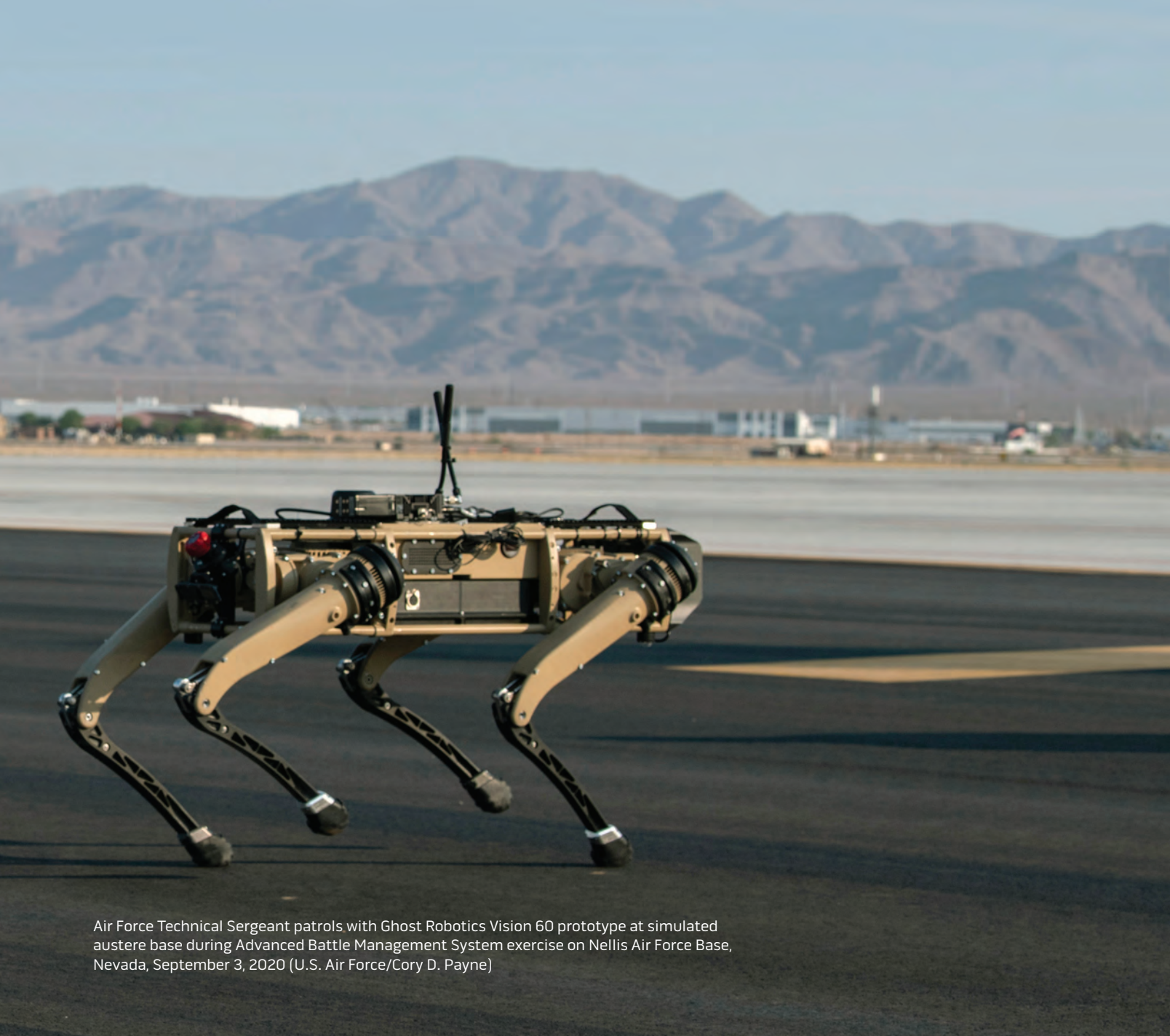
aggression while being prepared to prevail in conflict, and ensure our future military advantage. Most importantly, it challenges the warfighter to make a fundamental shift in the way we think about maneuvering through space and time in a fast-paced, high-tech, rapidly changing, and exceptionally challenging and lethal environment.

The JWC's lineage traces back to the AirLand Battle (ALB) concept and doctrine developed in the 1970s and 1980s. In the 1970s, the U.S. Army and NATO Allies faced the threat of

a conventional war in Europe against a numerically superior Soviet Union and its alliances through the Warsaw Pact. After witnessing the modern high-intensity conflict of the October 1973 Arab-Israeli Yom Kippur War, Army planners recognized that NATO and U.S. forces in Europe required new ideas of force employment.¹⁴ The subsequent ALB concept reintroduced the operational level of war in its theory of winning decisive first battles on the ground and then conducting precision air interdiction of Soviet echelons.¹⁵

The Army introduced ALB in the 1982 edition of Army Field Manual 100-5, *Operations*, and it dominated Army design, development, and education for the next decade.

ALB served as an example of successful bottom-up efforts; however, while ALB achieved collaborative force design and development between the Army and Air Force, it did not create necessary jointness to overcome conflicting visions of airpower and responsibility for long-range fires, nor did it incorporate significant roles for maritime forces.¹⁶



Air Force Technical Sergeant patrols with Ghost Robotics Vision 60 prototype at simulated austere base during Advanced Battle Management System exercise on Nellis Air Force Base, Nevada, September 3, 2020 (U.S. Air Force/Cory D. Payne)

The JWC describes how the Joint Force will operate across not only the air and land domains but also multiple domains (land, sea, air, space, and cyber) and systems. The JWC also provides Joint Force Design with enough flexibility to drive experimentation, exercise, and training of the Joint Force, while leveraging Service iteration and innovation. This JWC is truly *joint*.

Evolution of Concepts

In 1996, *Joint Vision 2010* claimed technology trends would change the

character of war: “By 2010, we should change how we conduct the most intense operations. Instead of relying on massed forces and sequential operations, we will achieve massed effects in other ways.”¹⁷ Key terms included *dominant maneuver*, *precision engagement*, *full-dimensional protection*, and *focused logistics*.¹⁸ The main idea that emerged—effects-based operations—changed the way we think about warfare.

By 2005, the *Capstone Concept for Joint Operations (CCJO) 2.0* recognized “dominance” may not be assured, so it

called for the Joint Force to think differently and act from multiple directions in multiple domains concurrently, conduct integrated and independent actions, project and sustain the force, act directly on perceived key elements and processes in the target system, control tempo, transition quickly and smoothly among the various actions, manage perceptions and expectations, and act discriminately.¹⁹ To accomplish this, the concept demanded certain traits of the future warfighter, including networked, interoperable, resilient, agile, and lethal.²⁰

In 2012, the *Capstone Concept for Joint Operations: Joint Force 2020* recognized “the conventions by which wars are fought are no longer as settled as they once were. Notions of who is a combatant and what constitutes a battlefield in the digital age are rapidly shifting beyond previous norms.”²¹ In response, the concept proposed a new approach: globally integrated operations²² with eight elements: mission command; seize, retain and exploit the initiative; global agility; partnering; flexibility in establishing joint forces; cross-domain synergy; use of flexible, low-signature capabilities; and increasingly discriminate to minimize unintended consequences.²³ Similarly, the 2012 *Joint Operational Access Concept* called for cross-domain synergy with a “more flexible integration of space and cyberspace operations into the traditional air-sea-land battlespace than ever before.”²⁴ We knew over 10 years ago that a fully functioning Joint Force would need to outmaneuver, outthink, and outpace malign actors by remaining agile and working as a truly joint team.

Over the past 25 years, we have learned significant lessons. Whereas the 1996 *Joint Vision 2010* called for “full spectrum dominance,” we know now that we cannot assume dominance in any domain. Where the 2005 *CCJO* assumed the Joint Force could move in multiple directions in multiple domains, we now know the Joint Force should not expect freedom of movement. In 2012, the *CCJO: Joint Force 2020* called for mission command but lacked mention of joint all-domain command and control.

The JWC builds on these lessons learned. We now have a truly joint all-domain concept. Next month, we will release Joint Publication (JP) 1, *Doctrine for the Armed Forces of the United States*. This updated doctrine will guide the Joint Force in how to fight in the years ahead.

Key Tenets of JWC and JP 1

- **Integrated, Combined Joint Force:** The concept emphasizes the need for seamless integration of all mili-

tary Services across all warfighting domains, enabling them to function as a unified force. This type of integration involves synchronized planning, shared situational awareness, and effective communication across different Service components, fully aligned and interoperable with key allies and partners.

- **Expanded Maneuver:** The expanding operating environment means the Joint Force must also practice expanded maneuver. The JWC challenges the warfighter to think creatively about moving through space and time, including—but not limited to—maneuver through land, sea, air, space, cyber, the electromagnetic spectrum, information space, and the cognitive realm.²⁵
- **Pulsed Operations:** A type of joint all-domain operation characterized by the deliberate application of Joint Force strength to generate or exploit our advantages over an adversary.
- **Integrated Command, Agile Control:** Seamless command and control across all domains. Effective command and control aims to integrate sensors, platforms, and decisionmaking processes to achieve real-time battlespace awareness and enable rapid decisionmaking.
- **Global Fires:** Integration of lethal and nonlethal fires to deliver precise, synchronized global effects across all domains and multiple areas of responsibility.
- **Information Advantage:** Leveraging advanced technologies, such as AI, big data analytics, and cyber capabilities, to collect, analyze, and disseminate information rapidly, enabling decision superiority and action.
- **Resilient Logistics:** A system that allows for rapid movement of personnel, equipment, and supplies to places and times of our choosing.

In addition to the tenets, the JWC also highlights individual and organizational *attributes*. We need our warriors, through selection and training, to possess the traits of agility, rapid decisionmaking, creativity, dispersed

teamwork, and extreme resiliency in the face of intense hardship and continuous isolation. Future warfighting attributes must include speed, constant motion, relatively small size, lethality, and self-sustaining autonomous or nearly autonomous abilities. Warfighters must be masters of technological and physical camouflage, concealment, and deception.

Capability Development

While the Joint Force has naturally evolved over the years to identify and procure capabilities through processes and forums like the Joint Requirements Oversight Council (JROC), the Joint Force still lacks an organizational structure—or a coach with the right authorities—to hold the team accountable. The JWC, in and of itself, will not produce the objective Joint Force we need in the future. As aspects of the JWC are validated through rigorous experimentation and analysis, those pieces of the concept must be translated into military requirements, both materiel and nonmateriel. Moreover, they must be fully integrated across DOTMLPF-P before we achieve a true operational capability.²⁶ The JROC is where this happens. It validates these requirements and ensures we have the right people, equipment, training, leader development, and doctrine to deter and, if necessary, win in a future conflict.

Since its establishment in 1986, the JROC has primarily operated through a bottom-up process where combatant commands identified critical gaps in their operational employment concepts and the military Services sponsored requirements to fill those warfighter gaps. Over the last 4 years, the Vice Chairman of the Joint Chiefs of Staff, in collaboration with the Service vice chiefs, has focused the JROC on balancing nearer term combatant command needs with the pressing requirement to modernize the Joint Force. The JWC has been the North Star to this process, providing a list of Concept Required Capabilities—critical elements that enable concept execution. Moreover, in 2022, the JROC drove alignment of capability portfolio management with Office of



X-47B Unmanned Combat Air System demonstrator flies near aircraft carrier USS *George H.W. Bush*, May 14, 2013 (U.S. Navy/Erik Hildebrandt)

the Secretary of Defense integrated acquisition portfolios to further streamline procurement processes across DOD.

A Future-Focused Organization for Force Development and Design

The JWC and JP 1 have established a path to modernization. But these alone will not achieve the fundamental changes required to ensure the Joint Force outpaces any adversary and continues to deter aggression. In addition to these reforms, we need a future-focused organization that can drive change. In the 2022 NMS, we highlighted the need to balance both modernizing the Joint Force for future warfare and campaigning today in an era of Great Power competition.²⁷ The Joint Force can strike this balance by using strategic discipline—the ruthless prioritization of operations, activi-

ties, and investments to continuously calibrate Joint Force weight of effort between campaigning now and rapidly building warfighting advantage for the future.²⁸ It could seem like a struggle to balance “fight tonight” against “prepare to win tomorrow,” but it is a false choice between current readiness and future modernization—we must do both with the assistance of a Joint Futures organization.

Army Futures Command (AFC) is proof that a future-focused organization can spark the changes required. The AFC model can be replicated at the joint level. It achieved undeniable momentum in delivering advanced capabilities to the warfighter faster. The Army established a four-star operational commander as an authoritative senior advocate for the future—combining the characterization of the future operating environment, concept development, experimentation,

and requirements generation with clear priorities and direction. Unlike decades of failed programs like Comanche, Crusader, and Future Combat Systems, the Army is now putting the newest and most innovative technology in the hands of Soldiers. Like AFC, a Joint Futures organization would have the potential to align critical force design and development functions, integrate concepts with experimentation, and synchronize users to accelerate modernization and close capability gaps.

A Joint Futures organization would drive future Joint Force Design. It would be responsible for *characterizing* the future joint operating environment, looking beyond the current Future Years Defense Program. Building on the success of the JWC and JP 1, this organization would develop and iterate on future joint warfighting concepts. It would ensure capability development is threat informed



B-21 Raider is unveiled at public ceremony, December 2, 2022, in Palmdale, California (U.S. Air Force); Saildrone Explorer unmanned surface vessel and guided-missile destroyer USS *Delbert D. Black* operate in Arabian Gulf, January 8, 2023 (U.S. Navy/Jeremy Boan)

and concept driven. This organization would not monopolize joint concept development but rather serve as a lead agency that is responsible for collaborating with the Services and combatant commands to identify and help prioritize future operational problems while synchronizing development of warfighting solutions.

This future-focused organization would prioritize *joint experimentation* to ensure joint concepts are validated through rigorous wargaming, modeling, simulations, and other experimentation. This would strengthen Joint Force Design through competition of ideas, leveraging Service, industry, and academic innovation efforts. It would create experimentation venues to evaluate innovative tactical and operational solutions to inherently joint problems.

This organization would *integrate with allies and partners* from the very beginning of force design, looking to enhance not only the Joint Force but also the coalition force, through

synchronization and integration of coalition design and development. Allies and partners give the United States an asymmetric advantage over competitors. Thus, including them in force design and development allows us to integrate and inform capability development across nations in a way that reduces redundancies, leverages strategic competitive advantages, and strengthens the coalition force, enhancing our alliances and security partnerships and, ultimately, strengthening integrated deterrence.

Finally, and most importantly, we would designate the leader of this organization as the senior advocate solely dedicated to focus on the future joint operating environment, concepts, force design, requirements, and doctrine. He or she would represent the future joint warfighter in decision forums. This leader and organization would maintain a persistent focus on the fundamental evolution required for our future Joint Force.

Conclusion

Nearly 2,500 years ago, Thucydides warned, “It would be a mistake for you to think that because of your city’s present military might, or because of the gains you have made, luck will always go your way. Prudent men preserve their gains with a view to the uncertainty of the future and this makes them able to deal with disaster more intelligently when it comes.”²⁹ We do not want disaster; we want to deter war, but if it comes, this Joint Force must be prepared to prevail.

The Joint Force faces an uncertain future, and the challenges are multifaceted, complex, rapidly approaching, and unrelenting—demanding comprehensive modernization of our forces, concepts of employment, supporting technology, infrastructure, and training. We are undertaking several initiatives to transform, such as the JWC, JP 1, and JROC revitalization, and developing a joint organization focused solely on the



future, unencumbered by current crises and near-term constraints.

I leave my post as the Chairman of the Joint Chiefs of Staff this fall, and after nearly 44 years of military service, I am confident that we will remain the most lethal, resilient, and capable force the world has ever seen, but we need to fundamentally change the way we do business, and we need to do it now. JFQ

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***Placeholder for
JWC Overview and
Operationalizing JWC***

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Joint Force Development (J7) Talking Points

Joint Warfighting Concept 3.0

(current as of 25 Apr 2023)

Background

- In 2019, the Secretary of Defense tasked the Chairman to develop a threat-informed Joint Warfighting Concept (JWC) to address great power conflict.
- In 2021, the Secretary of Defense and the Chairman approved JWC 1.0.
- In 2022, the Chairman approved JWC 2.0, and Secretary of the Defense endorsed implementation across the Joint Force.
- ***JWC 3.0 is the culmination of a four-year effort to develop the first joint concept commensurate with AirLand Battle in the 1970s.*** It was designed to be feasible within a force development timeline and will undergo rigorous testing through analysis, experimentation, and exercises. Concurrently, it represents the completion of concept development for joint force development.
- ***JWC has become the basis for new doctrine, military education requirements, and force structure and provides the aim-point for modernization for the Joint Force.***

What is the Joint Warfighting Concept?

- The first joint concept to provide an ***overarching approach*** to describe how the Joint Force will fight in a future conflict that:
 - Aligns other ***joint and Service concepts to help enable the JWC.***
 - ***Recognizes the critical role of allies and partners*** in integrated deterrence, collective defense, and international stability.
 - Includes ***ways and means*** to ensure the U.S., allies, and partners can prevail against any adversary.
 - Calls for the Joint Force to ***leverage and integrate capabilities*** in space, cyberspace, and across the electromagnetic spectrum. Cross-domain integration remains a core strength of the Joint Force.
 - Contains a level of specificity to ***drive DOD investment*** in critical joint areas.
 - ***Is not*** an Operations Plan, Contingency Plan, or Concept of Operations. It is an operational approach to defending the U.S., our allies and partners in future conflict.

Why is JWC important?

- The re-emergence of ***great power competition and a rapidly changing character of war*** required a new warfighting concept.
- The NSS, NDS, and NMS tell the joint force “***what***” the nations expects to achieve.

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- The JWC is the Department's description of "**how**" the joint force will answer military threats from mature, comprehensive peer adversaries.
- The JWC provides the Department a ***unifying vision*** to guide force modernization, particularly given the changing character of war.
- The JWC ***guides the Department's future force development, design, and warfighting approach*** to ensure we have the right people, equipment, training, roles, and doctrine to deter and, if necessary, win in a future conflict.
- Implementing the JWC in the Joint Force is the ***best preparatory action*** to deter adversarial actors from military aggression and preserve peace.
- *JWC implementation is a journey—not a destination.* The Joint Force continuously and deliberately iterates to transform at or faster than the speed of relevance to fight and win.

What is new about JWC 3.0?

- ***Culminates*** four years of focused concept development, wargaming, and experimentation in response to great power competition.
- ***Expands*** the notion of maneuvering across multiple dimensions.
- ***Updates*** the description of the overarching military problem facing the Joint Force, a refined explanation of the military solution—expanded maneuver—and a detailed description of how the Joint Force will apply that solution.
- ***Includes*** greater fidelity on key warfighting ideas and more precision of operational approaches that help the Joint Force regain positions of advantage against peer adversaries.
- ***Defines*** specific capabilities that will drive materiel procurement, organizational changes, and training initiatives to posture the Joint Force.

How does JWC drive change within the Department?

- JWC capabilities will be reflected in joint requirements validated by the Joint Requirements Oversight Council.
- The JWC will drive a multi-year program that institutionalizes key principles through Professional Military Education; operationalizes joint practices through wargames, exercises, and rehearsals; and synchronizes efforts that rapidly evolve the Joint Force.
- The Department is using the JWC to evaluate budgets. Services are adapting and aligning their future warfighting concepts to the JWC.
- The JWC is focusing Department and Service operational innovation and experimentation including targeted programs like the Rapid Defense Experimentation Reserve (RDER).

What are the Supporting Concepts?

- JWC was the primary driver for development of supporting concepts to address command and control, information, fires, and logistics. Each iteration built upon and refined supporting concepts.

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- Each supporting concept generated concept required capabilities that inform force development and design.

What is the role of the Office of the Secretary of Defense (OSD)?

- The Secretary of Defense provides fundamental direction for the JWC through the National Defense Strategy (NDS) and the Defense Planning Scenarios and periodic review of the JWC.
- OSD can also implement the JWC through guidance (*e.g.*, Defense Planning Guidance, Global Campaign Plans, etc.).
- OSD provides review and oversight of concept implementation on an ongoing basis through the Deputy's Management Action Group and associated fora.
- Partnerships with specific offices in OSD provide technical analytical support to JWC development; critical mission engineering studies directly align to JWC supporting concepts and DoD modernization priorities.

What role do the Services and Combatant Commands play in JWC? How do Service Concepts relate?

- The JWC was developed under the direction and review of the Joint Chiefs of Staff. The Joint Chiefs provide frequent review and approval at critical junctures of concept development.
- The Services provide critical ideas and resources for refining and testing the JWC during implementation. Service concept implementation is complementary for JWC implementation.
- Combatant Commands leverage the joint exercise program and provide a critical venue for testing hypotheses in the JWC.
- Service and Combatant Command wargames, Joint and Service experiments, professional military education, and academic research all contribute to a growing body of evidence for JWC implementation.

What role does commercial industry, the civilian sector, and the international community play?

- The JWC starts with Integrated Deterrence, which requires a whole-of-nation approach.
- Successful implementation requires the Department and industry to strengthen partnerships to accelerate the quantity and quality of innovation, experimentation, testing, and fielding.
- The joint force must work with the civilian sector to identify rapidly emerging technologies that the Joint Force can use quickly.
- Allies and partners are a central element of the JWC and have been involved in the development and testing of the core ideas.

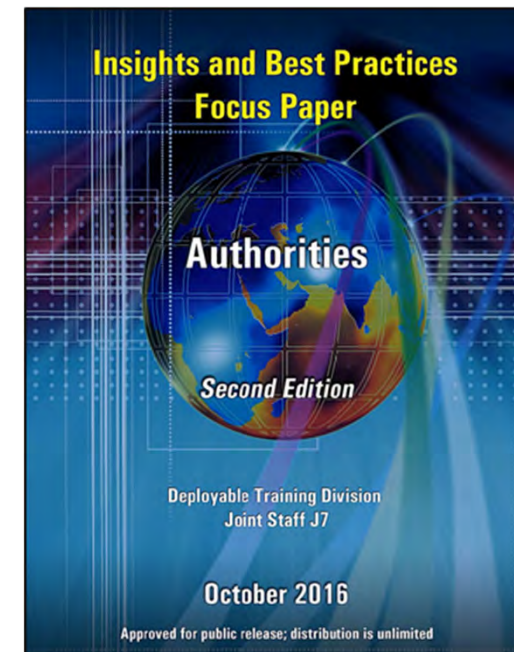
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Authorities

***LtCol Micah Penn, USMC
Observer / Trainer
Deployable Training Division
Joint Staff J7***

The overall classification of slides is

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Challenges

- **Understand how the interaction of law, policy, and guidance defines authority and underwrites decision making**
- **Decide and act within clear authority to promote the legitimacy of operations**
- **Develop and delegate authorities in support of timely decision making**

Law, Policy, and Guidance

Understand mission partner authority to leverage capability

- U.S. Agency laws, regulations, and policies
- Partner Nation laws, national policies, regulations, and orders
- NGO host nation laws and NGO internal policies

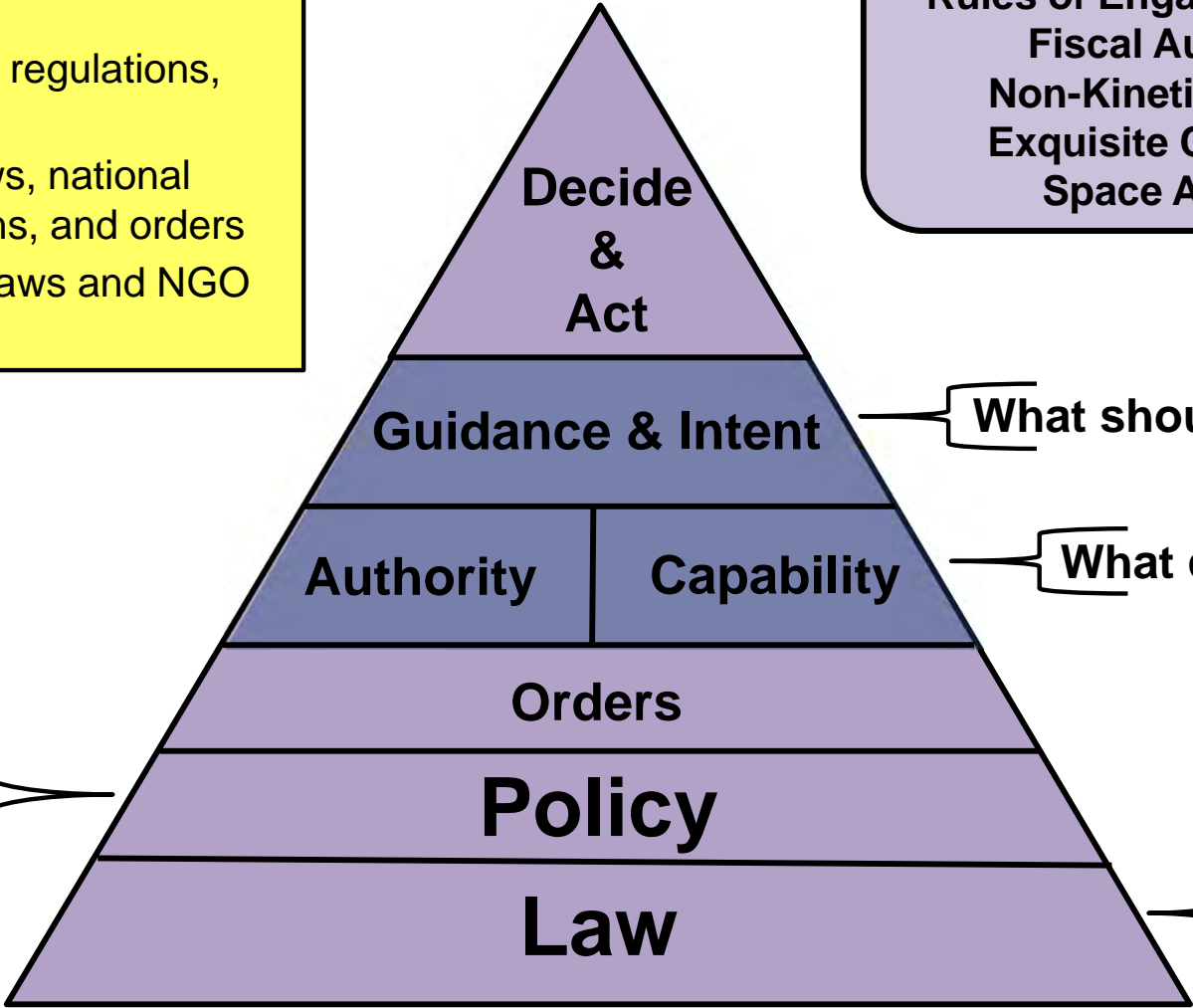
Authorities Challenges:

- Rules of Engagement (ROE)
- Fiscal Authorities
- Non-Kinetic Activities
- Exquisite Capabilities
- Space Activities

National policy decisions and documents

- ✓ PPDs
- ✓ NSPMs

DOD regulations and policies



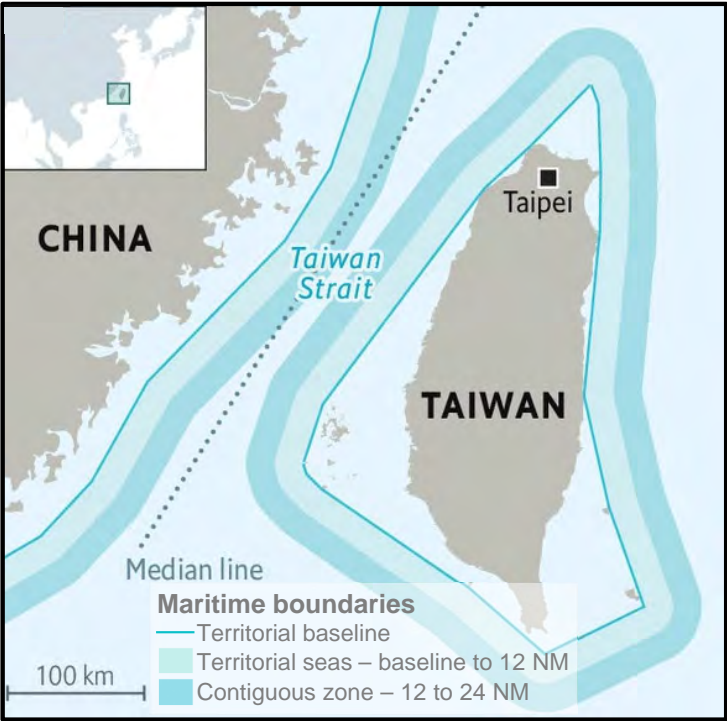
International Law

- ✓ Treaty
- ✓ Customary

Domestic Law

- ✓ Constitution
- ✓ Statutes

Law, Policy, and Guidance



Law of the Sea

- Recognized boundaries and high seas freedoms (1982 UNCLOS – Customary International Law)

U.S. Policy

- Assert freedom of navigation to refute excessive claims but avoid escalation – maintain status quo
- No position on sovereignty

Authority and Legitimacy

- Adhering to established authority promotes legitimacy
- Legitimacy promotes support and leverages capabilities
- Operating with legitimacy is part of an effective strategy
- Perception of legitimacy can be as important as reality
- Legitimacy can be a tug-of-war in competing narratives

2022 National Security Strategy

“[O]ur alliances and partnerships around the world are our most important strategic asset and an indispensable element contributing to international peace and stability.”

2025 Interim National Defense Strategic Guidance

“[T]he Department of Defense (DoD) will ... [empower] U.S. allies and partners . . .”

2022 National Military Strategy

“Synchronize action with allies, partners, and the interagency to address trans-regional, all-domain, and multi-functional challenges and continuously advance national security objectives.”

Legitimacy Narratives



Ukraine Invasion



Russia:

- “Special Military Operation” aimed at “De-Nazification”
- Russia threatened by NATO expansion



U.S. and NATO:

- Early intel sharing tipped Russia’s hand, framed the narrative, and caused news and media focus to pre-position in and around Ukraine
- Continue to highlight Russian Law of War violations

Conflict in Gaza



Hamas:

- Hamas’ actions are the result of decades of oppression
- Israel’s goal is to eliminate Palestinians through genocide, deliberately targeting civilians and denying humanitarian assistance



Israel:

- Israel has been attacked and we are justified under self-defense
- Actions are permissible and proportional under the Law of War

Developing and Delegating Authorities

Activities Drive Authorities

- What do I need to do?
 - Do I have the right capability?
 - Do I have the right authorities?
 - Who has them and how do I get both?
 - Request for Forces
 - Request for Authority
- Design & Initial Planning**
- Detailed Planning**
-

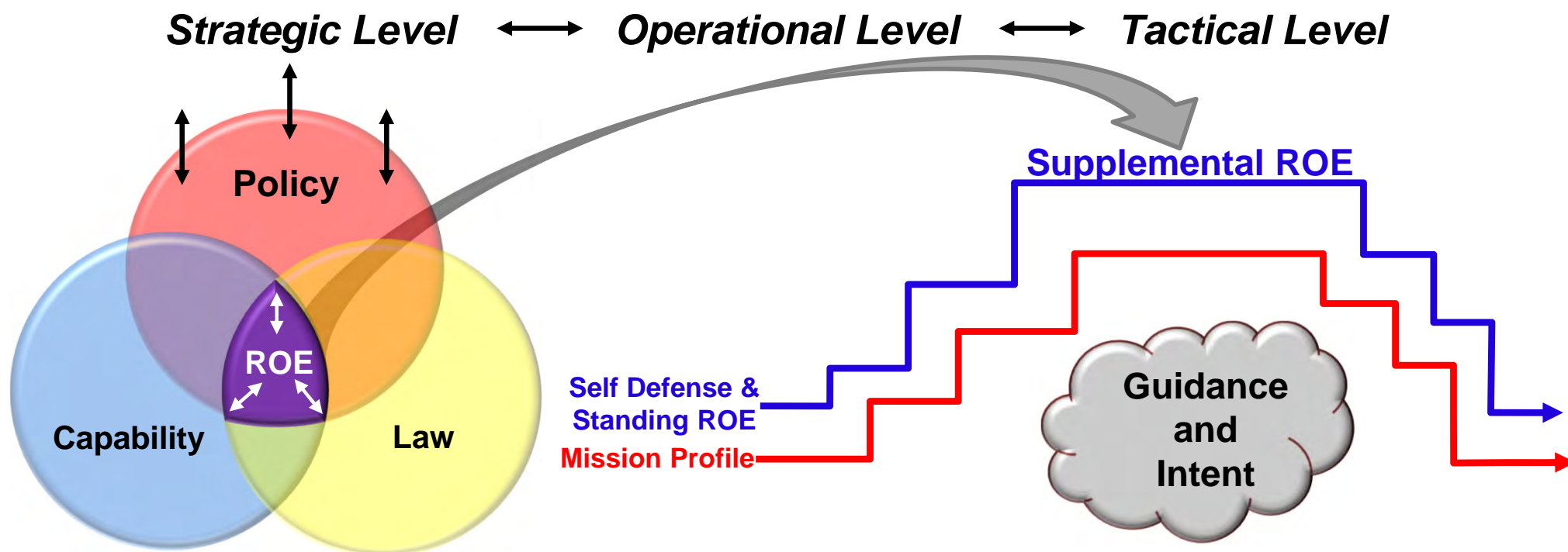
Appropriate delegation speeds decision making

- Requires balancing risk
- Avoids centralized decision making
- Critical to Globally Integrated Operations
- Linked to Mission Command (Intent, Understanding, Trust)

Specify operational requirements to support requests for authority

Identify risk and mitigation when requesting or delegating authorities

Requesting and Delegating Authorities



Insights

- *Use of force is regulated by ROE, authorized by mission orders, and executed per guidance and intent*
- *Identify risk and mitigation when requesting or delegating authorities*
- *National level decisions on use of force are heavily influenced by policy*
- *Commanders seek robust ROE delegation to support agile operations*

Key Takeaways

- **Law, policy, and guidance provide the framework for operational solutions**
- **Understanding the authorities of mission partners leverages additional capabilities**
- **Reality and perception of legitimacy brings support and access to capabilities**
- **Activities drive authorities**
- **Appropriate delegation speeds decision making**

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United States Code (U.S.C.)

Title	Short Title	Descriptive / Applicability
5	Government Organization and Employees	Agency organization and establishment of procedures for civilian workforce including functions and responsibilities as well as employment recruitment and retention.
6	Domestic Security	Establishes and organizes DHS, national emergency management requirements, and the national preparedness system. Includes applicable law on security and accountability for ports and borders as well as cybersecurity. (Homeland Security)
10	Armed Forces	Organization of DOD and general military powers; establishes active and reserve command structure within DOD (OSD, JCS and the Services). Regulates DoD personnel to include manning authorizations, discipline, training and career progression (including Joint qualification) as well as regulations on procurement. Also includes designated excepted civilian service, e.g., Cyber. (Homeland Defense)
14	Coast Guard	Establishes organization and powers, including law enforcement and other duties of the regular, reserve and auxiliary Coast Guard. Provides for military capability in support of DHS; capability also used under Title 10 when assigned in support of DoD.
18	Crimes and Criminal Procedure	Defines federal crimes, criminal procedure, prisons and prisoners and associated regulations. Includes the Posse Comitatus Act, forbidding federalized (T10) military conducting law enforcement. Department of Justice (DOJ) lead agency in accordance with Title 28 (Judiciary and Judicial Procedure).
19	Customs Duties	Foreign trade zones; tariffs, trade negotiation and agreements, and smuggling.
22	Foreign Relations and Intercourse	Provides authority for diplomatic and consular courts and service. Provides for preservation of friendly foreign relations including Mutual Defense and Security Assistance Programs; protection of vessels on international and territorial waters and protections of citizens abroad. It also provides for authorities relating to regulation of foreign missions. Significant legal basis for HA / DR / NEO. Assigns Department of State (DOS) as lead agency.
32	National Guard (NG)	Provides authority for trained / equipped NG in support of federal mission requirements. Additionally provides authority for DOD domestic missions to be conducted by NG under C2 of respective Governors, exempt from Posse Comitatus Act; or mobilization of NG forces to active federal duty (Title 10). Grants authority for SecDef to also provide funds to Governors to employ NG units to conduct Homeland Defense activities, as SecDef determines to be necessary and appropriate for NG units.
33	Navigation and Navigable Waters	International rules for navigation at sea. Authorizes Navy/USCG exemption from certain rules. Regulations for suppression of piracy. Collision prevention / responsibilities.
42	Public Health / Welfare	Provides authority for federal disaster preparedness and assistance. (Stafford Act as it relates to DSCA)
50	War and National Defense	Outlines the role of war and National Defense. Includes regulations on CIA, foreign intelligence and covert action.

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Rules of Engagement (ROE) Considerations for the JTF Commander

Staff ROE development and approval process:

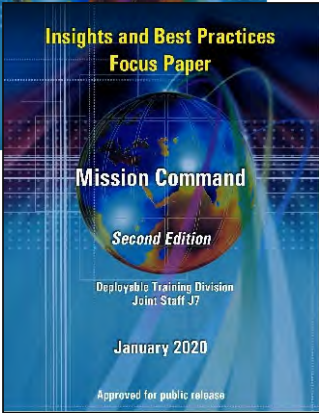
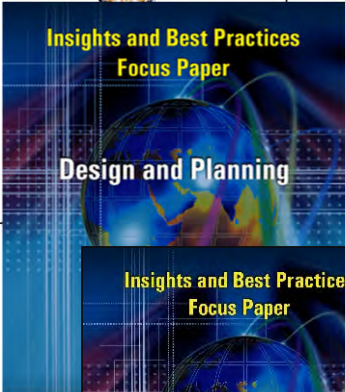
- ___ Is ROE development an integrated part of crisis action planning (CAP)?
- ___ Is ROE development operator-led (J3 / J35 / J5), with the SJA in support?
- ___ Is there a formal staff process for ROE development (ROE Working Group)?
- ___ Does the ROE WG have the right subject-matter experts?
- ___ Is there a process for the Joint Operations Center (JOC) to interface with the ROE WG?
- ___ Is there dialogue on ROE between your staff and higher and lower headquarters' staffs?
- ___ Is there interagency and interorganizational liaison with your staff regarding ROE?
- ___ Does the ROE, along with your intent and guidance, create clear use of force policy?
- ___ Does the ROE support higher headquarters' intent and guidance?
- ___ Did your staff thoroughly war game and crosswalk the operation plan or order (including any branches and sequels) and the ROE to ensure that subordinate commanders have the *authority* to take all appropriate action to deter, pre-empt, and/or counter the full range of possible threat reactions without having to request additional supplemental ROE?
- ___ Did your staff thoroughly war game and crosswalk the operation plan or order (including any branches and sequels) and the ROE to ensure that subordinate commanders have *all necessary means available* to accomplish their missions and to defend their units and other US forces in the vicinity?
- ___ Do your staff and subordinate commanders understand that nothing contained in the ROE limits a commander's inherent right and obligation to take all appropriate action to defend his or her unit and other US forces in the vicinity?
- ___ Do your staff and subordinate commanders understand the permissive nature of the Standing Rules of Engagement (SROE)?
- ___ Do your staff's standing operating procedures assign responsibility and establish effective procedures for developing, requesting, authorizing, disseminating, training, monitoring, assessing, and modifying the ROE in a timely manner?
- ___ Are all ROE messages that contain numbered supplemental measures classified at least CONFIDENTIAL and numbered serially (e.g., serial 1, 2, 3 ..., as opposed to serial 1, change 1; serial 1, change 2)?
- ___ Are all ROE messages clear, concise, and easily understood in a single reading, with all key terms defined?

- Do ROE request messages contain a justification for each supplemental measure requested?
- Does each ROE authorization message contain all of the supplemental measures currently in effect, whether changed or not, so that subordinates need only keep the current message to have all of the ROE currently in effect?
- Do you, your staff, and your subordinate commanders fully understand the limitations of your allies' or coalition partners' national ROE? When your allies' or coalition partners' national ROE are incompatible, how do you plan to maintain unity of effort and avoid potential conflicts? Will forces or tasks be separated geographically and/or functionally?
- If you approve any supplemental measures that restrict the use of force, do your subordinate commanders have the means available to comply with those restrictions? (Example: If you approve a supplemental measure requiring your forces to "observe" indirect fire directed against targets in areas of civilian concentration, do your subordinate commanders have the means to "observe" those fires?)

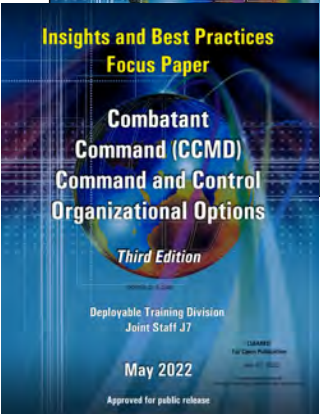
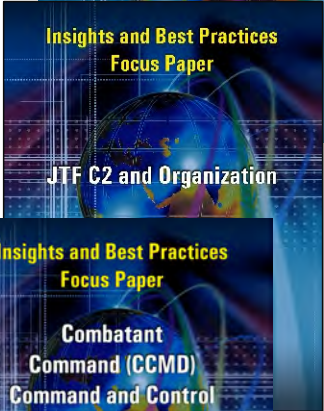
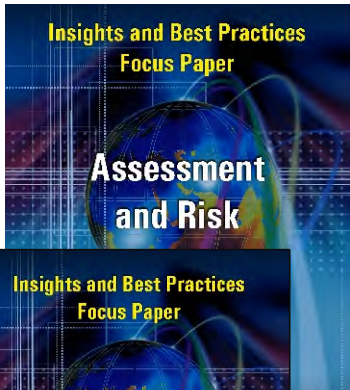
Some key ROE issues:

- Designating and defining hostile forces.
- Clear guidance on what constitutes hostile intent in a given situation? (Example: If a military aircraft of country x were to do a, b, and c in the vicinity of a unit, the unit commander should consider the behavior as a demonstration of hostile intent and may engage the aircraft in defense of his or her unit.)
- Designating and defining collective self-defense (i.e., defense of designated forces as well as designated persons and property).
- Cross-border reconnaissance, direct action operations, and personnel recovery.
- Use of weapon systems subject to special restrictions, including riot control agents, anti-personnel land mines, and fires in areas of civilian concentration.
- Treatment of civilians, including the authority to stop, search, and detain them, and to seize their property.
- Allied or coalition ROE do not limit the inherent right and obligation of US commanders to execute unit self-defense.

Bottom line: Do the ROE give your subordinate commanders the flexibility they need to get the job done?



Setting Conditions



***LtCol Micah Penn, USMC
Observer / Trainer
Deployable Training Division
Joint Staff J7***

The overall classification of slides is

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Challenges

- **Early and timely Commander involvement throughout design, planning, and assessing**
- **Commander centrality in assessments that inform understanding and guidance**
- **Incorporating risk in decision making**
- **Deciding if or when to reframe the problem**

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

- Joint Pub 1

***Interview with
General James Mattis, USMC (Ret)***

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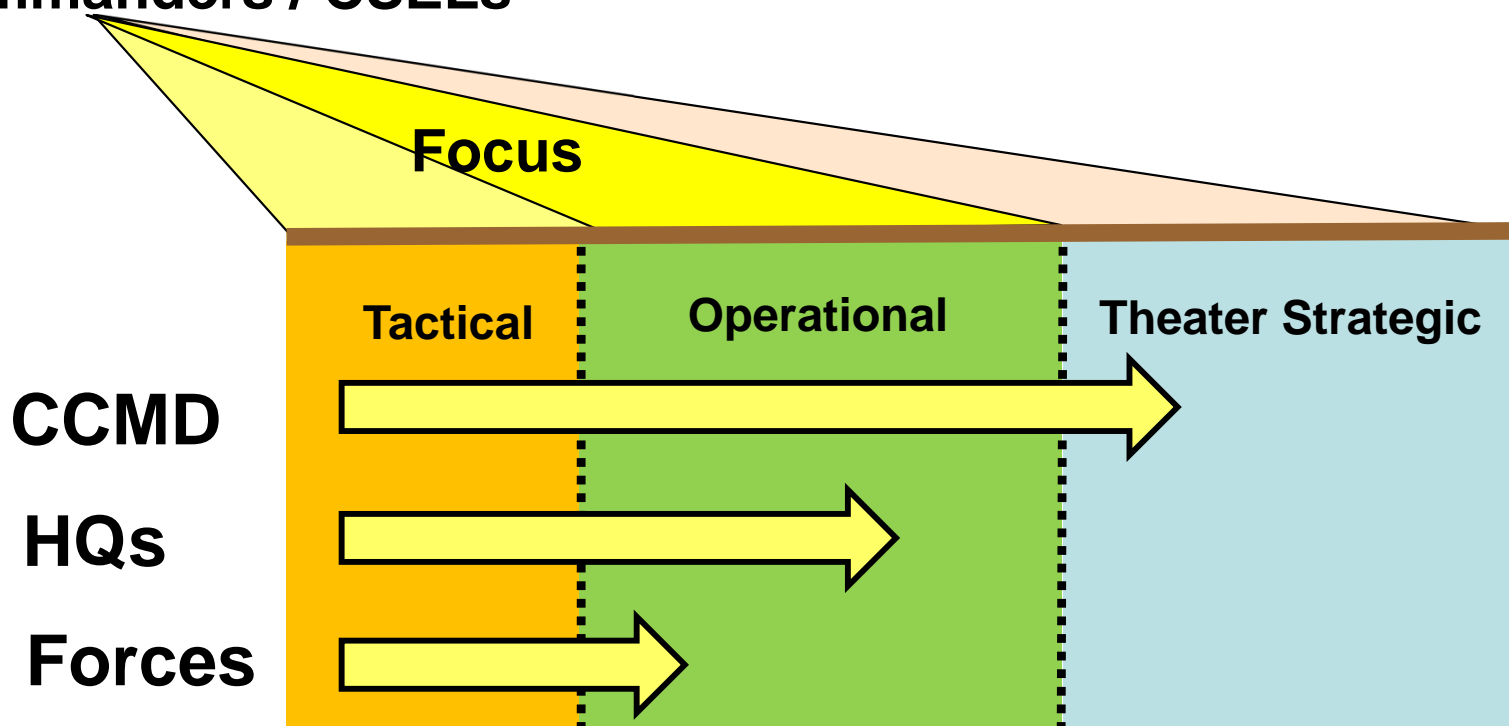
at

The Hoover Institution at Stanford University

March 6, 2015

Setting Conditions for Success

Commanders / CSELs

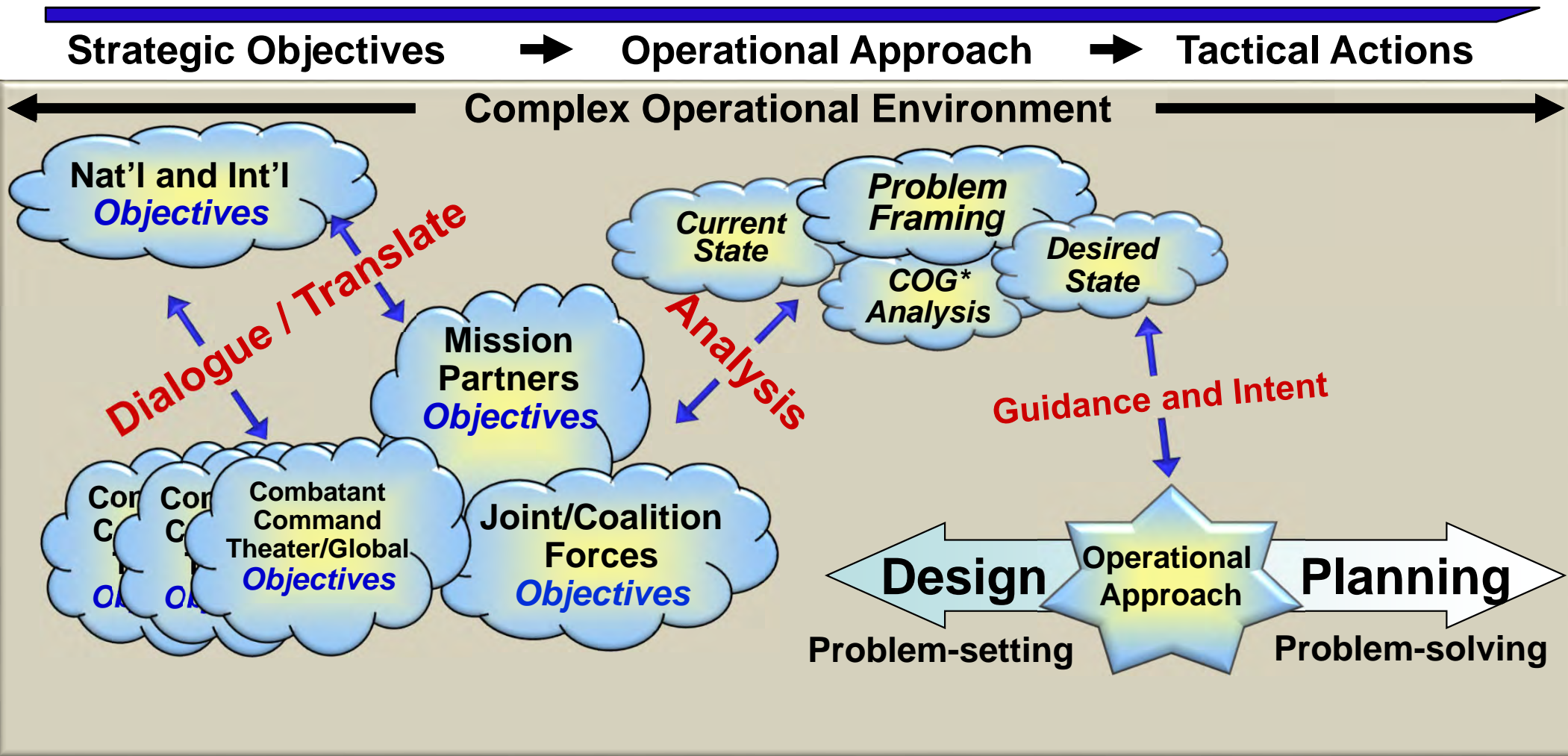


Insights

“Do those things that only you can do as the CSEL to enable the Command...”

- *Build and maintain trust and inclusive relationships with partners*
- *Share visualization and intent, gain authorities and resources, assess, and plan / manage transitions*
- *Design C2 to accomplish the mission – and evolve as necessary*

Operational Art

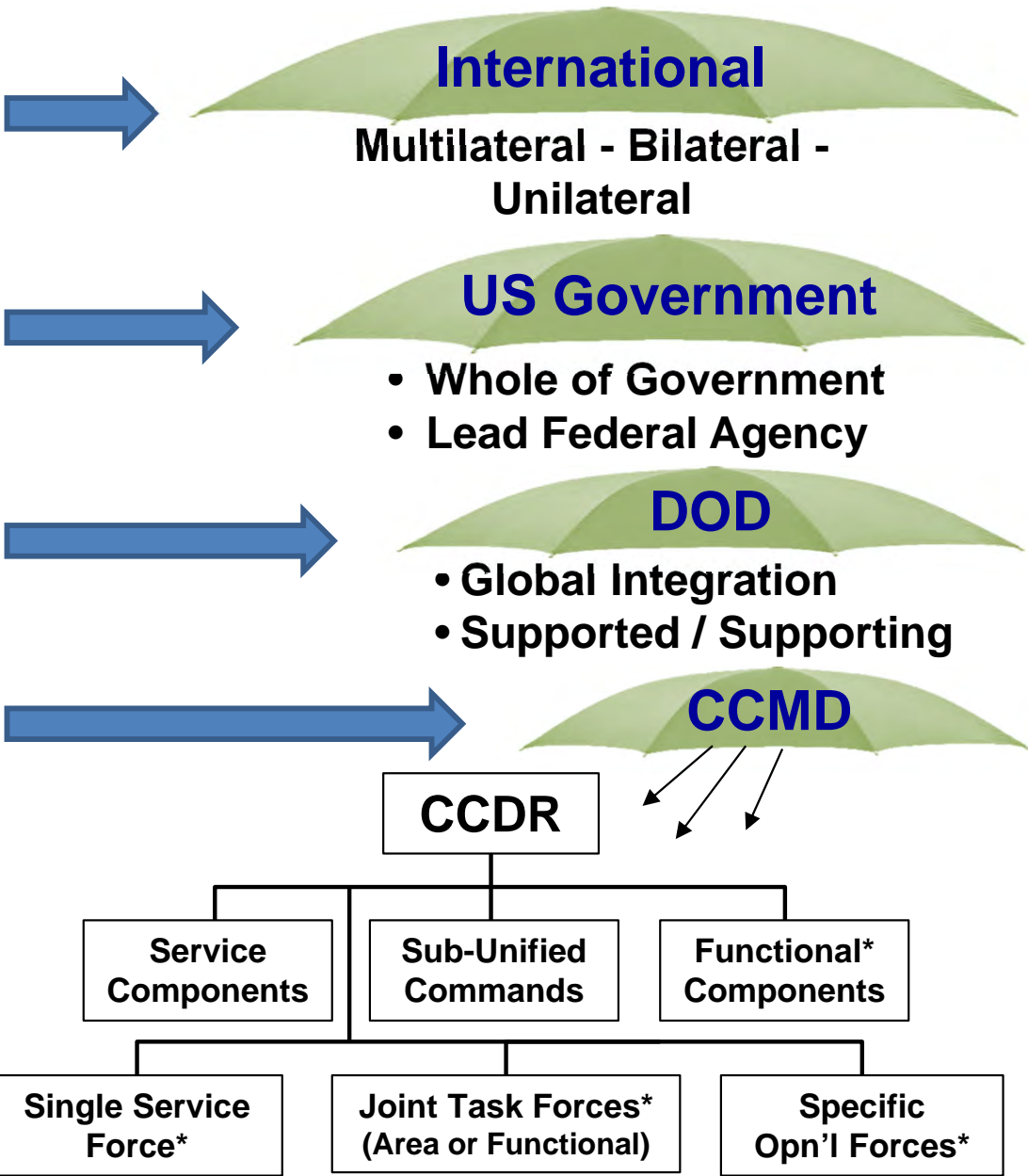


Insights

- Requires Commander's upfront time and dialogue to define the problem
- Leverage mission partners to better understand the environment

Understanding Your HQ's Role

- **USG role** relative to the international (and host nation) response
- **US military role** relative to the broader USG whole of government approach
- **CCMD role** relative to other DOD organizations (e.g., other CCMDs and Combat Support Agencies)
- **Internal CCMD C2 options**



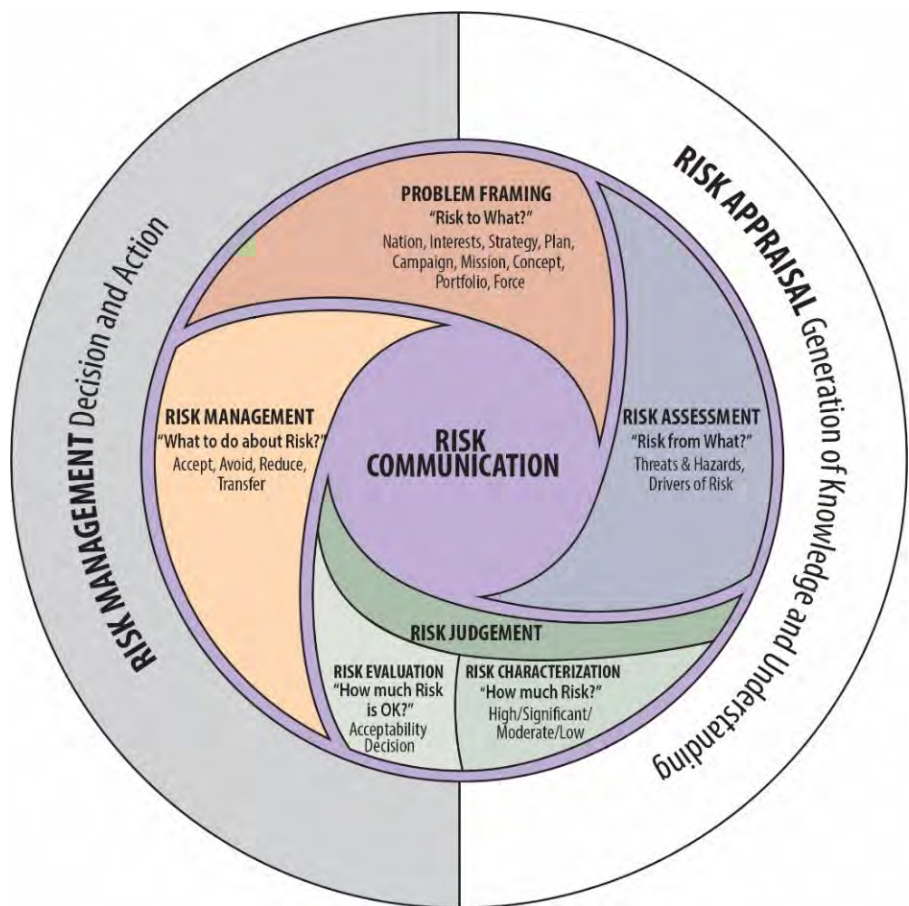
Considerations

- **Where do you fit?**
- **Who do you work with?**
- **How to organize?**
- **Where is risk?**

* Optional

Risk

CJCSM 3105.01B, 22 Dec 2023 establishes a joint risk analysis methodology and provides guidance for identifying, assessing, and managing risk.



The Joint Risk Framework

Insights

- **Risk is Command's Business**
- **Frame the problem**
 - **Protecting national interests**
 - **Execute a strategy or plan**
 - **Maintain a viable, ready force**
- **Determine what to do about risk**
 - **Accept / Avoid / Mitigate / Transfer**
- **Risk communication**
 - **Appraise and manage risk**
 - **Reduces misunderstandings and surprises**

Fight today

CCMD Risk



Service Risk

Win Tomorrow

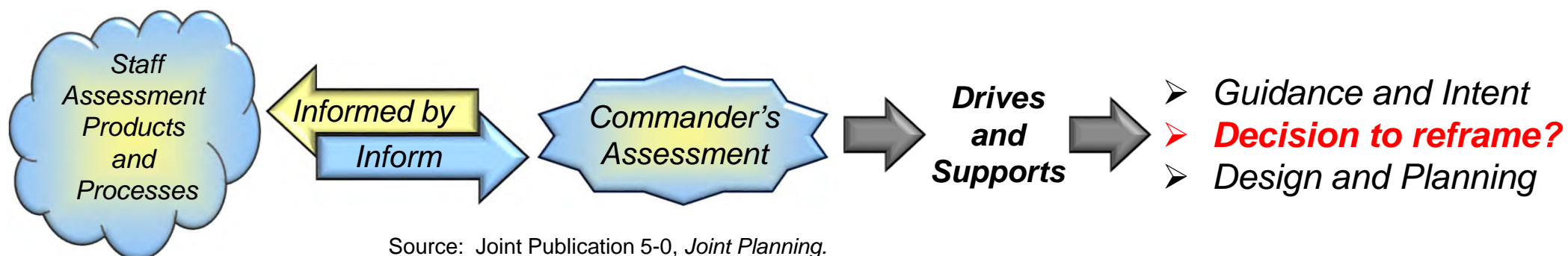
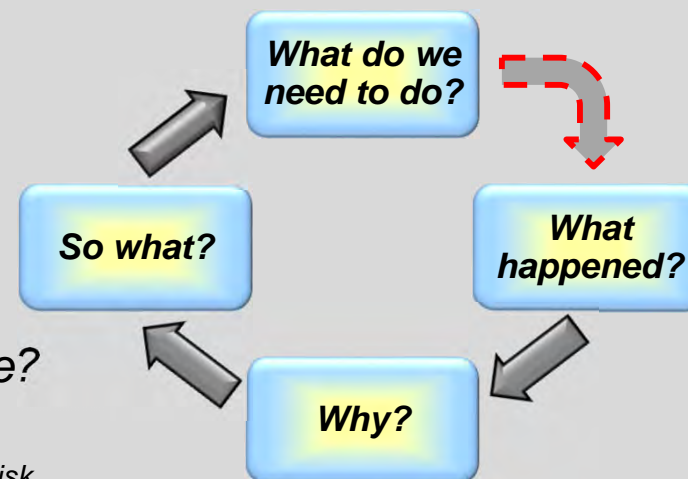
Assessment

- Are we doing things right?
- Are we doing the right things?

- Are we measuring the right variables?
- Is our information accurate?

- Are we accomplishing the Mission and End State?
- Are we achieving Strategic Objectives?

Source: Joint Staff J7 Insights and Best Practice Focus Paper: *Assessment and Risk*.

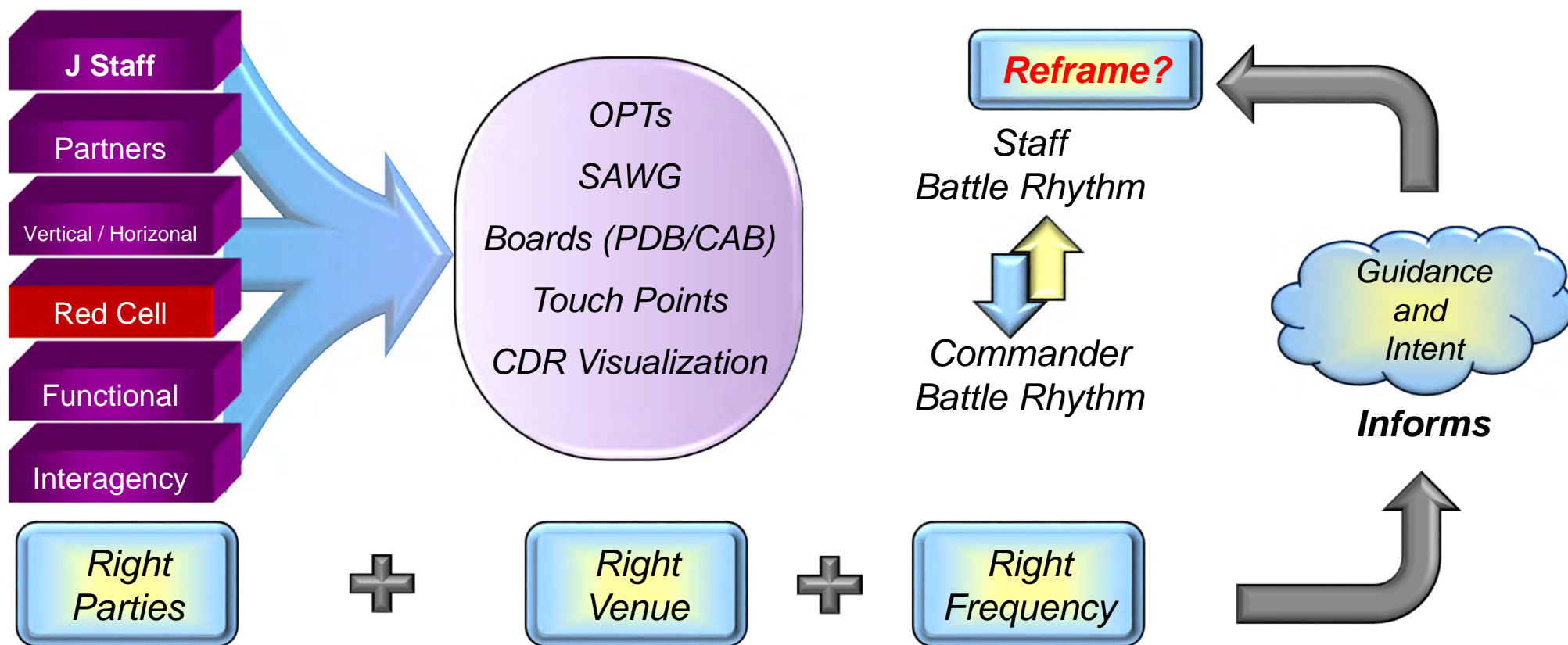


Source: Joint Publication 5-0, *Joint Planning*.

Insights

- Commander centric – key to developing guidance and intent
- Implement early and continuously with partners **to deepen understanding**
- Integrate assessment structure across echelons at the pace of operations
- **Get to “What else needs to be done”; do not stop at “What happened”**

Assessment and Planning Process



Insights

- **Clear process integrates people and information to share understanding**
- **Structure enhances speed of translation from guidance to execution**
- **Timely engagements enable adaptability and flexibility in complex environments**
- **Clear terms of reference disciplines the process and sets expectations**

SAWG: Strategic Assessment Working Group

PDB: Plans Decision Board

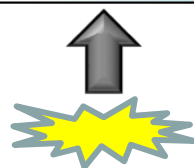
CAB: Commander's Assessment Board

Reframing the Problem

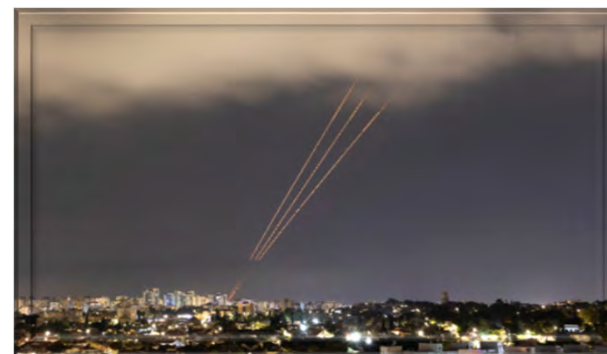
Design → Plan → Execute **Reframe** Design → Plan → Execute



Russian/Ukraine War



Change in environment
Change in strategic guidance
Change in the character and
pace of war



“Iran launches retaliatory attack on Israel with hundreds of drones”

Insights

- *Activities in All-Domains may drive change in the environment*
- *Operations don't stop during reframing*
- *It is the Commander's decision to reframe and revisit design*
- *Commands must leverage Allies, Partners, and the Interagency during problem reframing and redesign*

Key Takeaways

- **Senior leaders set conditions by building trust and sharing understanding**
- **Active and continuous Commander involvement promotes focus and flexibility**
- **Structure, design, planning, and assessment around Commander's time and approach**
- **Understand the aspects of risk in decisions**
- **Establish an assessment framework to enable problem reframing when conditions change**

References

- **DOD Dictionary of Military and Associated Terms**
- **Joint Pub 1, Vol. 1, “Joint Warfighting,” 27 Aug 2023**
- **Joint Pub 1, Vol 2, “The Joint Force,” 19 Jun 2020**
- **Joint Pub 3-0, “Joint Campaigns and Operations,” 18 Jun 2022**
- **Joint Pub 5-0, “Joint Planning,” 1 Dec 2020**
- **CJCSM 3105.01B, “Joint Risk Analysis Methodology,” 22 Dec 2023**
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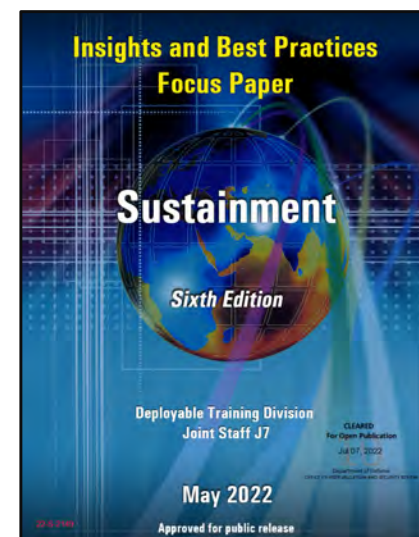
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- **Joint Staff J7 Insights and Best Practices, Combatant Command (CCMD) Command and Control Organizational Options Focus Paper, 3rd Edition, May 2022**
- **Joint Staff J7 Insights and Best Practices, Assessment and Risk Focus Paper, 3rd Edition, Mar 2020**
- **Joint Staff J7 Insights and Best Practices, Commander's Critical Information Requirements (CCIRs) Focus Paper, 4th Edition, Jan 2020**

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Sustainment

***MAJ Jason White, USA
Observer / Trainer
Deployable Training Division
Joint Staff J7***



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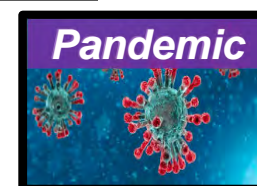
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Challenges

- Anticipating requirements in an uncertain, complex, rapidly changing, and contested operating environment
- Integrating and synchronizing capabilities from the Joint Logistics Enterprise to support the concept of operations
- Balancing global and theater-level considerations to set and sustain the theater

“You will not find it difficult to prove that battles, campaigns, and even wars have been won or lost primarily because of logistics.”

– General Dwight D. Eisenhower



“Globally Integrated Operations is the concept for how the Joint Force should prepare for the security environmentGlobally integrated operations both enable and are **premised upon Global Agility.**”

- Capstone Concept for Joint Operations: Joint Force 2020, 10 Sep 2012

Joint Logistics Enterprise (JLEnt)



****DISCLAIMER:** List not all inclusive

Insights

- **Understand authorities, goals, and limitations of other JLEnt partners**
- **Establish relationships and build trust before a crisis occurs**
- **Capitalize on and leverage stakeholder capabilities and resources**
- **Be prepared to provide support to other JLEnt partners**

Global Sustainment Considerations

Competition for Resources



Strategic Lift



Forces



Medical



Critical Munitions



War Reserve
Materiel



Overflight, Transit,
Basing



Operational Contract
Support

Insights

- **Access requirements may extend beyond a given AOR**
- **Understand what critical resources other CCMDs will require and how that will impact your mission (e.g., OCS, Medical Assets, additional Forces)**
- **Engage the Joint Staff early to adjudicate limited global resources**

Key Takeaways

- Anticipate requirements (contested logistics)
- Leverage and integrate the Joint Logistics Enterprise to ensure rapid and precise response for the Joint Force Commander
- Balance global and theater level considerations to set and sustain the theater

“You will not find it difficult to prove that battles, campaigns, and even wars have been won or lost primarily because of logistics.”

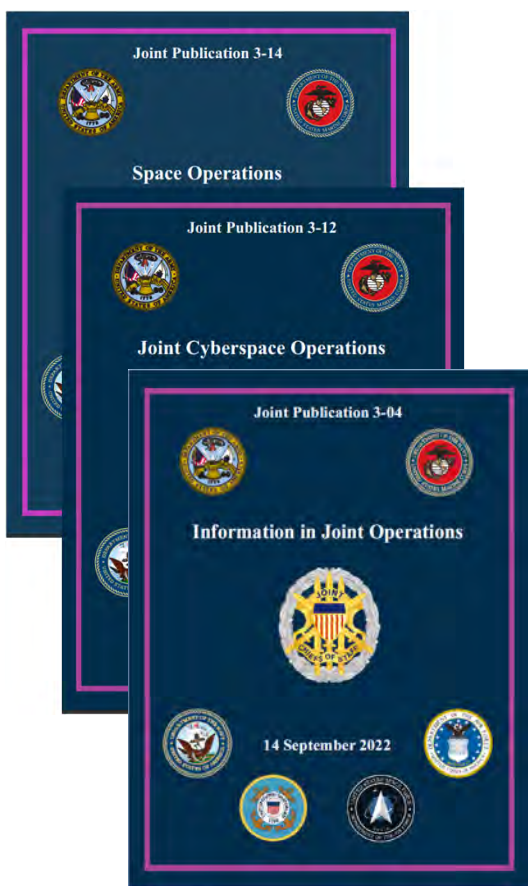
– General Dwight D. Eisenhower

References

- **DOD Dictionary of Military and Associated Terms**
- **Joint Pub 1, Vol. 1, “Joint Warfighting,” 27 Aug 2023**
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- **Joint Staff J7 Insights and Best Practices, Sustainment Focus Paper, 6th Edition, May 2022**

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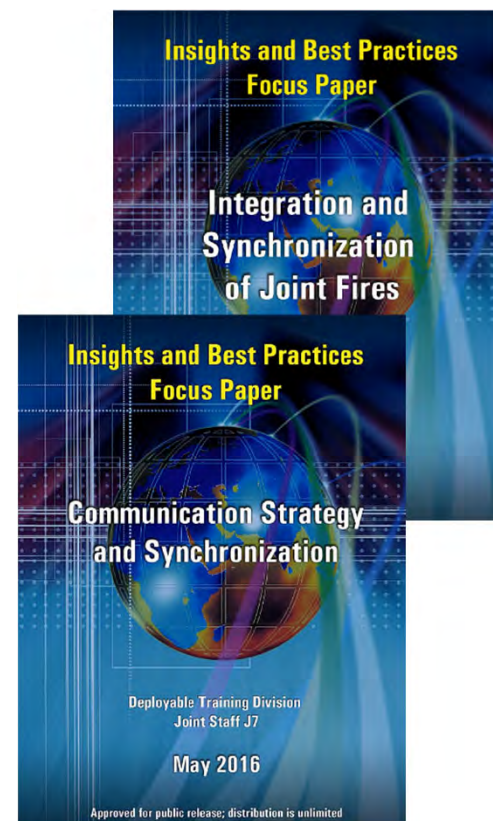
Joint Force All-Domain Operations



***Maj Louis Bennett, USAF
Observer / Trainer
Deployable Training Division
Joint Staff J7***

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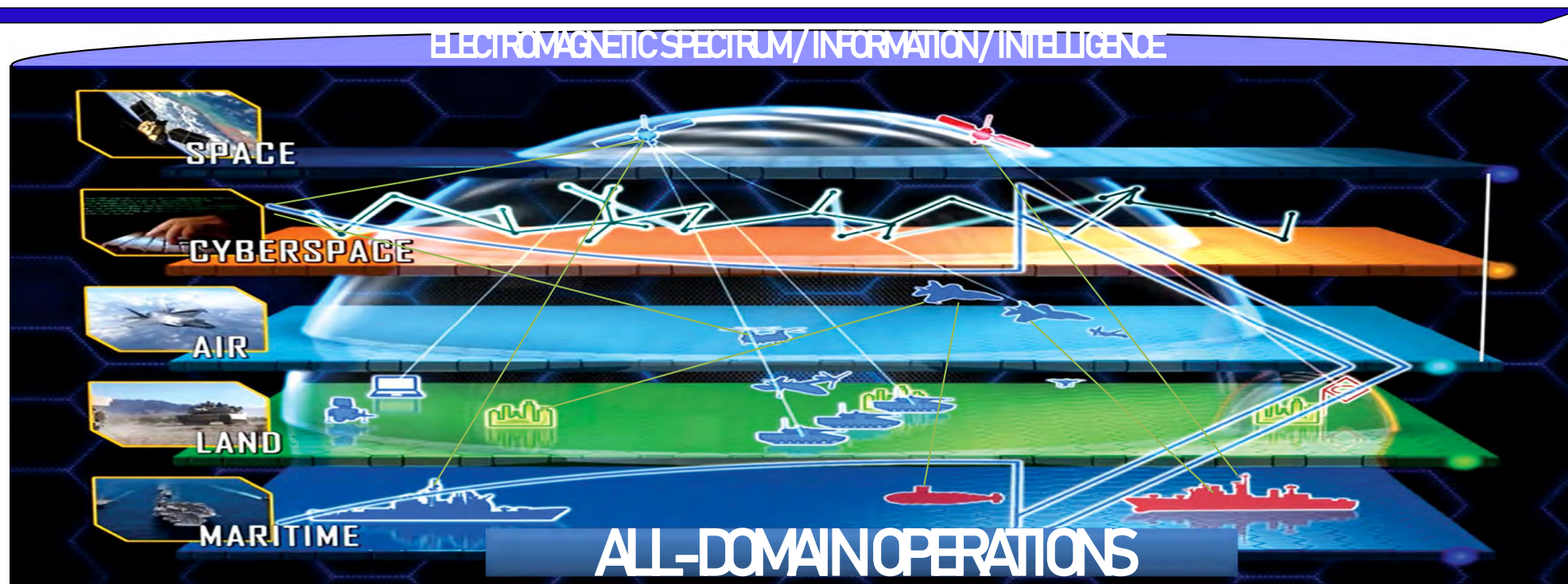
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Challenges

- **Integrating space, cyber, and information into planning, targeting, and synchronizing all-domain operations**
- **Coordinating and synchronizing activities across domains to achieve unity of effort and gain positional and / or temporal advantage**
- **Assessing non-kinetic activities in the operational environment**
 - *JP 3-04 highlights information synchronization, coordination, and/or integration of activities to achieve unity of effort*

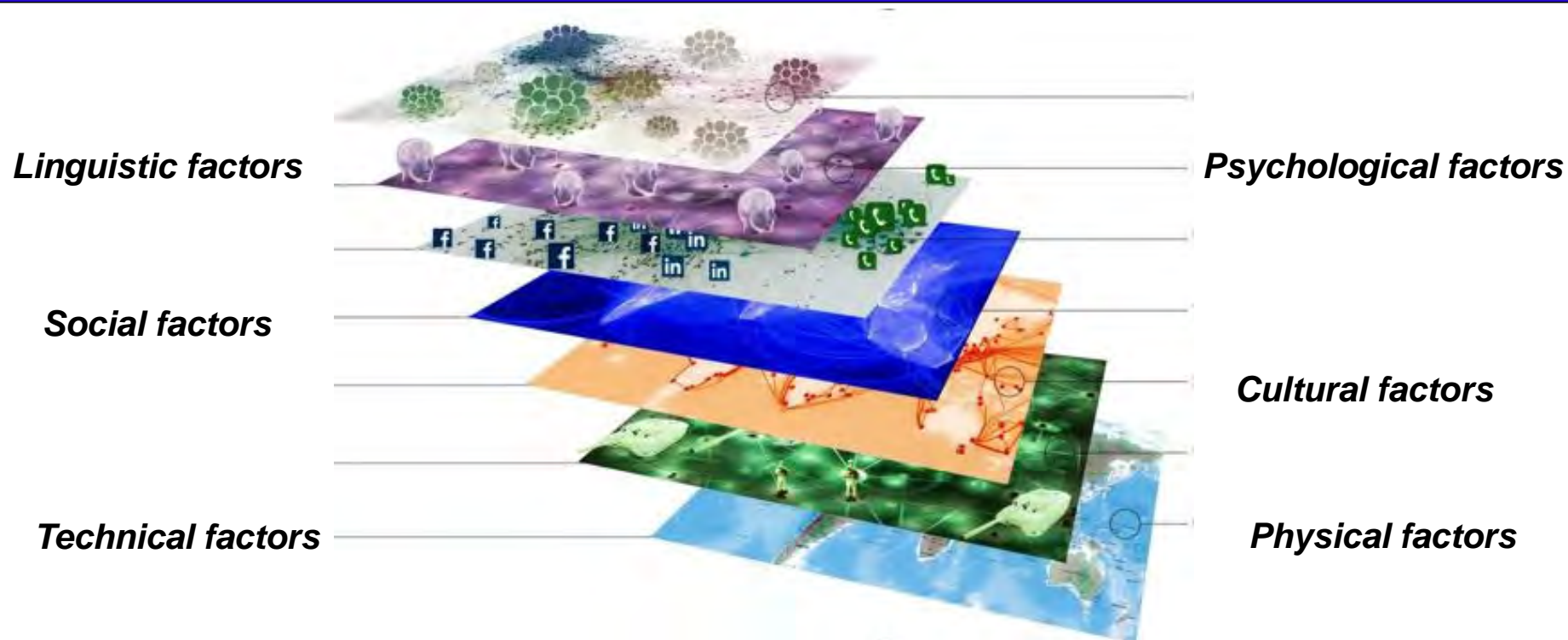
All-Domain Operations



Insights

- *Speed of cyber and space activities and strategic effects demand rapid, proactive decision making*
- *Joint all-domain C2 is progressing; CJADC2*
- *Integrate space, cyber, and EMS authorities, capabilities, and expertise early in planning*

Complexity of the Information Environment



Insights

- *The IE is global in nature—complexities are created by technological advances, the speed and range of information / mis-information, and deliberate operations to influence audiences*
- *Relevant actors are individuals, groups, populations, or automated systems whose capabilities or behaviors have the potential to affect OAI success*
- *Diffusion of information enables individuals and groups to enter in and affect the global forum*

Considerations for All-Domain Operations

Intelligence

- Understanding Adversary's Decision Calculus, Beliefs, and Perceptions
- Sharing how Enemy fights and COG (CV, CR, CC)
- Understand the Enemy's use and Exploitation of Space, Cyber, and EMS
- Collection & Processing, Exploitation, and Dissemination (PED)

Decision and Execution

- Decision Quality Information
- Gaining Authorities
- Phase Transition



Planning and Targeting

- System of Systems Implications
- Targeting Systems Analysis – All-Domain
- Integrating Special Capabilities and Activities

Targeting Guidance

- Identification of Decisive Points
- Space and Cyber Requirements
- Communication Guidance (Messaging)
- Achieving Advantage – Priorities

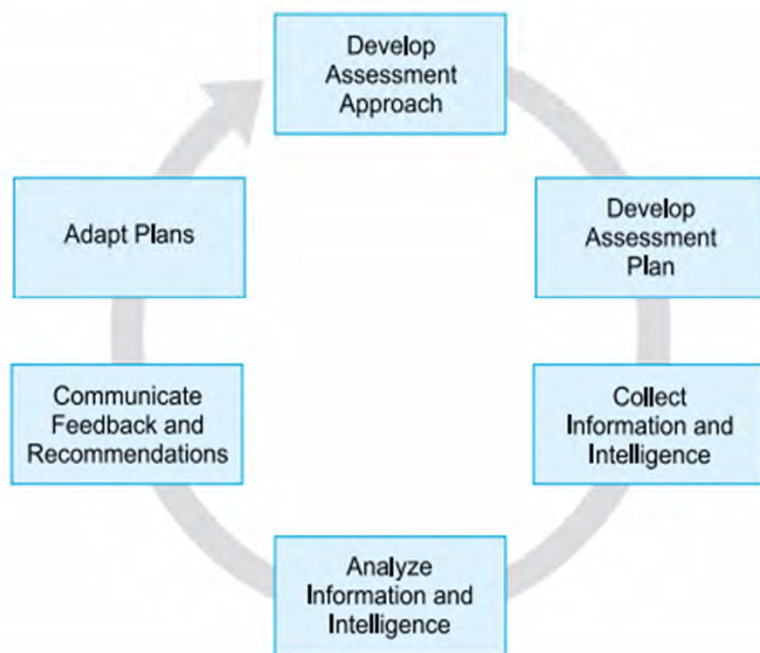
- Chart derived from All-Domain Operations Insights and Best Practices Focus Paper, 7 April 2021

Insights

- **Understand the adversary through an all-domain lens**
- **Plan and leverage capabilities from all domains; Include information and EMS**
- **Consider lead time for authorities and devise alternate COAs and options to provide decision quality information to the commander**
- **Space, cyber, and information are difficult to assess – start early to develop MOEs**

Assessments

Operation Assessment Process



Fighter aircraft from the U.S., Japan, and the Republic of Korea conducting a trilateral escort flight of a U.S. B-52H Stratofortress Bomber (22 Oct 23)

Insights

- *While most organizations successfully provide Battle Damage Assessments, operations in the information environment assessments (e.g., the human cognitive) are sometimes harder to obtain and visualize*
- *Assessment is a continuous process to identify, develop, and affect audiences to achieve desired enduring conditions*
- *Accurate assessment of behavioral change is a lengthy process; identify short-term and long-term assessments*
- *Assessments are coordinated and integrated internally and externally through whole-of-staff / government / coalition efforts*

Key Takeaways

- **Create familiarity across domains by incorporating Space, Cyber, and Information effects early into planning, targeting, and the battle rhythm**
- **Continue to exercise unity of effort and leverage WoG, Allies and Partners, and industry to integrate actions and gain positional and / or temporal advantages**
- **Assessment of effects across all domains is complex and requires a robust assessment plan**

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- **DOD Dictionary of Military and Associated Terms**
- **Joint Pub 1, Vol. 1, “Joint Warfighting,” 27 Aug 2023**
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Communication Strategy and Synchronization Focus
Paper, 1st Edition, May 2016**

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SECRETARY OF DEFENSE
1000 DEFENSE PENTAGON
WASHINGTON, DC 20301-1000

SEP 15 2017

MEMORANDUM FOR: SEE DISTRIBUTION

SUBJECT: Information as a Joint Function

Information is such a powerful tool that it is recognized as an instrument of national power. The advent of the internet, the expansion of information technology, the widespread availability of wireless communications, and the far-reaching impact of social media have dramatically impacted operations and changed the character of modern warfare.

The Chairman of the Joint Chiefs of Staff (CJCS) has issued an out-of-cycle change to Joint Publication 1, *Doctrine of the Armed Forces of the United States*, introducing *Information* as a new, seventh joint function. This change is consistent with the 2016 DoD Strategy for Operations in the Information Environment (SOIE) and the 2016 National Military Strategy. It signals a fundamental appreciation for the military role of information at the strategic, operational and tactical levels within today's complex operating environment.

The elevation of *Information* to a joint function impacts all operations and has implications across doctrine, organization, training, material, leadership and education, personnel, facilities, and policy that must be identified in the months ahead. These include the relationship with other joint functions, as well as the effects on planning and operations. The Under Secretary of Defense for Policy and the CJCS, as co-chairs of the SOIE Executive Steering Group, will lead efforts to examine implications and implement appropriate changes. I fully endorse this effort and expect support from across the Department.



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anchoring

The first thing you judge influences your judgment of all that follows.

Human minds are associative in nature, so the order in which we receive information helps determine the course of our judgments and perceptions.

Be especially mindful of this bias during financial negotiations such as houses, cars, and salaries. The initial price offered is proven to have a significant effect.



confirmation bias

You look for ways to justify your existing beliefs.

We can automatically find ways to make new information fit our existing narratives and preconceptions, and to dismiss information that does not.

Think of your ideas and beliefs as software you're actively trying to find problems with rather than things to be defended.

"The first principle is that you must not fool yourself – and you are the easiest person to fool." - Richard Feynman



backfire effect

When your core beliefs are challenged, it can cause you to believe even more strongly.

We can experience being wrong about some ideas as an attack upon our very selves, or our tribal identity. This can lead to motivated reasoning which causes us to reinforce our beliefs even if we might accept particular facts and disconfirming evidence.

"It ain't what you don't know that gets you into trouble. It's what you know for sure that just ain't so."

- Mark Twain



declinism

You see the past as better than it was, and expect the future to be worse than is likely.

Despite living in the most peaceful and prosperous time in history, many people believe things are getting worse. The 24 hour news cycle, with its reporting of overtly negative and violent events, may account for some of this effect.

Instead of relying on nostalgic impressions of how great things used to be, use measurable metrics such as life expectancy, levels of crime and violence, and prosperity statistics.



just world hypothesis

Your preference for a just world makes you presume that it exists.

A world in which people don't always get what they deserve, hard work doesn't always pay off, and injustice happens is an uncomfortable one that threatens our preferred narrative. However, it is also the reality.

A more just world requires understanding rather than blame. Remember that everyone has their own life story, we're all fallible, and bad things happen to good people.



sunk cost fallacy

You irrationally cling to things that have already cost you something.

When we've invested our time, money, or emotion into something, it hurts us to let it go. This aversion to pain can distort our better judgment and cause us to make unwise investments.

To regain objectivity, ask yourself: had I not already invested something, would I still do so now? What would I counsel a friend to do if they were in the same situation?



dunning-kruger effect

The more you know, the less confident you're likely to be.

Because experts know just how much they don't know, they tend to underestimate their ability, but it's easy to be over-confident when you have only a simple idea of how things are.

"The whole problem with the world is that fools and fanatics are so certain of themselves, yet wiser people so full of doubts."

- Bertrand Russell



barnum effect

You see personal specifics in vague statements by filling in the gaps.

Because our minds are given to making connections, it's easy for us to take nebulous statements and find ways to interpret them so that they seem specific and personal.

Psychics, astrologers and others use this bias to make it seem like they're telling you something relevant. Consider how things might be interpreted to apply to anyone, not just you.



framing effect

You allow yourself to be unduly influenced by context and delivery.

We all like to think that we think independently, but the truth is that all of us are, in fact, influenced by delivery, framing and subtle cues. This is why the ad industry is a thing, despite almost everyone believing they're not affected by advertising messages.

Only when we have the intellectual humility to accept the fact that we can be manipulated, can we hope to limit how much we are. Try to be mindful of how things are being put to you.



in-group bias

You unfairly favor those who belong to your group.

We presume that we're fair and impartial, but the truth is that we automatically favor those who are most like us, or belong to our groups.

Try to imagine yourself in the position of those in out-groups; whilst also attempting to be dispassionate when judging those who belong to your in-groups.



availability heuristic

Your judgments are influenced by what springs most easily to mind.

How recent, emotionally powerful, or unusual your memories are can make them seem more relevant. This, in turn, can cause you to apply them too readily.

Try to gain different perspectives and relevant statistical information rather than relying purely on first judgments and emotive influences.



belief bias

If a conclusion supports your existing beliefs, you'll rationalize anything that supports it.

It's difficult for us to set aside our existing beliefs to consider the true merits of an argument. In practice this means that our ideas become impervious to criticism, and are perpetually reinforced.

A useful thing to ask is 'when and how did I get this belief?'

We tend to automatically defend our ideas without ever really questioning them.



groupthink

You let the social dynamics of a group situation override the best outcomes.

Dissent can be uncomfortable and dangerous to one's social standing, and so often the most confident or first voice will determine group decisions.

Rather than openly contradicting others, seek to facilitate objective means of evaluation and critical thinking practices as a group activity.



optimism bias

You overestimate the likelihood of positive outcomes.

There can be benefits to a positive attitude, but it's unwise to allow such an attitude to adversely affect our ability to make rational judgments (they're not mutually exclusive).

If you make rational, realistic judgments you'll have a lot more to feel positive about.



reactance

You'd rather do the opposite of what someone is trying to make you do.

When we feel our liberty is being constrained, our inclination is to resist, however in doing so we can over-compensate.

Be careful not to lose objectivity when someone is being coercive/manipulative, or trying to force you do something. Wisdom springs from reflection, folly from reaction.



curse of knowledge

Once you understand something you presume it to be obvious to everyone.

Things makes sense once they make sense, so it can be hard to remember why they didn't. We build complex networks of understanding and forget how intricate the path to our available knowledge really is.

When teaching someone something new, go slow and explain like they're ten years old (without being patronizing). Repeat key points and facilitate active practice to help embed knowledge.



self-serving bias

You believe your failures are due to external factors, yet you're personally responsible for your successes.

Many of us enjoy unearned privileges, luck and advantages that others do not. It's easy to tell ourselves that we deserve these things, whilst blaming circumstance when things don't go our way.

When judging others, be mindful of how this bias interacts with the just-world hypothesis, fundamental attribution error, and the in-group bias.



negativity bias

You allow negative things to disproportionately influence your thinking.

The pain of loss and hurt are felt more keenly and persistently than the fleeting gratification of pleasant things. We are primed for survival, and our aversion to pain can distort our judgment for a modern world.

Pro-and-con lists, as well as thinking in terms of probabilities, can help you evaluate things more objectively than relying on a cognitive impression.



pessimism bias

You overestimate the likelihood of negative outcomes.

Pessimism is often a defense mechanism against disappointment, or it can be the result of depression and anxiety disorders.

Perhaps the worst aspect of pessimism is that even if something good happens, you'll probably feel pessimistic about it anyway.



spotlight effect

You overestimate how much people notice how you look and act.

Most people are much more concerned about themselves than they are about you. Absent overt prejudices, people generally want to like and get along with you as it gives them validation too.

Instead of worrying about how you're being judged, consider how you make others feel. They'll remember this much more, and you'll make the world a better place.

thou shalt not suffer cognitive biases

Cognitive biases make our judgments irrational. We have evolved to use shortcuts in our thinking, which are often useful, but a cognitive bias means there's a kind of misfiring going on causing us to lose objectivity. This poster has been designed to help you identify some of the most common biases and how to avoid falling victim to them. Help people become aware of their biases generally by sharing the website **yourbias.is** or more specifically e.g. **yourbias.is/confirmation-bias**



This poster is published under a Creative Commons BY-NC-ND license 2020 by Jesse Richardson. You are free to print and redistribute this artwork non-commercially with the binding proviso that you reproduce it in full so that others may share alike. To learn more about biases you should read the books 'Thinking, Fast and Slow' and 'You Are Not So Smart'.

The illustration above is a reference to Michaelangelo's 'Creation of Adam' which many believe depicted the human brain in God's surrounding decoration.

Download this poster at www.yourbias.is

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JP 3-04: Information in Joint Operations Information Sheet

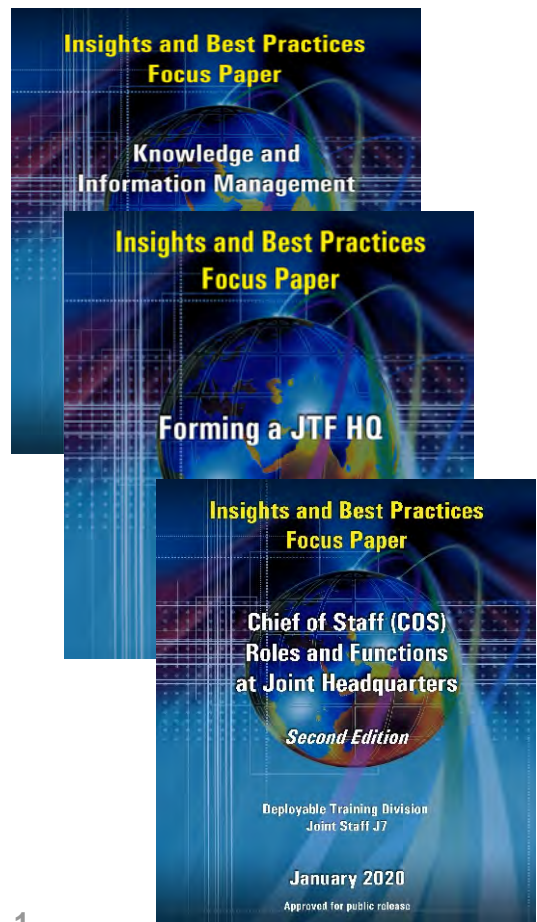
JP 3-13 Information Operations, 20 NOV 14 CH1 (Canceled)	JP 3-04 Information in Joint Operations, 14 SEP 22
<p>NDS 2018 – Laid out a world where great-power competition, rather than counterterrorism, drove the DoD’s decision-making and force structure. Inter-state strategic competition primarily from China and Russia became the primary concern in US national security. Shifting away from counterinsurgency stance and back to large-scale combat operations</p>	<p>NDS 2022 – DoD’s priorities: 1) Defending the homeland, paced to the growing multi-domain threat posed by the PRC; 2) Deterring strategic attacks against the United States, Allies, and partners; 3) Deterring aggression, while being prepared to prevail in conflict when necessary - prioritizing the PRC challenge in the Indo-Pacific region, then the Russia challenge in Europe, and; 4) Building a resilient Joint Force and defense ecosystem</p>
<p style="text-align: center;">Integrating Function</p> <p>Definition: “Integrated employment, during military operations, of IRCs in concert with other lines of operation to influence, disrupt, corrupt, or usurp the decision-making (leaders) of adversaries/potential adversaries while protecting our own”</p> <p>Focused on Red and Green if it affects Red</p>	<p style="text-align: center;">Joint Warfighting Capability</p> <p>Definition: “The joint force uses information to improve understanding, decision-making, and communication. Commanders use information to visualize and understand the OE and direct and coordinate actions. The joint force leverages information to affect the perceptions, attitudes, decision-making, and behavior of relevant actors.”</p> <p>It considers Red, Green, Blue and others relevant actors.</p> <p>Relevant actors = individuals, groups, populations, and automated systems whose capabilities/behaviors have the potential to affect the success of a particular campaign, operation, or tactical action</p>
<p style="text-align: center;">Information / Influence Relational Framework</p> <p>Information / influence relational framework applied to three dimensions of the IE (physical, informational, and cognitive)</p> <ul style="list-style-type: none"> “A JFC may establish an IO staff to provide command-level oversight and collaborate with all staff directorates.” Focused primarily on affecting the decision-making of select target audiences (decision-makers). 	<p>Three Tasks of the Information Joint Function:</p> <ol style="list-style-type: none"> Understand how IE impacts the OE Support human and automated decision making Leverage information <ul style="list-style-type: none"> “The information joint function stresses the requirement to incorporate information as a fundamental element during planning and conduct of all operations.” Expanding the commander’s range of options for actions across the competition continuum
<p style="text-align: center;">Deleted Doctrinal Terms</p> <ol style="list-style-type: none"> Information Operations (IO) and Information Operations Planner Information Operations Working Group (IOWG) Information-Related Capabilities (IRC) 	<p style="text-align: center;">New Doctrinal Terms</p> <ol style="list-style-type: none"> Information Planner Information Planning Cell Information Cross-Functional Team (I-CFT) “Not just Information Forces” Information Forces
<p>IRCs are force multipliers used to create desired effects</p>	<p>Information advantage is the operational advantage gained through the joint force’s use of information for decision-making and its ability to leverage information to generate effects on the IE.</p> <p>Informational power is the ability to exert one’s will through the projection, exploitation, denial, and preservation of information in pursuit of objectives.</p>

JP 3-04: Information in Joint Operations Information Sheet

- continued -

JP 3-13 Information Operations, 20 NOV 14 CH1 (Canceled)	JP 3-04 Information in Joint Operations, 14 SEP 22
IE = physical, informational, and cognitive domains - Subset of OE	IE = Aggregate of the social, cultural, linguistic, psychological, technical, and physical factors - Subset of OE
Information is used to “ gain an advantage ” in the IE	Understand, support, and leverage information to achieve unity of effort
<p>“Strategic communication is a whole-of-government approach, driven by interagency processes and integration that are focused upon effectively communicating national strategy.”</p> <ul style="list-style-type: none"> • Strategic communication “owned” by DoS • JFC “amplifies” national strategy, policy, and objectives 	<p>“Narratives are an integral part of campaigns, operations and missions. An effective and integrated narrative can mitigate, undermine, or otherwise render competing narratives ineffective if it is accompanied by complementary actions.”</p> <ul style="list-style-type: none"> • CCMDs are responsible for the strategic and operational mission narratives and to assure OAs are aligned to these narratives.
<p>JPP-focused, integrating function</p> <p>“The <u>IO cell chief is responsible</u> to the JFC for integrating Information Related Capabilities into the joint operations planning process.”</p> <p>Perceived as the job of Information Forces (former IRCs)</p>	<p>JPP-focused, joint warfighting capability</p> <p><u>“All members of the JFC’s staff are responsible for accomplishing or contributing to tasks of the information joint function, to include understanding how information affects joint force operations, understanding how those respective activities impact or are impacted by the IE, and integrating that understanding into their respective portions of joint plans.”</u></p> <p>Broader view and everyone has a role in the Information fight</p>
“Coordination and synchronization of IRCs” implied information was separate or merely additive to a scheme of maneuver	More closely aligns the information element as an instrument of national power / the joint function to the planning and execution of joint force operations
<p>Eight-step assessment process focused on measures of performance / measurements of effectiveness</p> <p><i>“Information operations assessment is iterative, continuously repeating rounds of analysis within the operations cycle <u>in order to measure the progress of IRCs toward achieving objectives.</u>”</i></p>	<p>Six-step assessment process seeking to describe for the commander how the IE / OE changed in relation to the operational objective(s) and the resulting ramifications of that effect / those effects</p> <p><u>“Assessment of operations and activities is key to the commander’s decision cycle, helping to determine the results of actions in the context of overall mission objectives and providing recommendations for refinement of future plans.”</u></p>
	<p><u>Updates required:</u></p> <p>JP 3-0 Joint Operations, 18 JUN 2022</p> <p>JP 3-09 Joint Fire Support Planning, 10 APR 19</p> <p>JP 3-16 Multinational Operations, 12 FEB 21 Validated</p> <p>JP 3-33 JTF Headquarters, 9 JUN 22</p> <p>JP 3-60 Joint Targeting, 31 JAN 2013</p> <p>JP 5-0 Joint Planning, 1 DEC 20</p>

HQ Organization and Process Insights



***SGM Philson Tavernier, USA
Observer / Trainer / SEL
Deployable Training Division
Joint Staff J7***



The overall classification of slides is

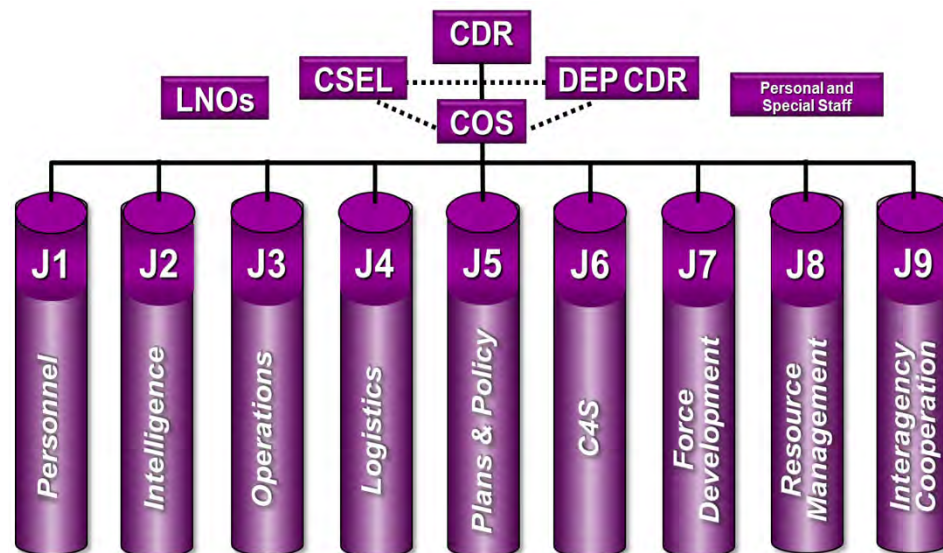
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Challenges

- **Organizing to accomplish the joint mission**
- **Developing processes to operate with speed and agility**
- **Integrating joint, multinational, and interagency mission partners into the HQ structure and processes**

Organizing - Roles and Responsibilities

J-Code Structure Organization (Preferred organizational structure)



* Above organization structure is greatly simplified for illustrative purposes only

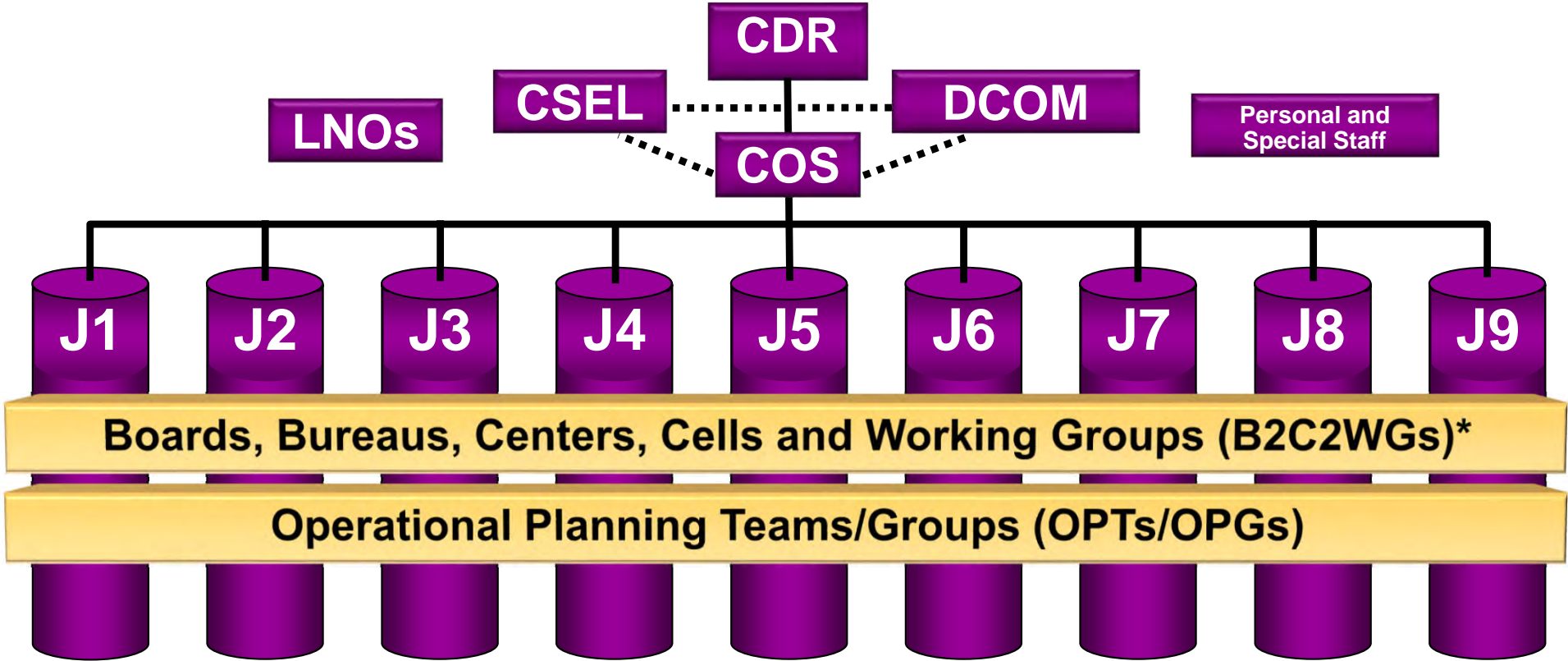
Considerations

- *Mission requirements drive HQ functions, organization, and processes*
- *Agility vs. size of HQ*
- *Terms of Reference for key personnel*
- *Liaison network*
- *Clear assignments of responsibilities for:*
 - *Assessment*
 - *Design*
 - *Integration of lethal and nonlethal effects*
 - *Narrative and Engagement*
 - *Reports to Higher HQ*
 - *Knowledge Management*
 - *Interagency Coordination*

Insights

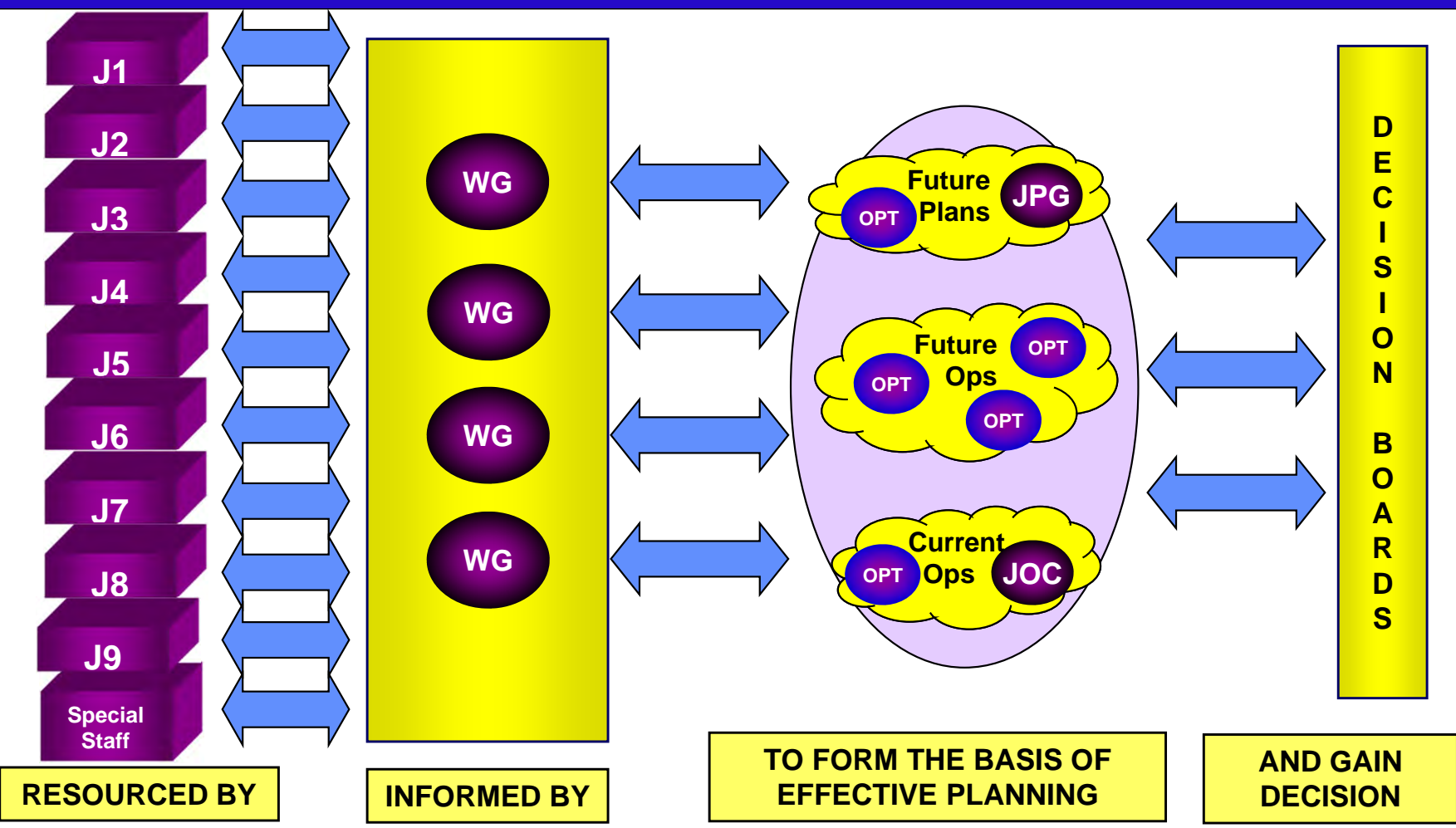
- *Maintain Commander-centric vs. staff-centric focus*
- *Be able to respond to crisis while retaining agility to plan and execute other missions*
- *Account for the transregional and multi-domain nature of operations*

Staff Integration



* JP 3-33, *Joint Force Headquarters*, defines “cross functional organizations” that include Boards, Bureaus, Centers, Cells, Offices, Elements, Groups, Working Groups, and Operational Planning Teams (OPTs).

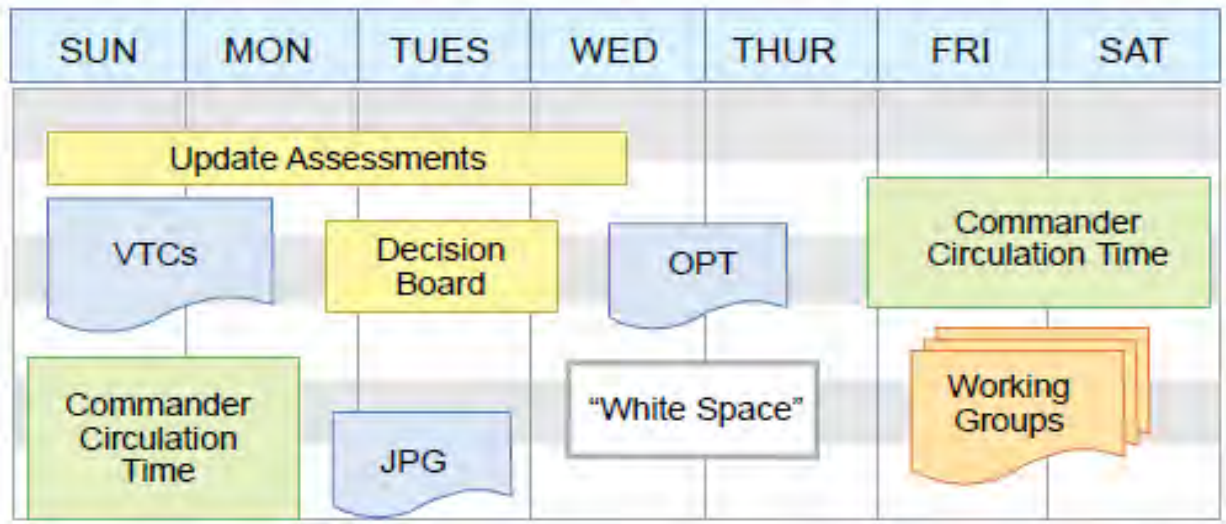
Staff Support to Decision Making



Insights

- Force cross-functional integration to improve staff support for the Commander
- Provide venues for Commander's "touch points" and command decisions
- COS is the staff synchronizer and manages the battle rhythm

Enabling Commander Decision Making

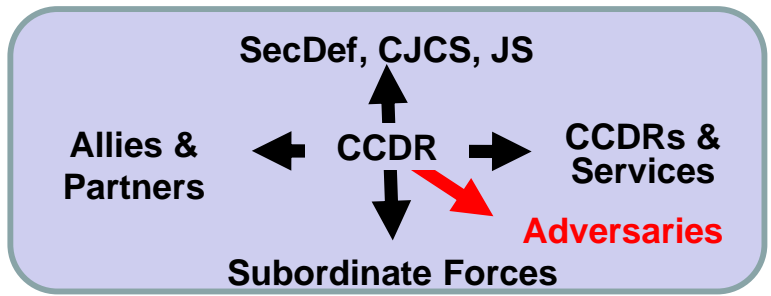


Simplified for example only.

CDR/SEL time for thinking, engagement, dialogue, battlefield circulation

Staff preparation and empowered DCOM-level steering

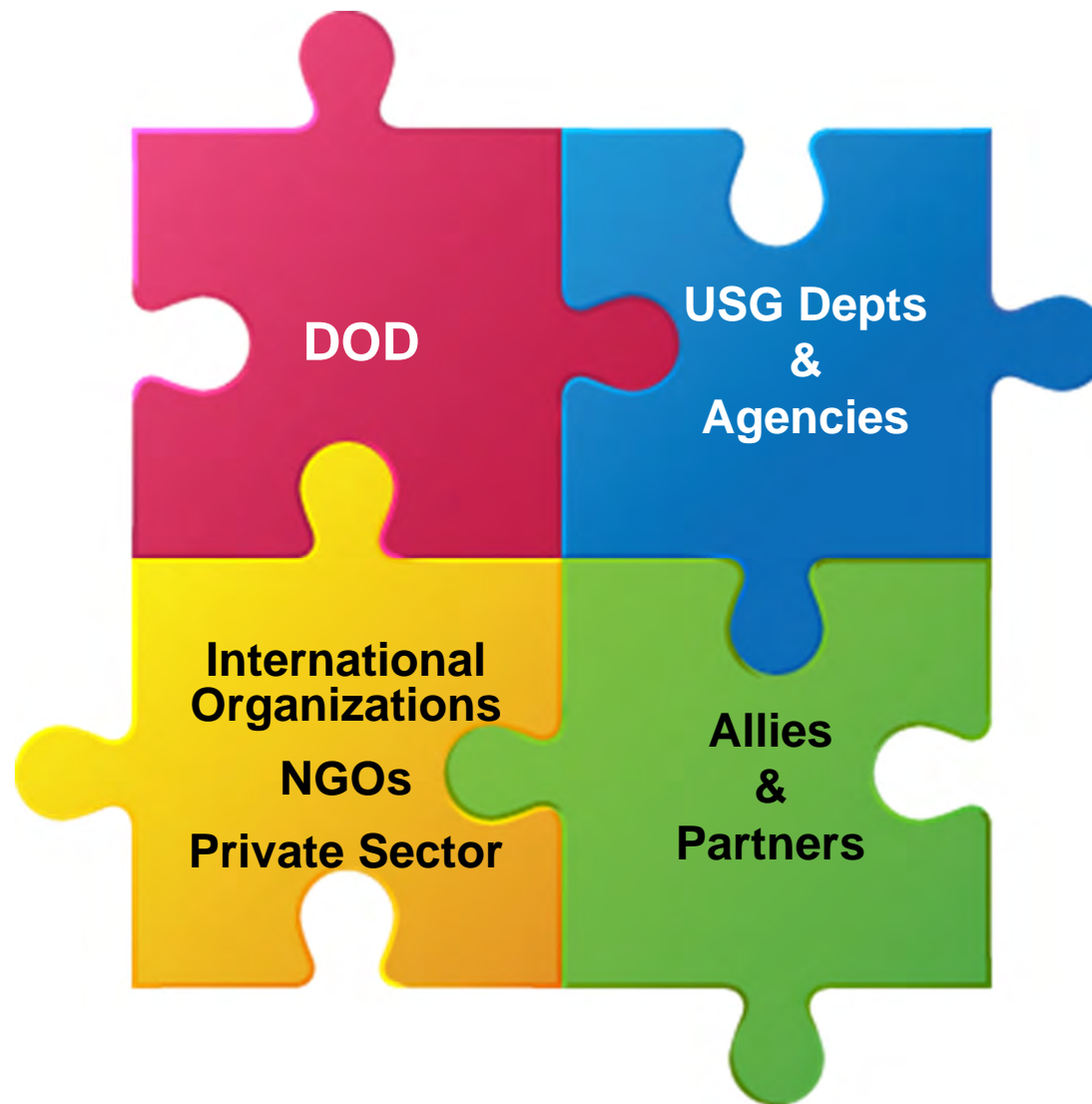
Commander assessment, guidance, and decision forums



Insights

- ***“White space” enables commander and staff processes that inform decision making***
- ***Battle rhythm must be nested with HHQ, partners, and external stakeholders***

Integration with Mission Partners



Insights

- *Leverage CCDR/CSEL to acquire formal support*
- *Early coordination / integration*

Key Takeaways

- **Clear roles and responsibilities are needed to operate at the speed of relevance**
- **Effective staff integration enables shared understanding that supports decision making**
- **Early integration of all partners into the HQ is critical to achieve a comprehensive approach**

References

- **DOD Dictionary of Military and Associated Terms**
- **Joint Pub 1, Vol. 1, “Joint Warfighting,” 27 Aug 2023**
- **Joint Pub 1, Vol 2, “The Joint Force,” 19 Jun 2020**
- **Joint Pub 3-33, “Joint Force Headquarters,” 9 Jun 2022**

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- Example -

JTF Senior Leader Terms of Reference (TOR)

	JTF Commander	JTF CSEL	Deputy JTF Cdr for Ops and Intel	Deputy JTF Cdr for Support	COS
Key Functions and B2C2WG Lead / Oversight	SecDef / CCDR SVTC, Daily CUB, Future Ops Synch Board, Plans Coord Board	SecDef / CCDR SVTC, Daily CUB, Future Ops Synch Board, Plans Coord Board, JRSOI	Joint Targeting Coord Board, Joint Collection Management Board; Current Ops; FUOPS	Personnel, Logistics and Comms, LNOs to and from external orgs, force protection	Staff synchronizer, Info flow and Battle Rhythm, Staff organization and manning, Coordinate / monitor TOR
Engagement Role Up and Out	SecDef, CCDR, Ambassador, MOD	HHQ CSEL, Sptg HQs CSEs and SEs. Foreign Mil SEs, Embassy Staff, Interagency Reps, LNO Teams	CCMD DCOM- Military, COS, J2, J3, J7; STRATCOM; MOI; CCMD Joint Targeting Coord Board	USAID; UN; CCMD J1, J4, J6, J8, TRANSCOM, CCMD Joint Log Board, Joint Requirements Review Board	Higher, Adjacent, Lower COS, National Support Element
Authorities	Transitions, Commit JTF reserve, changes to JTF C2	JFC Delegated and Enlisted Career Mgt	Second in Command, Approve JPITL, Target Engagement Authority	Third in Command, JPITL Approval (alt), TEA (alt)	Prioritize staff efforts Direct staff, As directed by JFC
Oversight of Sptg and Sub Organizations		JRSOI, Coalition and HN Enlisted NCO Training and Development	CJFACC, CJFLCC, SPMAGTF, CFMCC, SOJTF, JTF Reserve	Sustainment and Signal. Service Comp Command, TSC / ESC	None

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