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Welcome to the

Administrative Remarks and Course Overview

Deployable Training and Lessons Division
Joint Staff J7

The overall classification is

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Agenda

- **Who we are**
- **KEYSTONE Joint Operations Module (JOM) Overview**
- **Admin**
- **Group Assignments**
- **Senior Fellow Coordinator**

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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…

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Instructional Resources

- **Participant Guide** ***Section***
  - Module Overview — iii
  - Message to the Joint Force from the Chairman of the Joint Chiefs of Staff — v
  - JTE Points of Contact — vii
  - Senior Leadership Reference Sheet — ix
  - Joint Staff Leadership, Senior Fellow, NDU Senior Fellow and Guest Speaker Biographies — xi
  - 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/)

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Reference Library List

(The bookcase with available documents is located in the ECC Lobby)

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, November 2025

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

Joint Chiefs of Staff Website (Publically Accessible)

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 and Lessons Division's Insights and Best Practices Papers

Insights and Best Practices Focus Papers Library on the Joint Electronic Library Website (Publicly Accessible) - The DTLD gains insights on operational matters through regular contact and dialogue with combatant and joint task force commanders, collecting and comparing practices. The DTLD 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 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 Response Framework

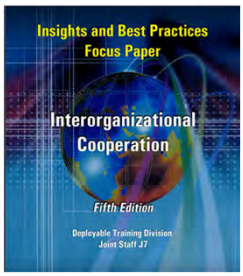
National Incident Management System

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

A Comprehensive Approach to Unified Action



Deployable Training and Lessons Division
Joint Staff J7

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Challenges

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

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Strategic Guidance

National Security Strategy

National Defense Strategy

National Military Strategy

Placeholder

Insights

- **Focus on importance and role of allies, partners, interagency**
- **Illuminate complex strategic environment via nested, aligned documents**
- **Pursue global alignment across CCMDs, whole-of-government, and Allies and Partners**

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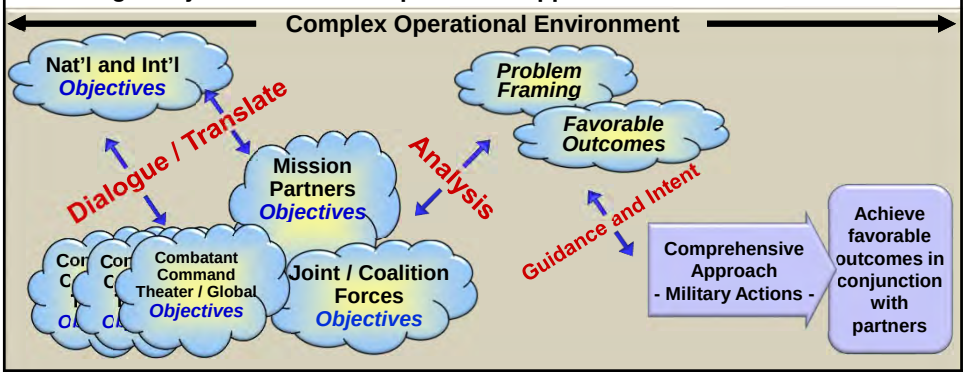
Strategic Alignment

Strategic Objectives → **Operational Approach** → **Tactical Actions**



Insights

- **Retain alignment even under changing conditions**
- **Translate strategic dialogue into clear guidance and intent to subordinates**
- **Account for and adjust to complex and changing strategic environment**
- **Inform and be informed by continuous strategic dialogue**

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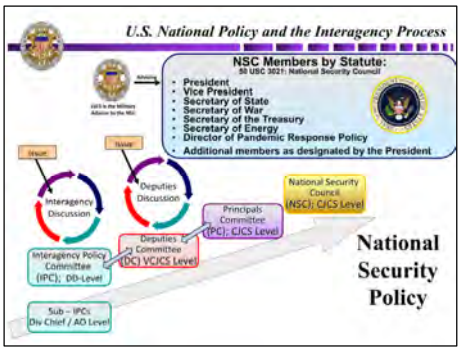
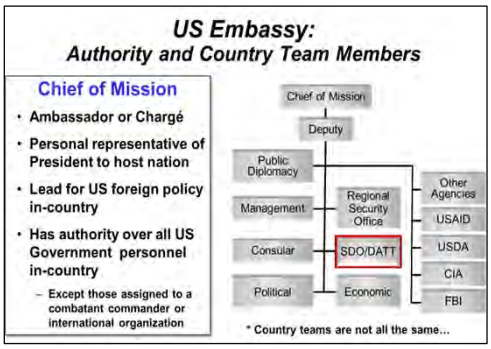
National Policy and the Interagency Process





Insights

- **Operate as part of a whole-of-government effort**
- **Be prepared to operate in support to other USG interagency partners**
- **Leverage the Country Team as the gateway to in-country partners**

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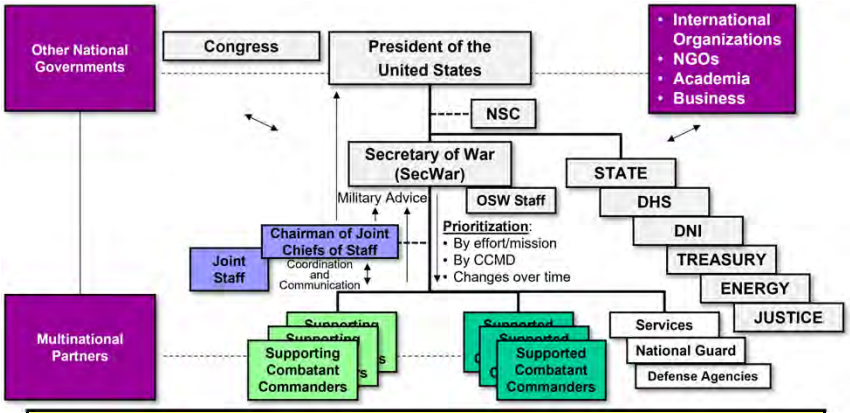
Unity of Effort with Allies and Partners



Insights

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

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Placeholder for Slide

Key Takeaways

“We must build world class civ-mil teams. This extends to our relationships with the interagency here in Washington and with our key allies and partners. Build strong, mutually supportive, and trusting relationships… always.”

- Guidance to the Joint Staff #1, 24 July 2025
J. Daniel Caine
General U.S. Air Force
Chairman Joint Chiefs of Staff

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 Staff J7 Insights and Best Practices, Interorganizational Cooperation Focus Paper, 5th Edition, Apr 2018**

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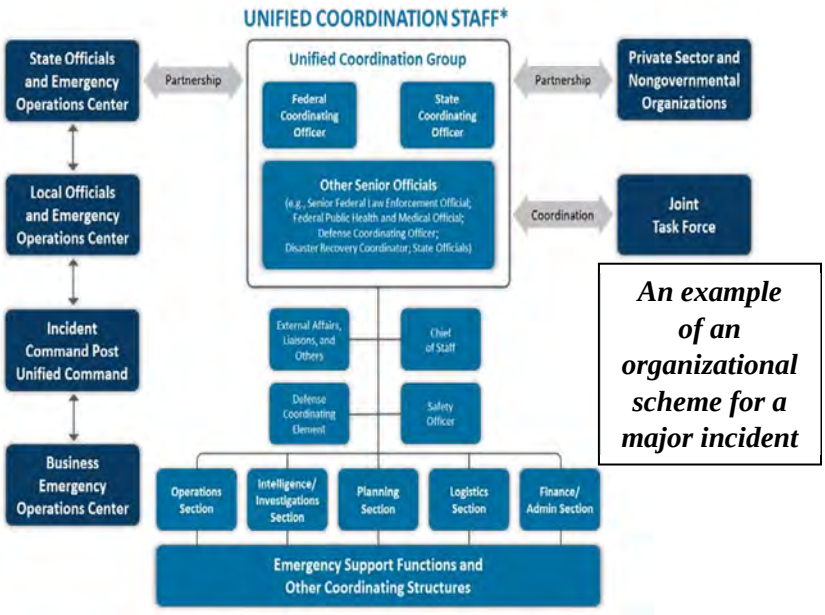
Key Department of Homeland Security (DHS) Documents for Interagency Integration with State, Local, Private Sector in Emergency/Disaster Response

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



An example of an organizational scheme for a major incident

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.gov

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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.

Lisa D. Kenna
Executive Secretary

Attachment:
Message from Secretary Rubio to Chiefs of Mission

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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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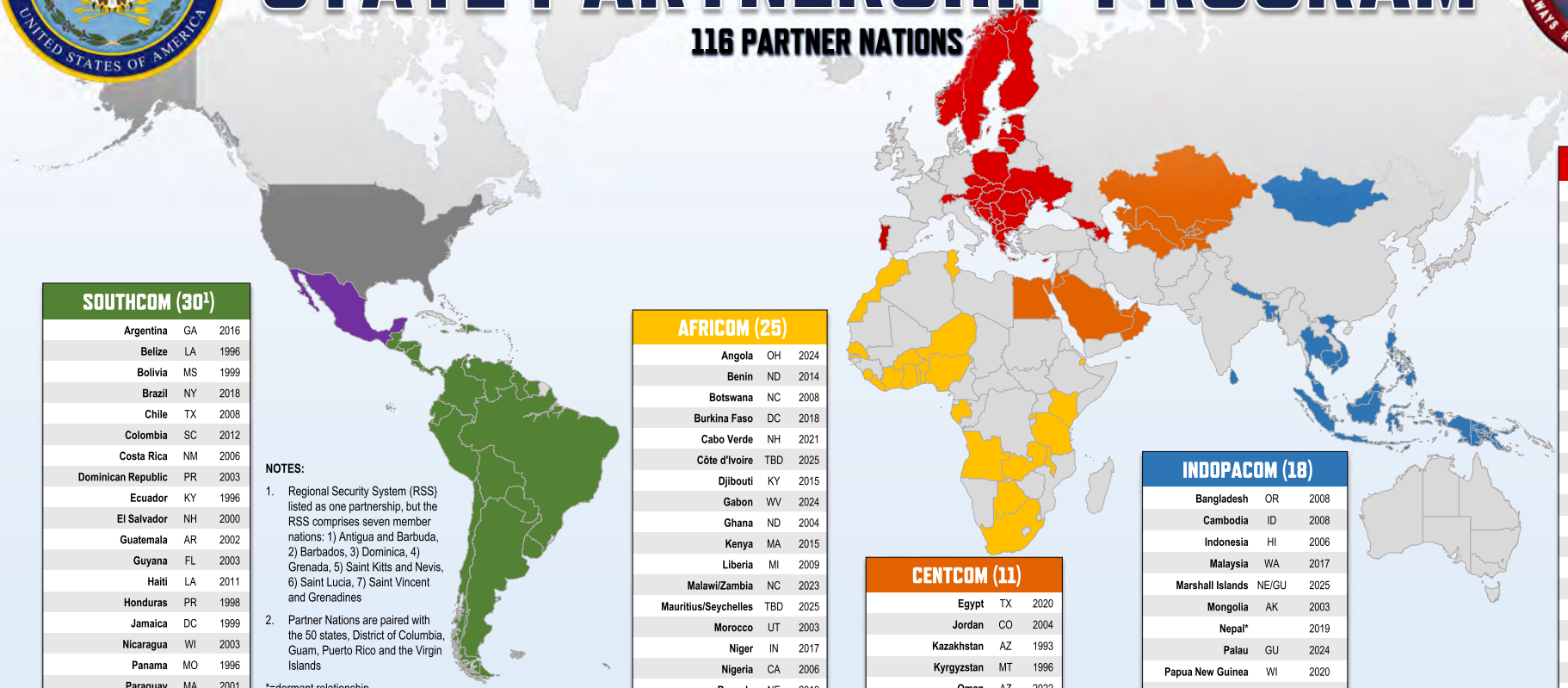
NATIONAL GUARD
STATE PARTNERSHIP PROGRAM
116 PARTNER NATIONS



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 Grenadines
2. Partner Nations are paired with the 50 states, District of Columbia, Guam, Puerto Rico and the Virgin Islands

*=dormant relationship

NORTHCOM (2)		
Bahamas	RI	2005
Mexico	CA	2025

AFRICOM (25)		
Angola	OH	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	NE/GU	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 (30)		
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
Greece	TBD	2025
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	IL	2025
Romania	AL	1993
Serbia	OH	2005
Slovakia	IN	1993
Slovenia	CO	1993
Sweden	NY	2024
Switzerland	CO	2025
Ukraine	CA	1993

DEC 2025

https://www.nationalguard.mil/Leadership/Joint-Staff/J-5/International-Affairs-Division/State-Partnership-Program/

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Globally Integrated Operations

Deployable Training and Lessons Division
Joint Staff J7

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Challenges

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

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The Changing Character of War

How does the Joint Force rapidly develop future warfighting *advantage* while deterring effectively today?

- 2022 National Military Strategy

Joint Strategic Planning System (JSPS)

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 objectives.

- Joint Strategic Planning System, CJCSI 3100.01F, 29 Jan 2024

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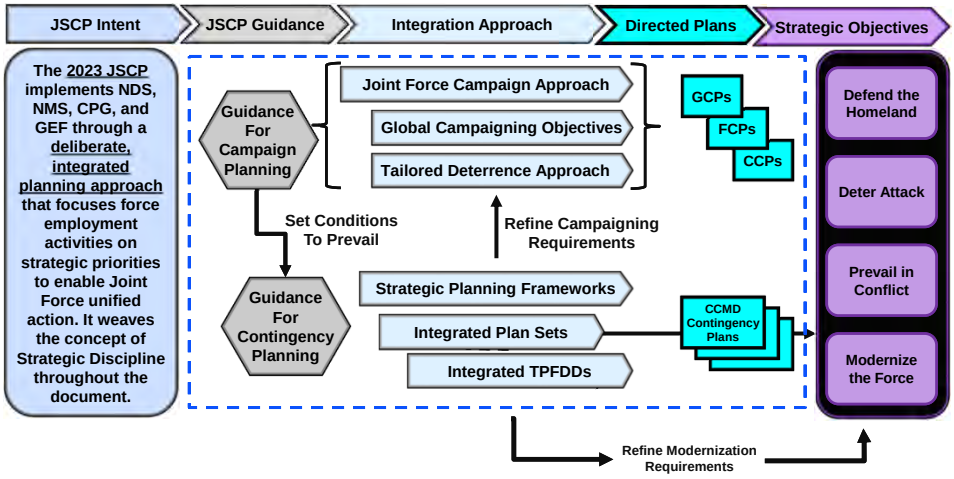
Globally Integrated Planning



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

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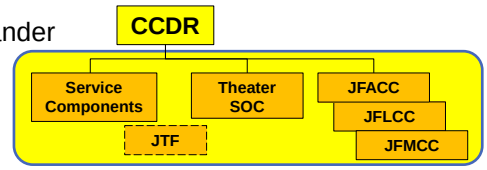
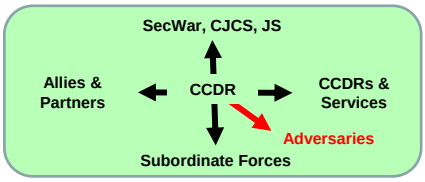
Joint Force Command and Control (C2)

- **C2 Organization**
  - CCDR as Joint Force Commander
  - Lead Service Component
  - Lead Joint Force Component
  - Joint Task Force (JTF)



- **Planning Authority**
  - **Competition to Crisis: <u>Coordinating Authority</u>**
    - Consultative authority to facilitate planning and assessment for a specific problem set -*JSPS CJCSI 3100.01F, 29 Jan 2024*
  - **Crisis to Conflict: <u>Supported Commander for Planning</u>**
- **Focus**
  - Prioritizing time
  - Mission Command / Delegation
  - Decision quality information



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Risk

- Risk to what?
- Risk from what?
- How long?
- Who owns the risk?

<u>Military Strategic Risk</u>
Threats to US Interests

<u>Military Risk</u>
Threats to mission execution and support -- NSS, NDS, NMS

Chairman provides assessment of both:

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

CCDRs provide:
<u>Operational Risk</u>
Ability to:
- **Execute missions**
- **Mitigate risk to assigned forces**

Informs

Services provide:
<u>Risk to Force</u>
Ability to:
- **Generate the force**
- **Sustain force health**
- **Develop the force**

<u>Organizations and Risk</u>

<u>Insights</u>
- **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**

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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***

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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**
- **U.S. strategic discipline and our ability to assess adversaries' perception of actions remain key element to achieve deterrence**

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References

- **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**
- **CJCSI 3030.01A, Implementing Joint Force Development and Design, 3 Oct 2022**
- **CJCSI 3100.01F, Joint Strategic Planning System, 29 Jan 2024**
- **CJCSI 3141.01F, Management and Review of Campaign and Contingency Plans, 31 Jan 2019**
- **CJCSM 3105.01B, Joint Risk Analysis Methodology, 22 Dec 2023**
- **JSM 3051.01, Execution and Oversight of Global Integration, 14 Apr 2023**

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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 l55(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 lll and Level II, and Cross-Functional Teams (CFTs).

6. **POC:** Dave Wagner, JS J7, DDJTE, DTLD 757.203.7690, david.a.wagner1.ctr@mail.mil.

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WAR ON THE ROCKS

Inflection Point: How to Reverse the Erosion of U.S. and Allied Military Power and Influence

DAVID OCHMANEK AND ANDREW HOEHN

November 3, 2023

As diplomatic efforts in Europe and Asia intensify, so too should U.S. military planning and preparations for a world that is drastically different and more dangerous than it was just a decade ago.

For the past decade and a half, wargaming and analysis have pointed to the conclusion that the U.S. defense strategy and posture have become insolvent. The tasks that the U.S. government and its citizens expect their military forces and other elements of national power to do internationally greatly exceed the means available to accomplish those tasks. We address this problem in our new report, Inflection Point: How to Reverse the Erosion of U.S. and Allied Military Power and Influence. As we wrote, the causes of this are many and varied but the fact is that U.S. military forces no longer enjoy the kind of comprehensive superiority that was the foundation of victories over adversary states such as Iraq and Serbia in the post-Cold War era. As a result, in realistic wargames that we have been a part of, when current and programmed U.S. forces face those of China — America's most capable state adversary — "Blue" teams playing the United States often fail in their assigned mission to prevent "Red" from overrunning Taiwan's defense forces. And U.S. forces pay a high price for that failure, losing scores of modern aircraft and ships and incurring thousands of casualties in the opening days of the war. The forces of adversaries less capable than China, including Russia, North Korea, and Iran, are also fielding capabilities that can significantly increase the costs and risks of military intervention, compared to the operations undertaken by U.S. forces since the end of the Cold War.

This does not necessarily mean that the United States will lose the wars that it may have to fight in the future, but it does mean that the ability to deter those wars has seriously eroded. If the essence of deterrence is confronting one's adversaries with the real prospect of failure, there is a great deal to be done to restore the credibility of America's deterrent.

Re-establishing a credible posture against aggression by highly capable adversaries will call for sustained, coordinated efforts by the United States, its allies, and its key partners to rethink their approaches to defeating aggression and to recast important elements of their military forces and postures. Fortunately, wargames testing the viability of new operational concepts, postures, and capabilities show a way ahead that can support robust defenses against aggression even when U.S. and allied forces lack superiority in key domains.

Projecting Military Power Without Dominance

It is time for the United States to recast the basic approach to projecting military power that has been in place since the end of the Cold War. That strategy, which we characterize as decisive expeditionary force, held that, when confronted with a major aggressor somewhere in the world threatening U.S. interests, the United States would marshal overwhelming conventional force; project that power to the region and,

perhaps, the homeland of the enemy; and impose its will on that country, producing decisive victory. The strategy was predicated on U.S. military forces that were superior in all domains to those of any adversary — land, air, sea, space, and cyber.

Much of that superiority is gone — surely with respect to China but in significant ways with respect to the forces of other, less powerful adversaries as well — and it is not coming back. At its root, the problem is that the United States and its allies no longer have a virtual monopoly on the technologies and capabilities that made them so dominant against the forces of nations like Iraq, Serbia, Libya, and Afghanistan — near-real-time sensing, high-capacity communications links, precision guidance via miniaturized electronics, and advanced software being primary among these.

The good news is that U.S. and allied forces do not require superiority to defeat aggression by even their most powerful foes. If these forces are properly postured and equipped and if they learn to fight in new ways, they can impose robust obstacles to any adversary's invasion force and, having thwarted the attack, degrade and destroy other elements of the enemy's national power, providing strong incentives to end the conflict. The new approach to large-scale military operations that we advocate calls for major changes in three dimensions of U.S. and allied military planning and operations: force posture, sensing and targeting, and strike capabilities.

First, the posture of U.S. forces based in Europe and, especially, in the Western Pacific today is inadequate in two ways. Those forces lack sufficient combat power to seize the initiative from China or a reconstituted Russia. And U.S. and allied bases are too vulnerable to attacks by salvos of accurate ballistic and cruise missiles. Planners should find ways to bring combat power to bear in highly contested battlespaces much more quickly than was the case in the post-Cold War era — that is, without a lengthy period of mobilization and reinforcement. They should also reduce the exposure of forward-based forces to precision attacks.

Secondly, sensing and targeting — the ability to locate the enemy, understand the broader military situation, and orchestrate operations accordingly remains central to success on the battlefield. Understanding this, America's most capable adversaries have fielded a welter of capabilities, including multilayered air defenses, counterspace weapons, cyber warfare, and electronic jamming, intended to deny these abilities to U.S. forces. Too many of the systems that U.S. forces currently rely on to build a picture of the dynamic battlespace will be unable to function effectively in this new environment. New approaches are therefore needed to enable defending forces to reach into highly contested battlespaces and observe, identify, and track enemy forces from the very outset of hostilities to enable effective attacks on the enemy.

Thirdly, strike capabilities — for Operation Desert Storm, the coalition deployed on the order of 2,000 combat aircraft at land and sea bases within 1,000 kilometers of enemy territory. That worked because Iraq's air force was no match for America's, and Iraq at that time had only a few hundred short- and medium-range missiles, all of which were highly inaccurate. Doing that in a conflict against an adversary like China, which fields thousands of highly accurate missiles, would be a recipe for disaster, yet U.S. forces have made little progress in developing and fielding viable alternatives. Ways should be found to generate and deliver combat power against the enemy's invasion force from the outset of hostilities without risking the loss of excessive numbers of forces.

If U.S. and allied forces can perform these functions effectively, even in the highly contested environments that advanced adversaries will create, the prospects for deterrence and a successful initial defense will be greatly enhanced. But while being able to prevent enemy forces from achieving their

principal territorial objectives is necessary for a successful campaign, it may not be sufficient to compel a termination of hostilities. U.S. and allied forces should, therefore, also be able to defend their homelands and, over time, to hunt down and destroy enemy forces that were not attrited during the counter-invasion phase of the war, and do so at manageable cost and risk.

This emerging approach is quite different from the operations undertaken by U.S. forces since the end of the Cold War, but something akin to it will be necessary to defeat aggression by powerful states that have the ability in a conflict to seize the initiative and move quickly to secure their principal objectives. U.S. and coalition forces simply cannot count on having the time they would need to deploy to the theater and fight to gain dominance in key domains before attacking the enemy's invasion force at scale. And herein lies the nub of the problem: Neither today's force nor forces currently programmed by the U.S. Department of Defense appear to have the capabilities needed to execute this new approach. Significant changes to the U.S. defense program and to the forces of key allies and partners will be needed to ensure that those forces can, in combination, respond promptly to threats of an invasion, establish robust means for finding and targeting the enemy invasion force, rapidly damage and contain that force, and conduct sustained follow-on operations.

Especially in the case of China, speed is of the essence. It is not known whether China's military and political leaders yet have confidence in the ability of their forces to prevail in a major conflict with Taiwan and the United States, but the U.S. defense establishment has surely not done enough to deny them that confidence. U.S. forces, posture, and operational concepts over the past two decades have remained an essentially static and predictable target against which China has developed increasingly potent threats.

Decisive action is needed to solidify a new operational concept for joint and combined forces; select key investment priorities; produce game-changing systems at scale; and field these in new, resilient postures in both the Indo-Pacific and European regions.

Priorities for Force Modernization

Fortunately, numerous opportunities exist that can allow U.S. and allied force planners to field forces that can execute all four elements of the new approach.

First, with regard to posture, the United States should deploy additional forces and support assets in the Western Pacific and in Europe, ensuring that they can be operated during wartime in ways that make them difficult for the enemy to locate, track, and attack. When possible, priority should be accorded to systems that can be deployed in large numbers and that are less reliant than current systems on elaborate base infrastructures and logistics tails. Promising candidates include unmanned undersea vehicles; runway-independent unmanned aerial vehicles; and, in Europe, mobile artillery, rocket, and missile systems. For forces, such as manned aircraft, that need runways and other fixed infrastructure, cost-effective passive measures, such as expedient aircraft shelters, fuel bladders, runway repair assets, and force dispersal, can significantly increase survivability.

Second, the United States, its allies, and its partners should jointly develop and deploy systems that can be used to create robust sensing and targeting grids in contested battlespaces. New technologies for sensors, autonomy, and automatic target recognition make it possible for small air, space, land, and maritime platforms to collect and share data and to process those data onboard, generating the information that joint and combined forces need to target moving enemy forces. Key attributes of these sensing grids should be affordability and mass. The sensors and the platforms carrying them should be inexpensive enough that the defending force can feed them into the battlespace in large numbers and do so quickly

enough to overwhelm or exhaust enemy defenses. Promising candidates for this include maritime drones; unattended ground sensors; small unmanned aerial vehicles; and small satellites, including civil-sector constellations. Examples of all of these exist today, albeit at varying levels of maturity.

Third, in order to be confident of defeating invasions by China or a reconstituted Russia, American, allied, and partner forces need much larger quantities of specialized weapons and munitions than they have heretofore fielded. Weapons that can engage moving forces — ships, armored columns, and aircraft — from stand-off deserve special emphasis because they can enable effective attacks on the invasion force without requiring that the enemy's air defenses first be suppressed or dismantled. Promising candidates include stand-off antiship cruise missiles and antiarmor weapons that can be delivered by long-range bombers, mobile missile launchers, and large-displacement unmanned underwater vehicles. Hypersonic weapons, although not a panacea, can make important contributions to denying a fait accompli by destroying the invader's surface-to-air missile systems, thus increasing the survivability of subsonic weapons. The war in Ukraine is also highlighting the value of small, "killer" drones, also known as loitering munitions, for locating and attacking moving vehicles, even in the face of conventional air defenses.

The table below summarizes the sorts of capabilities that wargaming and associated analysis show are called for in order to enable the new approach to power projection described here.

Summary of Priority Enhancements for U.S. and Allied Joint and Combined Forces

Scenario	Posture	Sense and Target	Strike
Versus China	• Create designs for prepositioning large numbers of autonomous UAVs, PGMs, and support assets in Guam, the Marianas, and Japan. • Procure and deploy fuel bladders and expeditionary aircraft shelters to air bases in the Western Pacific. • Assist Taiwan in acquiring sea mines, small UAVs for targeting short-range anti-ship and antiarmor missiles, MLRS, and SHORADS.	—	• Accelerate production of anti-ship PGMs that are capable of disabling large amphibious transports—e.g., a mix of LRASM, MS-TACTOM, SM-6, and NSM. • Accelerate development of LDUUVs for weapons delivery.
Versus China and Russia	• Continue to expand the number of potential operating locations and support capacity to enable distributed operations by forward-based aircraft. • Provide logistics infrastructure and assets to sustain joint operations by forward forces. • Continue to invest in capabilities to speed runway recovery. • Field mobile SHORADS systems (e.g., IFPC-2 or NASAMS) at key bases in the Western Pacific and in Central Europe.	• Accelerate development of small, autonomous, runway-independent UAVs for sensing. • Experiment at scale with autonomous integration and interpretation of sensor data. • Develop and test systems and TTPs to ensure rapid connectivity between the sensing grid and joint and combined fires platforms and weapons. • Pursue options that exploit civil-sector sensing and communications satellite constellations.	• Accelerate development of autonomous, runway-independent UAVs for weapons delivery (air-to-surface and air-to-air). • Accelerate production of PGMs for air superiority (e.g., AARGM-ER, HACM, AIM-260). • Field palletized munitions packages for U.S. and allied cargo aircraft.
Versus Russia	• Station V Corps headquarters and support elements in Poland. • Station a U.S.-armored division in Poland. • Build out the European-led Enhanced Forward Presence Battalions into full brigades in the Baltic states. • Coordinate with Sweden to prepare logistics supplies and support to allow NATO combat aircraft to operate from Swedish bases during wartime.	• With allies, field thousands of unattended ground sensors; preposition these in eastern-flank nations. • Fix sensor-to-shooter data links so that airborne sensors can send targeting data to U.S. Army rocket artillery units.	• Accelerate production of antiarmor weapons (e.g., SDB II, area munitions for GMLRS and PrSM; JSOW-X with SFW).

NOTES: AARGM-ER = Advanced Anti-Radiation Guided Missile—Extended Range; AIM-260 = Air Intercept Missile-260; GMLRS = Guided Multiple Launch Rocket System; HACM = Hypersonic Attack Cruise Missile; IFPC-2 = Indirect Fire Protection Capability Increment 2; JSOW-X = Joint Standoff Weapon-X; LDUUV = large-diameter unmanned underwater vehicle; LRASM = Long Range Anti-Ship Missile; MLRS = Multiple Launch Rocket System; MS-TACTOM = Maritime Strike Tactical Tomahawk; NASAMS = National [or, in some cases, Norwegian] Advanced Surface to Air Missile System; NSM = Naval Strike Missile; PGM = precision-guided munition; PrSM = Precision Strike

Conclusion

The United States cannot and should not on its own attempt to develop the requisite operational concepts, postures, and capabilities required to realize this new approach to defeating aggression. The imperative for allied and partner participation is about more than just generating the resources needed for a credible combined defense. Because deterrence is about more than raw military power, solidarity among the leading democratically governed nations is required in diplomatic and economic dimensions as well. And closer cooperation and interdependence in the defense arena will have beneficial spillover effects in other areas, helping facilitate coordinated action to meet common challenges.

To decision-makers with already-full plates, this may seem like a rather daunting to-do list. Accomplishing it will require sustained focus and the commitment of substantial resources. But the changes in strategy, posture, and operational concepts advocated here do not require wholesale changes to military force structures and platforms. The innovations that are called for are focused mainly on what the Department of Defense calls enablers — sensors, software, munitions, base infrastructure, pre-positioning, and sustainment assets. Many of the needed types of munitions are already in production, albeit in insufficient quantities. To the extent that new platforms, such as unmanned underwater vehicles and runway-independent drones, are part of the answer, they can be built using mature technologies and should be engineered for affordability rather than for high levels of survivability. Aggressively pursuing innovations along these lines does not seem like a high price to pay to meet the challenges posed by states that seek to upend the international order that has served the causes of peace and prosperity for more than 70 years.

David Ochmanek is a senior international/defense researcher at the RAND Corporation. From 2009 until 2014, he was the deputy assistant secretary of defense for force development. Prior to joining the Office of the Secretary of Defense, he was a senior defense analyst and director of the Strategy and Doctrine Program for Project AIR FORCE at RAND. He has also served in the U.S. Air Force and the Foreign Service of the United States.

Andrew Hoehn is senior vice president and director of research and analysis at RAND Corporation. He is the former deputy assistant secretary of defense for strategy where he was responsible for developing and implementing U.S. force planning and assessments in addition to long-range policy planning.

Image: U.S. Marine Corps photo by Cpl. Matthew J. Bragg

Source: https://warontherocks.com/2023/11/inflection-point-how-to-reverse-the-erosion-of-u-s-and-allied-military-power-and-influence/

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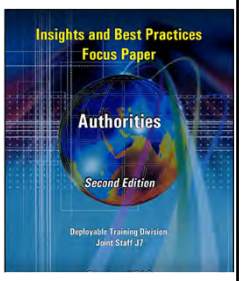
Authorities



Deployable Training and Lessons 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**

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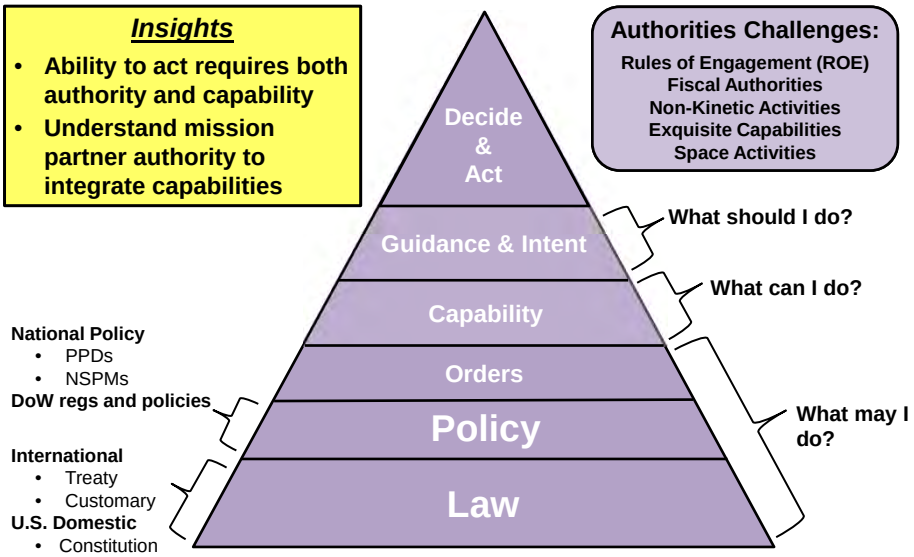
Authority: Law, Policy, and Guidance

Insights

- **Ability to act requires both authority and capability**
- **Understand mission partner authority to integrate capabilities**



Authorities Challenges:

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

What should I do?

What can I do?

What may I do?

National Policy
- PPDs
- NSPMs

DoW regs and policies

International
- Treaty
- Customary

U.S. Domestic
- Constitution
- Statutes

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Law, Policy, and Guidance

Law of the Sea

- 1982 UNCLOS – (Customary Int'l Law) Recognized boundaries and high seas freedoms
- Territorial Sea - 12 nm
  - ➢ innocent passage
- Contiguous Zone - 12-24 nm
  - ➢ customs, taxes, immigration, pollution
- EEZ - 200 nm
  - ➢ natural resources
- High Seas – beyond 200 nm
  - ➢ high seas freedoms

U.S. Policy

- Assert freedom of navigation to refute excessive claims <u>but</u> avoid escalation – maintain status quo
- The United States will fly, sail, and operate wherever international law allows

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Authority and Legitimacy

- Adhering to authority promotes legitimacy, reinforces support both domestically and internationally, and is part of an effective strategy
- Perception of legitimacy can be as important as reality

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 commit a Palestinian genocide through the deliberate targeting of civilians and denial of humanitarian assistance

Israel:
- Israel was attacked and its actions are justified under self-defense
- Actions are permissible and proportional under the Law of War

Insights

- Allies and partners remain our most important strategic asset
- 2025 Interim NDS Guidance: empower U.S. allies and partners

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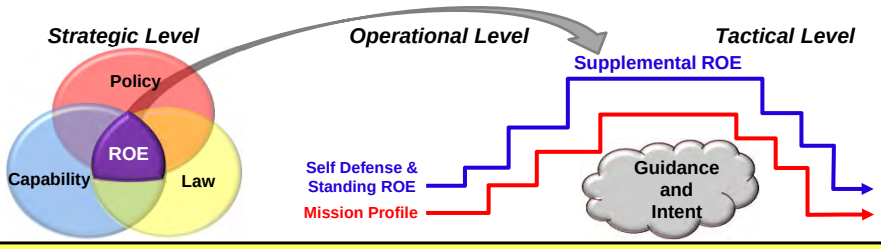
Requesting and Delegating Authorities

Activities Drive Authorities

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



Insights

- Commanders seek robust delegation to support agility – proper delegation speeds decision making
- Identify risk and mitigation when requesting or delegating authorities – link to Mission Command
- National level decisions on the use of force are heavily influenced by policy
- Use of force is regulated by ROE, authorized by mission orders, and applied per guidance and intent

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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**

7

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- **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 Staff J7 Insights and Best Practices, Authorities Focus Paper, 2nd Edition, Oct 2016**

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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?

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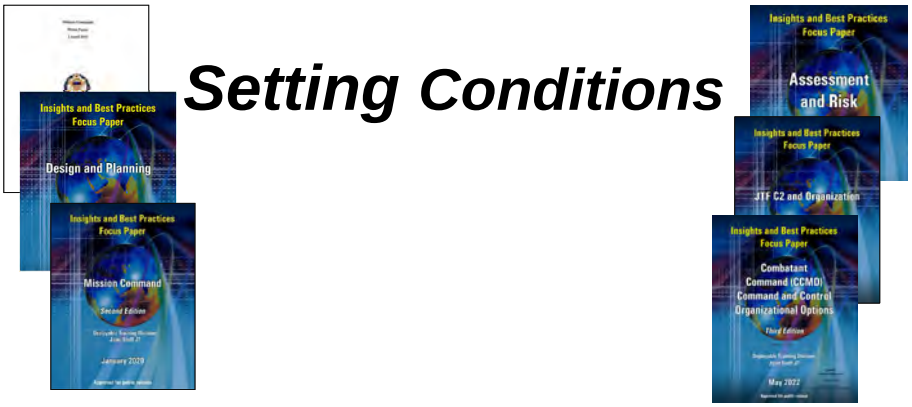
Setting Conditions



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Challenges

- **Early and timely Commander involvement throughout design, planning, and assessing**
- **Incorporating risk in decision making**
- **Leveraging Commander involvement in assessments informs understanding and guidance**
- **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

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Interview with
General James Mattis, USMC (Ret)
- - -
at
The Hoover Institution at Stanford University
March 6, 2015

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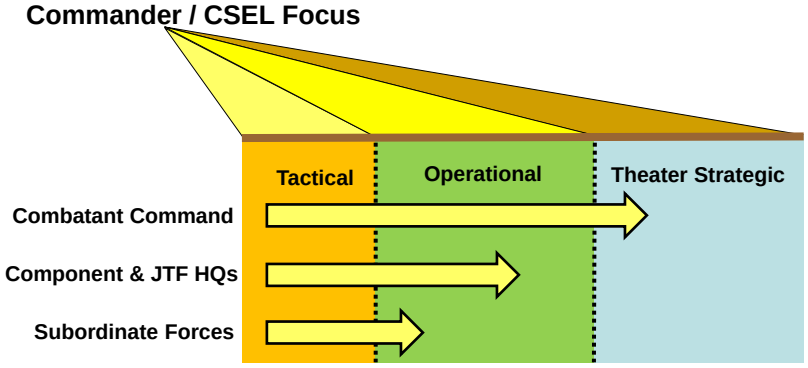
Setting Conditions for Success

Commander / CSEL Focus



Insights

"Do those things that only you can do as the commander…"

- **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**

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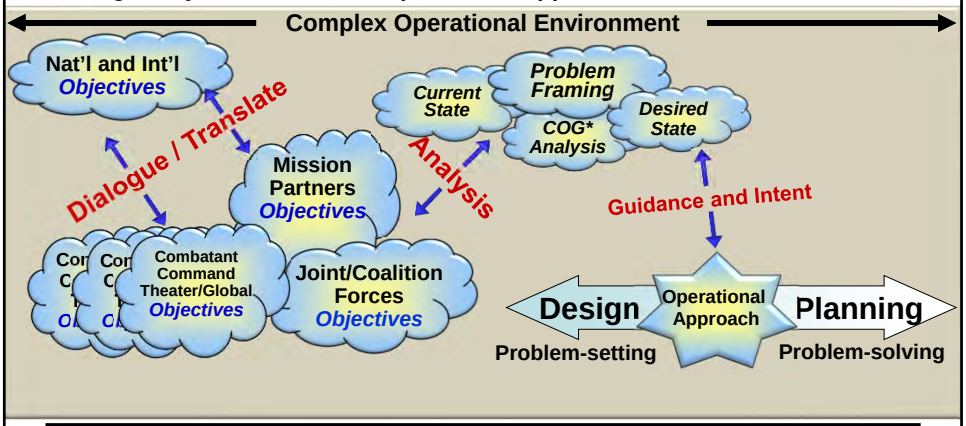
Operational Art

Strategic Objectives → Operational Approach → Tactical Actions



Insights

- Requires Commander's upfront time and dialogue to define the problem
- Integrate with mission partners to gain better understanding of the environment

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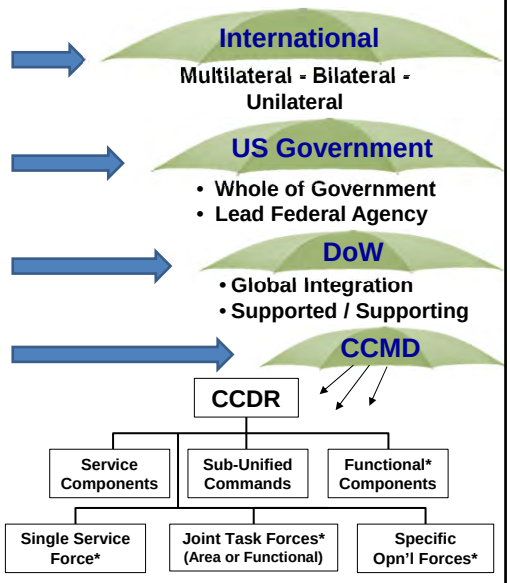
Understanding Your HQ's Role

- *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 DoW 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?*



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Risk

The Joint Risk Framework

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

Insights

- **Risk is Commander's Business**
- **Frame the problem – risk to what?**
  - The Nation and national interests?
  - Strategy, plan, campaign, mission?
  - Current and future forces?
- **Appraise military risk and military strategic risk in a global context**
- **Determine what to do about risk**
  - Accept / Avoid / Mitigate / Transfer / Defer
  - Will that accumulate risk unnecessarily?
- **Risk communication**
  - Over-communicate different perspectives
  - Reduces misunderstandings and surprises

Fight today ← **CCMD Risk** | **Service Risk** → **Win Tomorrow**

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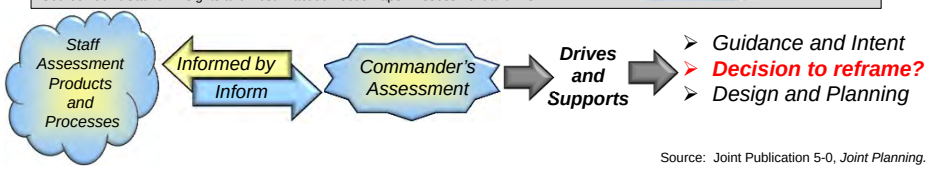
Assessment

- *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"**

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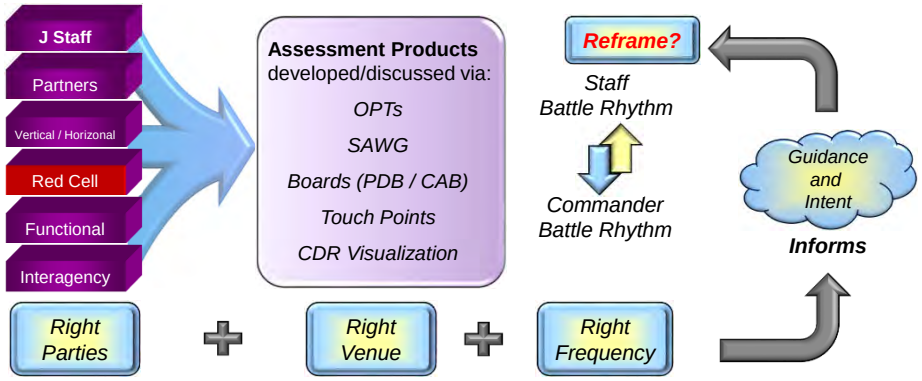
Planning and Assessment



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

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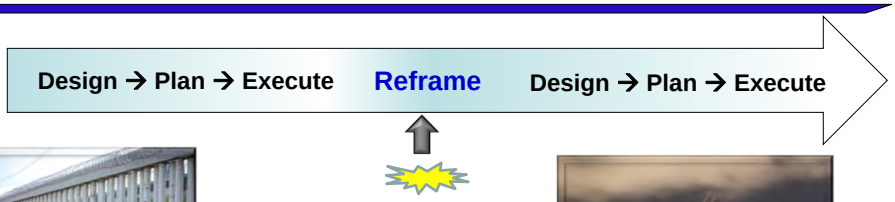
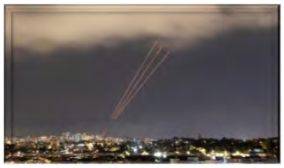
Reframing the Problem



Securing the Southern Border

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



Iran attacks Israel with drones

Insights

- **Activities in one domain may drive change in others and across the operational environment**
- **Operations don't stop during reframing**
- **It is the Commander's decision to reframe and revisit design**
- **Commands must include Allies, Partners, and the Interagency during problem reframing and redesign**

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Key Takeaways

- **Senior leaders set conditions by building trust and sharing understanding via their visualization and intent**
- **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**

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Placeholder for Operationalizing JWC

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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.

- 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.

- 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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Sustainment

Deployable Training and Lessons Division
Joint Staff J7

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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

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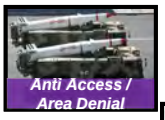
Global Strategic Environment



Contested Logistics Environment: An environment in which the armed forces engage in conflict with an adversary that presents challenges in all domains and directly targets logistics operations, facilities, and activities in the United States, abroad, or in transit from one location to the other" - 10 U.S. Code § 2926(h)

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Joint Logistics Enterprise (JLEnt)

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**

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Global Sustainment Considerations

Insights

- There is an overreliance on peacetime planning factors, assumptions and practices
- Access Basing and Overflight to sovereign nations may be conditional or temporal
- Understand critical resources other CCMDs require and how that will impact the mission (e.g., strategic lift, critical munitions, medical assets and OCS availability)
- Engage the JLEnt early to adjudicate limited global resources

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Key Takeaways

- Anticipate requirements in a contested logistics environment
- 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

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- **Title 10 U.S.C §2926 as amended 23 December 2024**
- **DOD Dictionary of Military and Associated Terms**
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- **Joint Pub 1, Vol 2, "The Joint Force," 19 Jun 2020**
- **Joint Publication 4-0 "Joint Logistics" 20 July 2023**
- **Joint Publication 4-10 "Operational Contract Support" 4 March 2019**
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Joint All-Domain Operations

Deployable Training and Lessons Division
Joint Staff J7

The overall classification of slides is

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Challenges

- **Integrating space and cyber domain considerations, and operations in the information environment, into all-domain planning, targeting, and synchronization**
- **Coordinating and synchronizing activities across domains to achieve unity of effort and gain positional and / or temporal advantage**
- **Align operations in the information environment within all-domain operations to influence the operational and strategic environments**
- **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

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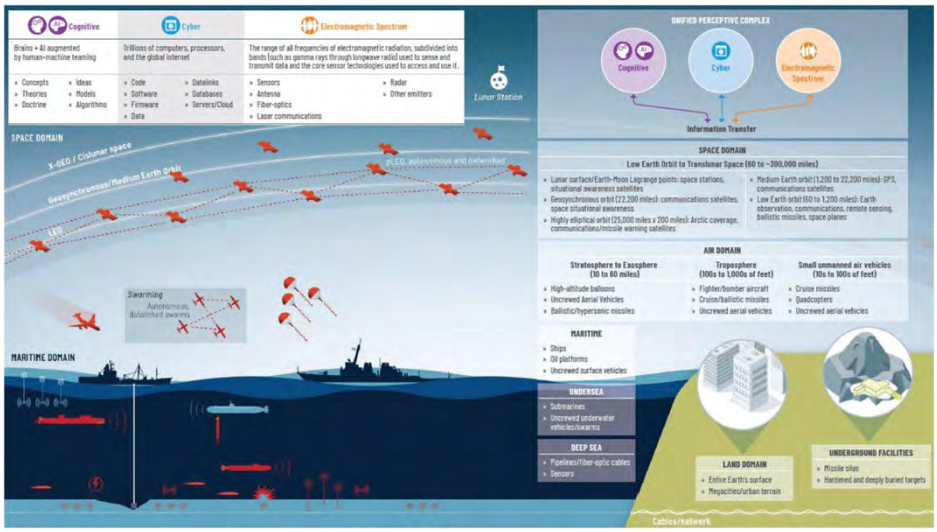
All-Domain Operations



"Currently, no single joint functional component commander or echelon of command has assigned or attached capabilities or self-contained C2 to conduct joint warfighting across all domains at all times throughout their OA." **- JP 3-0 App D, Ch 1.c**

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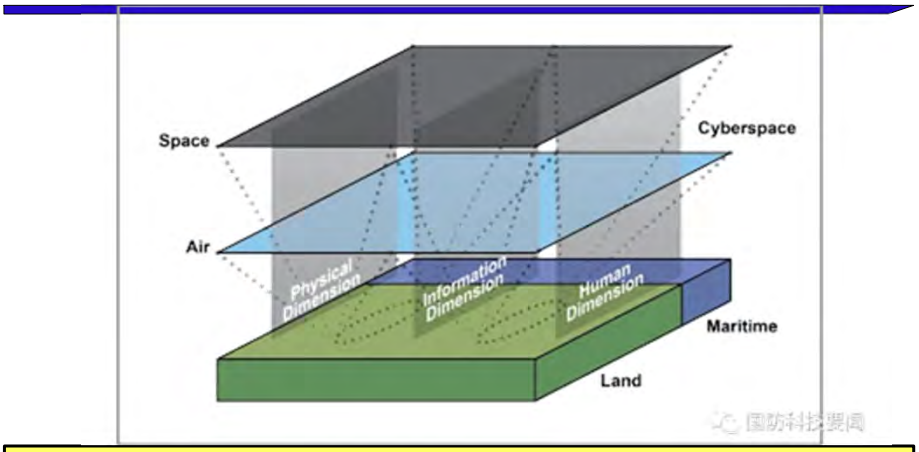
All-Domain Operations



Insights

- **Operations require integrating authorities, capabilities, and expertise across all domains early in planning**
- **Speed of cyber and space activities and strategic effects demand rapid, proactive decisions**
- **Joint all-domain C2 is progressing; CJADC2**

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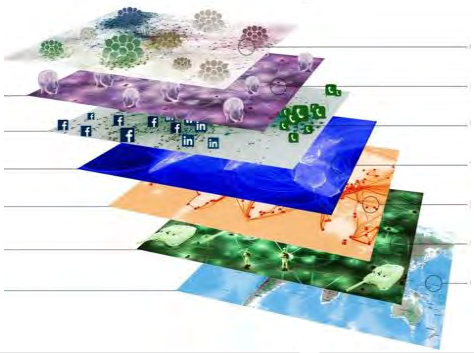
Complexity of the Information Environment



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' (e.g., individuals, populations, automated systems) capabilities or behaviors have the potential to affect OAI success on a global scale
- Operations in the IE can degrade all-domain operations if not synchronized and nested with commander's objectives

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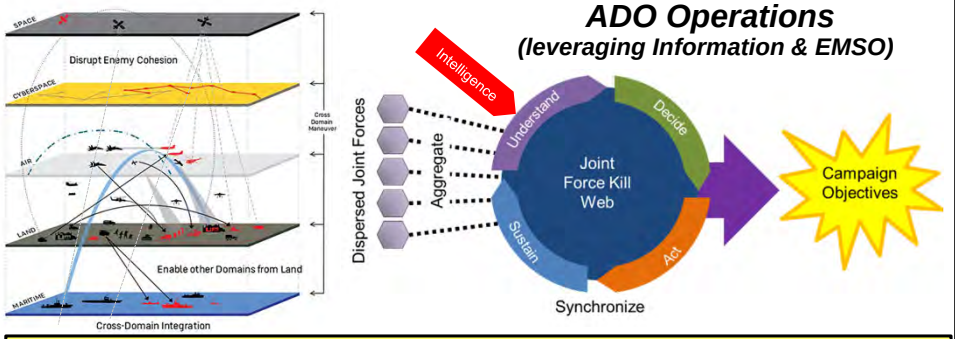
Executing All-Domain Operations (ADO)



Insights

- Leverage intelligence means to understand the adversary through an all-domain lens
- Gain a relative advantage throughout the competition continuum by integrating all-domain capabilities faster than the enemy
- Space, cyber, and information are difficult to access – start early to develop Measures of Effectiveness (MOEs)
- Consider lead time for authorities and devise alternate COAs and options to provide decision quality information to the commander

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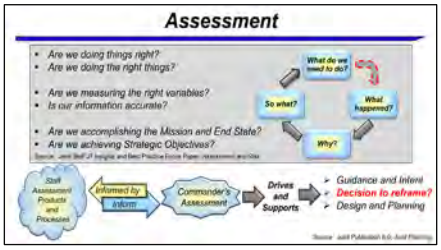
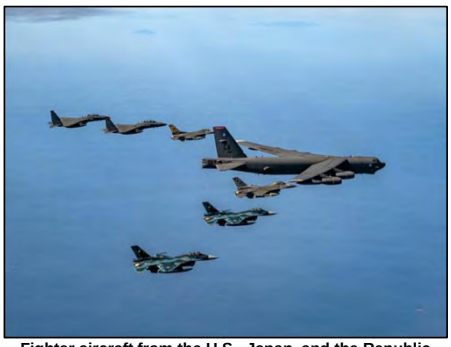
Assessments



Assessing JADO [Joint All-Domain Operations] requires the ability to detect change, and these changes require time. JADO produce changes. Some indicators emerge slowly, while others appear quickly. Lethal effects tend to be more observable, while nonlethal effects might not be readily apparent. **- JP 3-0, App D, D-28**



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

- **Assessments are commander driven and are coordinated and integrated internally and externally through whole-of-staff / government / coalition efforts**
- **Assessments help staffs refine all-domain operations to achieve the commander's desired end state**
- **Operations in the information environment (OIE) battle damage assessments (BDA) requires deliberate planning and analysis**
- **Behavioral change assessments is a lengthy process; identify short- and long-term assessments**

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Key Takeaways

- **Integrating space and cyber domain considerations, and operations in the information environment, into all-domain planning, targeting, and synchronization**
- **Gaining positional and temporal advantages requires exercising unity of effort and leveraging capabilities and significant use of WoG, Allies and Partners, and industry**
- **Achieving decision advantage requires integrating operations in the information environment**
- **Assessing effects across domains requires a robust assessment plan to account for complexities**

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IN FOCUS

Updated November 29, 2024

Defense Primer: Operations in the Information Environment

Information as a Joint Function

In 2017, Joint Publication (JP) 1 *Doctrine of the Armed Forces of the United States* was updated to establish information as the seventh joint function of the military, along with command and control, intelligence, fires, movement and maneuver, protection, and sustainment. This designation has necessitated clarification and revisions in some Department of Defense (DOD) doctrine.

Information Warfare

While there is currently no official United States government (USG) definition of information warfare (IW), DOD doctrine may use the term *information warfare* to describe "the mobilizing of information to attain a competitive advantage and achieve United States (US) policy goals." Some DOD doctrine defines IW not as a strategy but as a subset of OIE conducted during both competition below armed conflict and during warfighting in order to dominate the IE at a specific place and time. The U.S. military contributes to information warfare by deliberately leveraging the inherent informational aspects of activities and by conducting operations in the information environment.

Operations in the Information Environment

According to the 2022 JP 3-04 *Information in Joint Operations*, Operations in the Information Environment (OIE) involve the integrated employment of multiple information forces to affect drivers of behavior by informing audiences; influencing foreign relevant actors; attacking and exploiting relevant actor information, information networks, and information systems; and protecting friendly information, information networks, and information systems. OIE activities take place within the information environment (IE), defined as "the aggregate of social, cultural, linguistic, psychological, technical, and physical factors that affect how humans and automated systems derive meaning from, act upon, and are impacted by information, including the individuals, organizations, and systems that collect, process, disseminate, or use information." Strategic communication, public diplomacy and public and civil affairs, and cyberspace operations may be integrated and employed by information forces. These efforts may take place in and throughout each of the global domains of air, land, sea, space, and cyberspace, and in various forms unrelated to cyberspace, such as dropping pamphlets, cultural exchanges, jamming or broadcasting targeted communications, and foreign aid programs.

All instruments of national power—diplomatic, informational, military, and economic (DIME)—can be projected and employed in the information environment, and by nonmilitary elements of the federal government.

Strategy for Operations in the Information Environment

The 2022 National Defense Strategy (NDS) places these activities in the context of the "gray zone," coercive actions below the threshold of a military response and across USG areas of responsibility. With an eye toward the NDS, the 2023 Strategy for Operations in the Information Environment aims to improve the DOD's ability to plan, resource, and apply informational power to enable integrated deterrence, campaigning, and building enduring advantages. The NDS describes use of the electromagnetic spectrum across all domains, as well as integration with whole-of-government informational advantages to achieve these strategic goals.

History of OIE

In 2018, DOD issued a Joint Concept for Operations in the Information Environment. According to this document, the IE comprises and aggregates numerous social, cultural, cognitive, technical, and physical attributes that act upon and affect knowledge, understanding, beliefs, world views, and, ultimately, actions of an individual, group, system, community, or organization. Corresponding DOD policy defined OIE as actions taken to generate, preserve, and apply informational power against a relevant actor in order to increase or protect competitive advantage or combat power potential within all domains of the operating environment. OIE span the competition continuum (cooperation, competition short of armed conflict, and warfighting). This definition of the continuum aligned with the 2018 National Defense Strategy, which emphasized information warfare as competition short of open warfare.

Information Operations

Past definitions within DOD have conceptualized IO as a purely military activity involving a set of tactics or capabilities. In earlier iterations of DOD JP 3-13 *Information Operations*, IO consisted of five pillars: computer network operations (CNO), which include computer network attack, computer network defense, and computer network exploitation; psychological operations (PSYOP); electronic warfare (EW); operations security (OPSEC); and military deception (MILDEC). With the advent of U.S. Cyber Command, CNO became cyberspace operations, offensive and defensive with its own doctrine in JP 3-12. In 2010, PSYOP became military information support operations (MISO), to reflect a broader range of activities and the existing Military Information Support Teams consisting of PSYOP personnel deployed at U.S. embassies overseas. JP 3-13.2 *Military Information Support Operations* replaced the term PSYOP with MISO to "more accurately reflect and convey the nature of planned peacetime or combat operations activities." The name change reportedly caused administrative confusion, and some services reverted to the PSYOP label.

The Secretary of Defense later characterized IO in JP 3-13 as *"the integrated employment, during military operations, of information-related capabilities in concert with other lines of operation to influence, disrupt, corrupt, or usurp the decision making of adversaries and potential adversaries while protecting our own."* This definition shifted the focus from a set of tactics toward the desired effects and how to achieve them. JP 3-13 defined information-related capability (IRC) as a tool, technique, or activity employed within a dimension of the information environment that can be used to create effects and operationally desirable conditions. *JP 3-04 supersedes JP 3-13, and legacy terms such as IO and IRC are to be removed from the Dictionary of Military and Associated Terms.*

Types of Information in OIE

In common parlance, the term *disinformation campaign* is often used interchangeably with *information operations* and/or *psychological operations*. However, disinformation or deception is only one of the informational tools that comprise an IW strategy; factual information can also be used to achieve strategic goals and in some cases more effectively than deceptive means. Different categories of information that may be used in OIE include the following:

Propaganda. The propagation of an idea or narrative that is intended to influence, similar to psychological or influence operations. It can be misleading but true, and may include stolen information. A government communicating its intent, policies, and values through speeches, press releases, and other public affairs can be considered propaganda.

Misinformation. The spreading of unintentionally false information. Examples include internet trolls who spread unfounded conspiracy theories or web hoaxes through social media, believing them to be true.

Disinformation. Unlike misinformation, disinformation is intentionally false. Examples include planting false news stories in the media and tampering with private and/or classified communications before their widespread release.

Cyberspace and OIE

Cyberspace presents a force multiplier for IW activities. Social media and botnets can amplify a message or narrative, using all three elements of information to foment discord and confusion in a target audience. Much of today's IW is conducted in cyberspace, leading to associations with cybersecurity. Cyberspace operations can be used to achieve strategic IW goals; an offensive cyberattack, for example, may be used to create psychological effects in a target population. A foreign country may likewise use cyberattacks to influence decisionmaking and change behaviors. Cyberspace operations may be conducted for IW purposes, such as to disable or deny access to an adversary's lines of communication or to demonstrate ability as a deterrent. These operations may be overt, such as a government's production and dissemination of materials intended to convey democratic values. In this case, the government sponsorship of such activity is known. Covert operations are those in which government sponsorship is denied if exposed. The anonymity afforded by cyberspace presents an ideal battlespace to conduct covert operations.

In JP 3-12, DOD defines cyberspace as "the global domain within the information environment consisting of the interdependent network of information technology infrastructures and resident data, including the Internet, telecommunications networks, computer systems, and embedded processors and controllers." Some have criticized this as lacking the cognitive, human element that the internet represents, which in turn could adversely affect how the military organizes, trains, and equips for IO in cyberspace. Additionally, there are concerns that the split between IO and cyberspace operations in doctrine and organization created a stovepipe effect that hinders coordination of these closely related forces. As such, some services such as the Army and Air Force are reorganizing assets from Cyber Commands into Information Warfare Commands. The Marine Corps created a Deputy Commandant for Information in order to oversee Operations in the Information Environment, to include cyberspace operations.

Who Is Responsible for the "I" in DIME?

Within the USG, much of the current information doctrine and capability resides with the military. Many consider DOD to be relatively well funded, leading some to posit that the epicenter for all IW activities should be the Pentagon. Some fear that military leadership of the IW sphere represents the militarization of cyberspace, or the weaponization of information. In addition, the military may not possess the best tools to successfully lead information efforts across the USG. Title 10 U.S.C. 2241 prohibits DOD from domestic "publicity or propaganda," although the terms are undefined. It is unclear how OIE relate to this so-called military propaganda ban. P.L. 115-232 tasked the State Department's Global Engagement Center (GEC) to "direct, lead, synchronize, integrate, and coordinate efforts of the Federal Government to recognize, understand, expose, and counter foreign state and foreign non-state propaganda and disinformation efforts." P.L. 116-92 created a Principal Information Operations Advisor within DOD to coordinate and deconflict its operations with the GEC.

OIE as an Act of War?

Some have questioned whether tampering with, interfering with, or otherwise influencing a sovereign nation's democratic processes in an IW campaign is an act of war that could trigger a military response, and not necessarily in cyberspace. U.S. policy suggests that these types of operations fall below the threshold of armed conflict.

CRS Reports

CRS Report R45142, *Information Warfare: Issues for Congress*, by Catherine A. Theohary.

Catherine A. Theohary, Specialist in National Security Policy, Cyber and Information Operations

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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 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.

fundamental attribution error

You judge others on their character, but yourself on the situation.

If you haven't had a good night's sleep, you know why you're being a bit slow; but if you observe someone else being slow you don't have such knowledge and so might presume them to just be a slow person.

It's not only kind to view others' situations with charity, it's more objective too. Be mindful to also err on the side of taking personal responsibility rather than justifying and blaming.

placebo effect

If you believe you're taking medicine it can sometimes 'work' even if it's fake.

The placebo effect can work for stuff that our mind influences (such as pain) but not so much for things like viruses or broken bones.

Homeopathy, acupuncture, and many other forms of natural 'medicine' have been proven to be no more effective than placebo. Keep a healthy body and bank balance by using evidence-based medicine from a qualified doctor.

halo effect

How much you like someone, influences your other judgments of them.

Our judgments are associative and automatic, and so if we want to be objective we need to consciously control for irrelevant influences. This is especially important in a professional setting.

We're all affected by cultural and personal prejudices. It's only through becoming aware of them that we can mitigate their effects.

bystander effect

You presume someone else is going to do something in an emergency situation.

When something terrible is happening in a public setting we can experience a kind of shock and mental paralysis that distracts us from a sense of personal responsibility. The problem is that everyone can experience this sense of deindividuation in a crowd.

If there's an emergency situation, presume to be the one who will help or call for help. Be the change you want to see in the world.

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 pessmistic 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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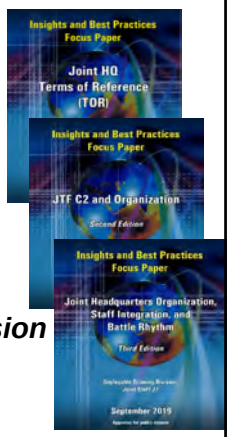
HQ Organization and Process Insights



Deployable Training and Lessons 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**

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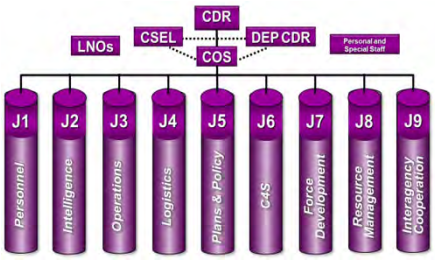
Organizing - Roles and Responsibilities

J-Code Structure Organization

(Baseline 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*
  - *Interorganizational Cooperation*

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 all-domain nature of operations**

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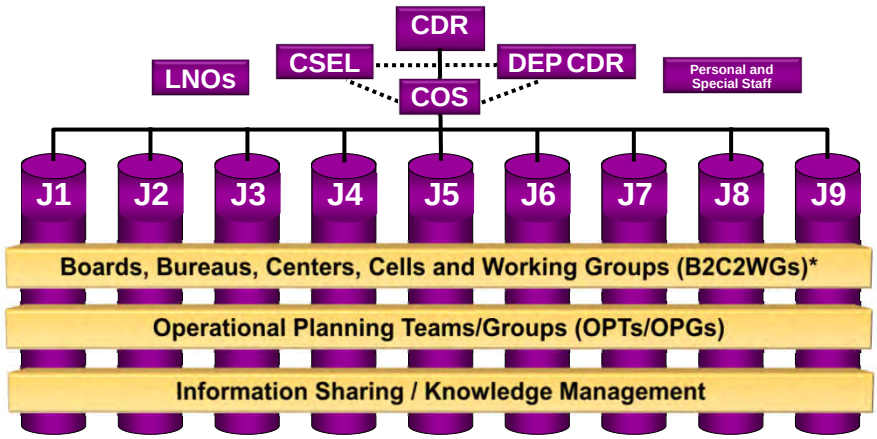
Staff Integration



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

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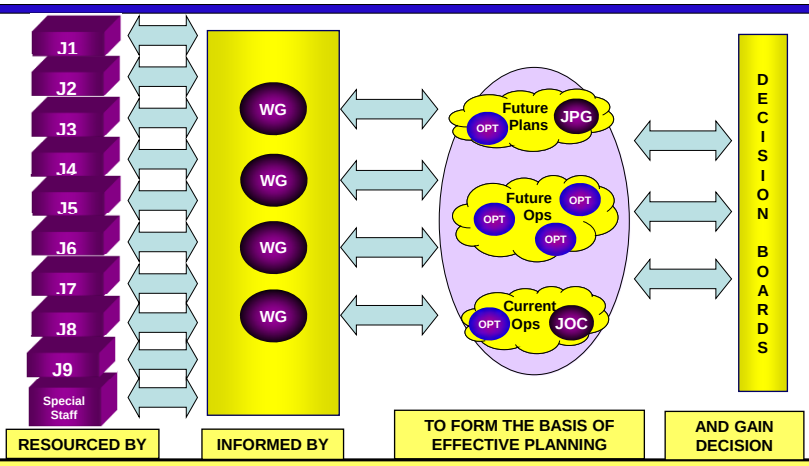
Staff Support to Decision Making



Insights

- **Force cross-functional staff integration into battle rhythm to improve support for the Commander**
- **Provide venues for CDR's touch points to provide guidance and decisions**
- **COS synchronizes the staff and manages the battle rhythm**

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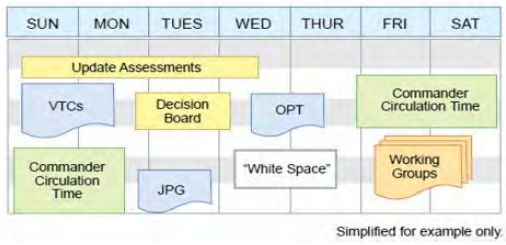
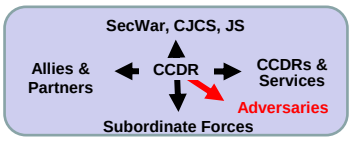
Enabling Commander Decision Making





- **Commander / SEL time for thinking, engagement, dialogue, battlefield circulation**
- **Staff preparation and empowered senior leader steering**
- **Commander assessment, guidance, and decision forums**

Insights

- **"White space" enables Commander and staff processes that inform decision making. Protect it**
- **Battle Rhythm must be nested with HHQ, partners, and external stakeholders**

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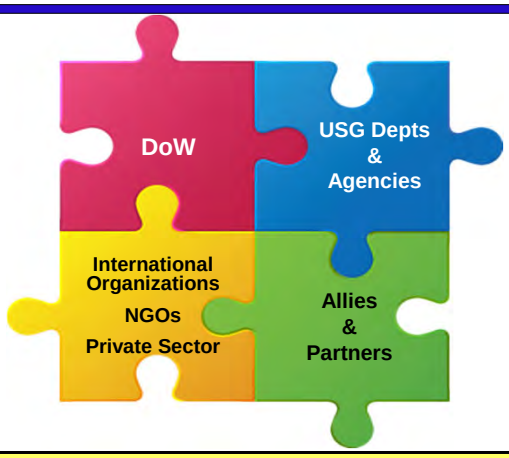
Integration with Mission Partners



Insights

- Leverage CCDR / SEL to acquire formal support
- Every echelon must integrate mission partners into plans and operations
- Flexibility is required to enable Allies and Partners to integrate
- Early planning and coordination is instrumental to success

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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

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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 CSELs and SELs. Foreign Mil SELs, 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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