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COMMITTEE ON ARMED SERVICES
SUBCOMMITTEE ON EMERGING THREATS AND CAPABILITIES
UNITED STATES SENATE

STATEMENT OF
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BEFORE THE CONGRESS
BEFORE THE SENATE ARMED SERVICES COMMITTEE
UNITED STATES SENATE

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Mr. Chairman, distinguished Members of the Committee, I am honored to testify for the first time as Commander of U.S. Joint Forces Command on our role in the Global War on Terrorism and the ongoing process of transforming our Armed Forces.

Let me open by assuring the Committee that U.S. Joint Forces Command is focused every day on winning the Global War on Terrorism (GWOT), including the successful defense of the homeland, and leading the transformation of the U.S. Armed Forces.

Joint Forces Command is a dynamic command that learns from and works with our partners throughout the Department of Defense to lead continuous evolutionary and revolutionary improvements in U.S. warfighting capabilities to enable continued success, including rapid, decisive military action. As such, I see U.S. Joint Forces Command maximizing the Nation's future and present military capabilities by advancing joint concept development and experimentation, identifying joint requirements, ensuring interoperability, conducting joint training, and providing ready forces and capabilities – all in support of the Combatant Commands.

This focus follows directly from the President's transformation agenda as outlined in his Unified Command Plan 2002, or "UCP 02" that took effect 1 October 2002, and the Secretary of Defense's top three priorities:

1. Successfully pursue the Global War on Terrorism
2. Strengthen Joint Warfare Capabilities
3. Transform the Joint Force

As you know, U.S. Joint Forces Command is the primary force provider to our country's other Combatant Commanders worldwide. With over 1.1 million Soldiers, Sailors, Airmen, and Marines-some 83% of the Nation's general-purpose forces I allocate a significant part of each

day managing the deployment of joint forces from our service components in support of the Global War on Terrorism. Forces assigned to Joint Forces Command's comprise some 74% percent of the forces engaged in operations in Afghanistan, 52% percent of the forces building in the Persian Gulf Region, and 90% percent of the nation's forces deployed world wide in support of the War on Terrorism, including here at home

Joint Forces Command's role in joint training has been instrumental in honing the joint command and control architecture now prosecuting the war on terror. In the last eight months alone, Joint Forces Command has trained and deployed four Joint Task Forces, now commanding joint and multinational forces in Afghanistan, the Horn of Africa, and Guantanamo Bay, Cuba, and Southwest Asia. On any given day, moreover, some 100-plus observer/trainers and senior mentors from this command are deployed to support the joint training programs of the Combatant Commanders in their areas of responsibility around the globe. Similarly, every Joint Special Operations Task Force has received training, and, in some cases, augmentation by the experts from Joint Forces Command's Special Operations Command.

Our training capabilities have a global reach and our processes focus on the needs of the joint warfighter. The world class Joint Warfighting Center in Suffolk, Virginia, for instance, has already organized and executed two major exercise rehearsals for U.S. Central Command and a force flow and logistics rehearsal for U.S. European Command in preparation for potential operations against Iraq. In the case of Central Command's event, known as INTERNAL LOOK and conducted in December 2002, we actually were able to quickly develop a follow-on exercise only two months later at the request of General Franks and his ground Component Commander, called LUCKY WARRIOR, to specifically refine operational concerns discovered by INTERNAL LOOK.

Joint Forces Command's concept development and experimentation initiatives have had an immediate and positive impact on the Global War on Terrorism. Outcomes, systems, procedures, organization and experience during Millennium Challenge 02 (MC02), last summer's Congressionally mandated joint field experiment, are making a difference today. The Services and Regional Combatant Commands are applying the training, initiatives gained during MC02 and are exploiting their own, and selected joint concepts and capabilities validated by the experiment.

The Army's XVIII Airborne Corps is using MC02 lessons, software and processes today as part of Combined Joint Task Force (CJTF) 180's operations in Afghanistan; the Air Force's use of software tools and procedures in Afghanistan and at Prince Sultan Air Base; and the Navy's use of MC02 concepts, software and processes to improve training for deploying naval forces.

Command authority over my Service Component Commands has been vital to understanding and responding quickly to the training and readiness needs of the warfighter. This command has trained or assisted in training every JTF deployed overseas, establishing joint standards across the force. We have also worked closely with the Component Commanders to review, update and streamline the force flow procedures for units deploying from the Continental U.S.

U.S. Joint Forces Command has simultaneously launched a comprehensive concept development and experimentation campaign to deliver capable joint forces that can operate coherently in a Knowledge-centric environment, enabled by Network-centric systems and trained to conduct Effects-based operations. Our campaign plan specifically aims to achieve these goals through close partnerships with the Combatant Commands, Services and Defense Agencies by

conducting our collective experimentation activities using a “common joint context” that defines the challenges of the future warfight. Conducting our experiments within a common understanding of the future warfight allows the joint community to determine future joint requirements in a collective way—*before* the acquisition of service capabilities. This process produces a shared understanding of the future joint environment that produces coherently joint capabilities that we describe as “born joint”.

This spring Joint Forces Command will achieve a significant milestone in our campaign to expand the experimental ground by co-sponsoring a U.S. Army/Joint Transformation Wargame called UNIFIED QUEST '03. Our intention is to embed within the Transformation wargame a common set of scenarios and a joint context that defines the operational level of war to determine how well emergent Army capabilities might actually work within a future joint and multinational environment. Plans are also underway to establish the similar partnerships for other upcoming Service wargames later this year and in follow-on years.

In this important area, Joint Forces Command has matured its processes and products to the point where the “joint horse” is getting in front of the “service cart.”

In the near term, we have already begun implementing new warfighting capabilities and operational methods gained from Millennium Challenge '02. Foremost among these is the implementation into the Regional Combatant Commands (RCC) of the Standing Joint Forces Headquarters prototype, or “SJFHQ”. The SJFHQ is comprised of a small but powerfully enabled team of planners specifically trained to speed the operational employment of a larger joint task force headquarters with real-time, actionable and shared knowledge crucial to the conduct of rapid and decisive operations. This shared understanding produces what we call the Collaborative Information Environment, or “CIE,” that, in our judgment, may very well change

the conduct of future warfare. This prototype was immediately adopted by Central Command and is being implemented today in Pacific Command, European Command, Southern Command and Northern Command, with the target date of FY05 for the SJFHQ to be fully operational.

Undergirding the implementation of these new operational concepts is a powerful training environment known as a Joint National Training Capability, or “JNTC”. The JNTC is being designed in part to train Service units to operate as integrated joint forces anywhere around the world. Our aim is to turn the existing training and exercise environment into an integrating environment for new warfighting capabilities and methods. This will allow the rapid fielding of prototypes so that operators can test and improve them. We believe that the JNTC will not only transform the way our armed forces will train in the future but also speed the implementation of new capabilities and methods springing from our collective Service Joint Forces Command experimentation programs. In my view, the Joint National Training Capability will drive “jointness” down to the lowest tactical level.

Here again, the command authority that I maintain over my Service Component Commands has proven critical to the alignment of our training and experimentation campaign with the operational requirements of the force. The command relationship to the Component Commands anchors our transformation efforts to the joint warfighter—our ultimate customer.

Just as important, this command has formed collaborative partnerships in the experimentation campaign with other federal Departments and Agencies. The Departments of State, Treasury, Justice and Transportation, for example, have participated in our experiments to determine new information sharing processes and techniques included in the “Joint Interagency Coordination Group” concept. The Combatant Commanders have all taken this concept aboard and are establishing similar organizations within their headquarters with the focus of supporting

the global war on terrorism. Though more experimentation and training is required to standardize and expand the concept to incorporate processes for theater engagement planning, deliberate and crisis action planning, and transition (to peace) planning, the “JIACG” capability will prove instrumental in leveraging all aspects of our national power and influence in a more coherent, unified way.

Likewise, we are expanding the experimental agenda with key multinational partners to focus on concepts that allows for timely coalition information sharing. Just last month, we conducted a worldwide, distributed, multinational Limited Objective Experiment (LOE) that included senior representatives from Australia, Canada, the United Kingdom and Germany. While the results are still being assessed, initial insights have identified the policy challenges that must be overcome to build a coalition equivalent of a Collaborative Information Environment.

Joint Forces Command is also deeply engaged in the transition plans of Allied Command Atlantic (ACLANT) as it becomes a NATO functional command focused on transformation to be known as Allied Command Transformation (ACT). Our NATO partners are closely monitoring our transformation campaign. We will seek to learn together as the Alliance, as a whole, dedicates itself to military transformation.

In partnership with the Combatant Commanders, Service Chiefs and senior Defense officials, this command is helping to promote the beginnings of a new culture of joint transformation. This culture rewards intelligent risk taking and supports competition of joint ideas in open venues. Our culture must reward those who question in order to make things better; who seek differing perspectives and innovative approaches and who are not paralyzed by the fear of failure. This culture understands that Combatant Commanders do not really care where a particular capability comes from so long as it is relevant to their warfighting needs, is

interoperable across the force and which works. In all of my troop visits with our young warriors, I found that they “get it.” Innovation and “jointness” are important and intuitive for them. The dynamic of this new culture goes virtually unnoticed and receives no fanfare and yet is chiefly responsible for providing the momentum towards joint transformation. In short, the *real* transformation is taking root within the minds of those participating in the change process. This is the culture of transformation that Congress help put in motion 17 years ago with the watershed Goldwater-Nichols Defense Act.

Lastly, like the military as a whole, Joint Forces Command has transformed itself to serve as the nation’s agent for transformation even as we have been deeply involved in supporting operations around the world. The divestiture of our geographic area of responsibility has enabled this Command to focus on our new area of responsibility: *the future*. With your help, we are receiving the resources and authority to carry out our new mission and are now helping to deliver:

- Trained and ready joint forces to the Regional Combatant Commanders
- Coherently-joint capabilities and operational methods to the joint warfighter of today
- A common joint context to Service experimentation programs that will lead to new “born joint” capabilities of tomorrow
- The first steps in alignment of Joint Battle Management Command and Control programs across the Department of Defense
- Integration of Interagency and Multinational capabilities into the change process
- And the beginnings of a new culture of joint transformation

What follows is a detailed overview of our successes and additional requirements to complete our mission.

The Global War on Terrorism

The attacks of 11 September 2001 put this Command on a wartime footing. Since that day, all elements of this Command, including active, Reserve, National Guard, Civil Service, and contract employees are involved in this two-front war—at home and abroad. There can be no more important mission than fighting terrorism overseas and simultaneously securing the homeland. This Command has directly supported our nation's offensive operations overseas while our homeland security through four major endeavors:

1. Joint Force Provider
2. Joint Force Trainer
3. Joint Force Integrator
4. Joint Force Experimenter

Joint Provider and Trainer

In the last year, Joint Forces Command has supported the war on terror with an aggressive training program that both improved our joint readiness of the force while setting the conditions for joint transformation. Specifically, this command trained and deployed Joint Task Forces such as: JTF 160 to Guantanamo Bay, Cuba; JTF 180 to Afghanistan and JTF HOA to the Horn of Africa. Additionally we have recently stood up Task Force IV for U.S. Central Command (CENTCOM) and trained the Southern European Task Force for U.S. European Command (EUCOM). Our observer/trainers have helped train the Commander, III Marine Expeditionary (CDR III MEF) for U.S. Pacific Command (PACOM) and Commander, Joint Task Force-Civil Support (CDR JTF-CS) for U.S. Southern Command (SOUTHCOM). In total, some 3018 individuals from the Combatant Commands were trained to joint operational

standards in the last year and over 786 man-years were dedicated to the training events supported by Joint Forces Command.

Overseas, troops from all Joint Forces Command components are actively involved in support of operations in Afghanistan, preparing for possible conflict in the Persian Gulf region, and supporting operations worldwide. Forces from JFCOM comprise some 53% of the forces supporting U.S. Central Command in Southwest and Central Asia. This force commitment has doubled our normal overseas force rotation and does not include the substantial obligation of active and Reserve forces to homeland security, force protection and infrastructure protection.

Additionally, other key elements of Joint Forces Command, such as the Cruise Missile Support Activity, Joint Personnel Recovery Agency, the Joint Communication Support Element (JCSE), and the Joint Warfare Analysis Center are providing critical support to the Global War on Terrorism in general and Operation ENDURING FREEDOM in particular.

Joint Integrator

To accelerate the Joint Interoperability and Integration of Service-provided warfighting capabilities, our Joint Interoperability and Integration (JI&I) office continues deliver materiel and non-materiel solutions to interoperability challenges by working closely with all Combatant Commanders, Services and Agencies to identify and resolve joint warfighting deficiencies.

Joint Forces Command 's JI&I efforts support current military operations by fielding:

- Interoperable capabilities between US Army and US Marine Corps ground commander Command and Control elements
- Collaborative planning capabilities for the Combatant Commanders
- Improvements to Joint Task Force information assurance and information management
- Adaptive mission planning and rehearsal capabilities for the Combatant Commanders

Additional efforts that directly support the commanders of Northern, Central, Pacific and Special Operations Commands in the near future include fielding capabilities for:

- Capabilities for Joint Task Force (JTF) situational awareness, a Common Operational Picture (COP), and enhanced integration of the Joint Deployment
- Capabilities for integrated joint targeting, and intelligence analysis
- Capabilities for integration of Distributed Common Ground System multi-intelligence sources
- Capabilities for integrated Joint Intelligence, Surveillance, and reconnaissance (ISR)

Joint Experimenter

As noted earlier, Millennium Challenge '02 (MC02) concepts are making a difference in the Global War on Terrorism as demonstrated by CJTF180 operations in Afghanistan.

CJTF180's implementation of MC02 concepts and capabilities in Operation ENDURING FREEDOM illustrates the power of joint experimentation and joint training in general and MC02 in particular. XVIII Airborne Corps' exploitation of MC02 concepts and training were important factors in their success in Afghanistan. USJFCOM-developed concepts that are being applied in the war on terror listed below provide a sense not only of their operational utility but also the impact Joint Experimentation is having on today's force:

- Effects-Based Operations (EBO). CJTF180 use of EBO processes affords operational benefit.
- Operational Net Assessment (ONA). To support its effects-based operations, CJTF180 used an ONA-like process to view the enemy as an interconnected system of systems.
- Collaborative Information Environment. CJTF180 utilizes a CIE based on MC02 processes, within the CJTF Headquarters and their functional components.
- Standing Joint Force Headquarters (SJFHQ). CJTF180 is exploiting SJFHQ tools and procedures and is implementing cellular reorganization initiatives to improve coordination and effectiveness.

Joint experimentation is a proving ground for important technological capabilities to support combatant command interoperability needs. Joint initiatives demonstrated in MC02 generated the following Transformation Change Package (TCP) recommendations:

- Adoption of software to support the Joint Fires Initiative (JFI)
- Implementation of the Joint En route Mission Planning and Rehearsal System-Near Term (JEMPRS-NT)
- Fielding the Network Security Management Correlation and Display System (NSM C&D)
- Supporting the identification, certification and fielding of automated tools to facilitate information transfer among information systems operating at various levels of security, e.g. the Joint Automated Single Guard Solution (JASGS) and Inter-Domain Transfer System (ITS)
- Fielding the technologies identified in the Automated Network Information Flow (ANIF) project
- Continuing development of Unmanned Aerial Vehicle (UAV) Interoperability

Joint concept development and experimentation findings are also being integrated with Advanced Concept Technology Demonstrations (ACTD) programs to provide a path to accelerate near-term joint warfighter solutions. For instance, promising solutions to pressing warfighter needs sponsored in fiscal year 2002 by the Under Secretary of Defense (Acquisition, Technology, and Logistics) included:

- Content Based Information Security (CBIS) ACTD - sharing information across multiple security domains using cryptographic separation and dynamic access control.
- Area Cruise Missile Defense (ACMD) ACTD - improved detection, identification, and engagement capability against low altitude targets that may go undetected by the existing Joint Surveillance System.

Lastly, fundamental to the success of the DOD transformation effort is collaboration and the partnership with the activities of the wider transformation communities from joint, interagency and multinational organizations. MC02 provided a highly successful platform to establish close partnerships with these communities as well as with industry and academe.

Strengthen Joint Warfare Capabilities

Joint Provider and Trainer

The establishment of a Joint National Training Capability (JNTC) is perhaps one of the most important transformation programs that the Department of Defense and Joint Forces Command are developing. The goal of establishing a Joint National Training Capability is to improve the ability of U.S. forces to fight effectively as a joint and combined team. Such improvement requires new capabilities to augment our existing joint training capabilities. While Service training centers have excelled at training Service tactical competencies, joint training requires a more holistic endeavor at the operational level of war. In its simplest terms, the Joint National Training Capability envisions a global system to bring the benefits of live, virtual, and constructive opportunities to the user. To this end, we must create a network that is easily accessible, readily available and capable of supporting the wide spectrum of joint tasks. This network must provide an integrated, common architecture for ranges, training centers, experimentation venues, test and evaluation events, simulation centers, as well as venues for participants located around the globe.

History has taught us that joint warfighting is the way of the future. The development of a JNTC will support the broader strategic goal of Department of Defense Training Transformation with the ultimate goal “to train like we will fight.”

Establishing an initial operating capability in 2004 will support four or five JNTC events per year. Near-term milestones will include the conduct of “bridging” events, which are stepping stones towards full execution of training events. The JNTC will expand over time to reach full operational capability in fiscal year 2009, when the JNTC goal will be to support up to 40 events per year. During this time, the JNTC will continue to move from interoperability training at the tactical to the operational level, allowing network-centric and mission rehearsal capabilities that increase the combat power of sensors, weapon and decision making systems. As directed in the Defense Planning Guidance 04-09, Joint Forces Command will establish a joint management office (JMO) to oversee the programs necessary to implement the JNTC.

In the global war on terrorism, our forces are training and fighting alongside allies and coalition partners in different parts of the world. In support of this effort, we continue to train and exercise with multinational partners through existing alliances and programs such as NATO, NATO/Partnership for Peace (PfP), the American-British-Canadian-Australian Armies Standardization Program (ABCA) and bilateral support agreements.

We participated in or supported nine NATO, NATO/PfP, and “In the Spirit of” PfP exercises since Mar 02 and are currently planning 15 more such exercises to be executed in the 2003-04 timeframe. These exercises included the full spectrum of operations from crisis response operations and humanitarian relief to Allied/Coalition combat.

As part of the Chairman of the Joint Chiefs of Staff Exercise Program, USJFCOM is sponsoring a Combined Joint Task Force training event in June 2004, which will have a

significant multinational contingent. ABCA has focused on this event as its US hosted major biennial exercise. Additional multinational naval units have requested to participate as well. This US joint/coalition exercise will also be a major event in the ongoing establishment of the Joint National Training Capability.

We are working closely with NATO's Allied Command Atlantic (ACLANT) in its rapid transition from a strategic operational command to a strategic functional command focused on Transformation, known tentatively as Allied Command Transformation (ACT). JFCOM is providing specific expertise in the NATO effort to revise its exercise program and establish a European based Joint Warfighting Center using Joint Forces Command's Joint Warfighting Center as a model. The Center's personnel could train NATO elements such as the NATO Reaction Forces, component headquarters, and PfP nations in joint operations.

Joint Forces Command also has the responsibility to develop the Regional Security Cooperation Network (RSCN) initiative. The objective of the program is to assure security cooperation among allies, friends and potential partners. It will also enhance the ability of United States and coalition forces to become more interoperable and more efficient in the conduct of multinational operations. The Swedish-US Viking series exercise, the Eastern European Defence Ministerial series, and the South Eastern Europe Simulation Network '02 are examples of ongoing Regional Security Cooperation Network initiatives.

Critically important to the creation of a joint culture are the joint education endeavors of our armed forces. Currently, I am working with the Chairman of the Joint Chiefs of Staff and the President of the National Defense University (NDU) to establish closer links between NDU and Joint Forces Command. We continue to support NDU with our Joint Operations Module (JOM) as part of the overall CAPSTONE program for approximately 160 newly selected one star flag

and general officers. We provide guest lecturers and adjunct professors to support portions of the curriculum at NDU's Joint Forces Staff College. We are also seeking opportunities for further cooperation and collaboration. A prime example of the ongoing collaboration is NDU's Military Education Research Library Network linked to JFCOM's Regional Security Cooperation Network. We also will be providing the opportunity for both Joint Forces Staff College student and faculty observation of JFCOM exercises and experiments.

Joint Integrator

This command continues to receive new authority to ensure interoperability today and in the future throughout the Joint Force. Recent DOD Management Initiative Decision 912 signed on 7 January 2003 direct expanded responsibilities for the US Joint Forces Command in establishing Joint Battle Management Command and Control (JBMC2) requirements, identifying system-of-systems capability requirements and ensuring the integration and interoperability of JBMC2 capabilities. In this expanded role, JFCOM will lead JBMC2 mission and capability area requirements.

Additionally, we will assume immediate oversight responsibility for the Deployable Joint Command and Control program and the Single Integrated Air Picture, with expanded responsibilities in FY 2004 for Family of Interoperable Operational Pictures. This responsibility will allow Joint Forces Command to synchronize programs and initiatives within Joint Battle Management Command and Control.

Our Joint National Training Capability will also facilitate the evolution of JFCOM's role as joint integrator by providing venues for integration in training.

Joint Experimentation

Joint Forces Command's influence on strengthening our joint warfare capabilities through experimentation is best understood by viewing how the services themselves are picking up on the "joint context" and incorporating new capabilities to their organizations.

From Millennium Challenge '02 (MC02) and other smaller experimentation events over the last year, the Army gained insight into their internal transformation initiatives with the Interim Force and is exploiting a number of initiatives and insights in current operations. In the case of XVIII Airborne Corps' experience as the first "experimental JTF," their experience in establishing a collaborative information environment using the suite of MC02 tools enabled that staff's rapid transition and deployment to the Afghan combat zone with less than 30 days notice. The Army has incorporated several organizational constructs and experimental methodologies into Army doctrine and training programs. This includes new fire control measures and effects-based methodologies, use of collaborative tools, and co-location of the Army Air and Missile Defense Command with the Joint Force Air Component Commander, operating as the Deputy Area Air Defense Commander. The incorporation of the common joint context in upcoming Army transformation wargames, like UNIFIED QUEST '03, will help to ensure that future capabilities are "born joint."

The Air Force's Joint Expeditionary Force Experiment initiatives examined in MC02 are likewise being implemented into their organizations. Currently, Air Force personnel are using MC02 software tools that improve the tracking and tasking of intelligence aircraft, reduce air operations planning time, enable swifter tracking and targeting of mobile targets, reduce fratricide, and provide real time tracking of downed aircrews. Planners are using some of these capabilities at Central Command's Air Operations Center in Afghanistan and plans are underway for use in other theater Air Operations Centers.

The Marine Corps' Millennium Dragon experiment examined a number of expeditionary warfare and urban operations challenges. Marine initiatives under implementation include urban operations tactics, techniques and procedures, the Dragon Eye backpack UAV, cellular staff structure standard operating procedures for the Joint Force Land Component Commander, and Special Operations Mission Planning Environment-Maritime.

Execution of the Navy's Fleet Battle Experiment-Juliet inside of MC02 also resulted in the fielding of initiatives and had a positive impact on personnel and training. Core members from two carrier battle group staffs, with recent Operation Enduring Freedom experience, were teamed with Second and Third Fleet staff members to form the Joint Force Maritime Component Command staff. Each is using the lessons learned from MC02 to improve training for deploying carrier battle groups and amphibious ready groups.

Other top concepts coming out of MC02 that an operational Joint Task Force is applying in the war on terror include the Joint Interagency Coordination Group (JIACG) and the Standing Joint Force Headquarters (SJFHQ).

Standing Joint Force Headquarters is a key capability examined in MC02. CJTF180's exploitation of SJFHQ supporting tools and procedures established the effectiveness of a more cellular organizational structure such as provided by the SJFHQ concept. CJTF180's organization is a hybrid of a traditional military staff and cellular structure. They are exploring reorganization of their headquarters to a cellular staff to improve coordination and effectiveness. Continued work in developing a SJFHQ, joint interagency and multinational coordination, and information sharing and compatibility through joint concept development and experimentation will assist in Operation Enduring Freedom as well as prepare for future operations that face the nation.

Transforming Our Armed Forces

The most significant event in joint Transformation for the Department last year was the conduct of Millennium Challenge '02 (MC02) in July and August 2002. Over 13,000 soldiers, Sailors airmen and Marines participated in the event from eight live training locations across the American Southwest and Pacific Ocean as well as from 17 simulated locations. As mentioned above, the insights and lessons gained from MC02 have led to several new capabilities and operational methods that are being implemented today.

Joint Forces Command does not have all the “answers” to Defense transformation. In the transformation journey, each answer achieved raises new questions to answer. This command relies on the collective wisdom and shared understanding of a common purpose from the joint, interagency and multinational communities to effect true change over the entire force and for future coalitions. Our joint experimentation campaign plan collaboratively links the transformation plans of our customers, the Combatant Commands; our partners, the services and Defense Agencies; and the interagency and multinational communities.

Additionally, Joint Forces Command has established a collaborative relationship with the DoD Office of Force Transformation. Joint Forces Command has included Vice Admiral Art Cebrowski’s team in our on-going efforts to implement the SJFHQ in the Combatant Commands. His office provides the necessary bridge between strategy and policy and the future operational concepts and capabilities of our Armed Forces as well as assisting with streamlining the acquisition process to capitalize on rapidly developing 21st century capabilities.

In serving as the Executive Agent for joint concept development and experimentation, a key aspect of our role in the change process is to integrate at the operational level the concept development and experimentation activities of the Services, combatant commands, and other agencies. Developing innovative joint operational and organizational concepts that integrate supporting concepts of the Services, combatant commands and others is the essential first step in this process.

Millennium Challenge '02 focused on determining the extent that the Joint Force could conduct a rapid decisive operation in this decade without a major re-capitalization of the force. Integrating concepts, such as SJFHQ, were refined to provide a level of detail that supported a robust concept of operations.

It is important to understand that joint concept development and experimentation (JCDE) is an iterative process that takes time to fully develop and implement a new concept. MC02 was a key step in this journey, but only one step. The JCDE Campaign Plan continues with activities in 2003 and 2004 that will define the capabilities and concept of operations for the future joint force. Through the competition of joint and service concepts, the best ideas will move to rapid implementation by embedding them in the exercise programs of the Combatant Commands and the Joint National Training Capability, delivering the SJFHQ and supporting concepts to the combatant commanders in FY 2005.

Key to our understanding of joint transformation was defining the characteristics of future joint operations. During our joint concept development work, four key characteristics for future joint operations were identified:

- Effects-based
- Knowledge-centric

- Coherently joint
- Fully networked.

These characteristics provide a simple descriptive framework for examining concepts and exploring capabilities.

The Effects-based characteristic describes the application of the military instrument of national power across a continuum that ranges from cooperation through conflict. Effects-based thinking is a philosophical shift from traditional attrition and maneuver warfare. It involves the comprehensive, integrated assessment of the adversary and the application of relevant instruments of national power to achieve a defined political-military end-state in support of national goals. It views an adversary from a systems perspective and identifies key links and nodes to direct engagements.

In conflict, military actions will focus on the precise application of military capabilities to produce the desired effects needed to shatter the enemy's operational coherence, preempt his options, break his will, and destroy his capability to fight, while preserving long-term U.S. interests. The effects-based approach links to other supporting characteristics of future joint operations, but it is important to emphasize that developing a thorough capability to understand and execute effects-based operations is key to ensuring U.S. strategic advantage as the Global War on Terrorism unfolds over the coming years.

The Knowledge-centric characteristic is a simple yet powerful characteristic that complements EBO. The more that is known about the adversary, the operational environment and ourselves, the more precisely capabilities can be focused to produce the desired effects with less risk of unintended consequences, and more efficient expenditure of national resources.

Not surprisingly, knowledge becomes a hedge against risk, allowing rapid deployment of more precisely tailored capabilities with decisive effects. Knowledge-centric operations postulate a move beyond information superiority to decision superiority through a comprehensive, system-of-systems understanding of the enemy and the environment, as well as a shared integrated awareness of friends, allies and neutrals. Decision superiority is the ability of the commander, based upon information superiority and situational understanding to make effective decisions more rapidly than the adversary, thereby allowing a dramatic increase in the pace, coherence and effectiveness of operations. Advanced decision-support tools, knowledge-fusion, and horizontal and vertical integration of situational awareness will improve dissemination to decision-makers in an understandable and actionable format.

Coherent jointness is the third characteristic of future joint operations, which facilitates coordinated, synergistic employment of the full range of joint capabilities to achieve the desired affects. The interoperability of joint and Service capabilities further enables, and amplifies this common joint ethos. To achieve this synergy of doctrinal, organizational, and human factors, future capabilities must be “born joint.” Interoperability by design in the first instance will permit true integration. It will solve, by moving beyond, the current challenge of de-conflicting service systems that do not talk to each other. Born joint capabilities will require a greater depth of understanding of joint capabilities, an agreed Joint Operating Concept and a shared joint warfighting culture. It enables the execution of seamlessly joint actions at levels appropriate to the mission.

Finally, fully networked forces enable the creation and sharing of that knowledge needed to plan, decide, and act both collaboratively and quickly. It will allow the joint force to accomplish many tasks simultaneously from distributed locations in the battlespace. Networked

forces (based upon systemic, organizational, and personal link) are necessary to compress and change today's sequential, echeloned way of planning and conducting operations. Networked forces use shared situational awareness among all elements of the joint force, to include interagency and multinational partners. This increases the speed and precision in planning and application of power. They allow streamlined joint dynamic processes for the integration of information operations, fires, and maneuver elements as well as for sustainment and joint intelligence, surveillance, and reconnaissance management. Fully networked forces are necessary to employ a coherently joint force to achieve rapid decisive operations.

We clearly understand that trained and ready forces are the foundation of Joint Transformation. Transformation is more than just experimentation, the interoperability of current and future systems or some new technology.

As the Joint Force Provider, our Service components' forces, intellectual input and operational experience shape, enable, and assess transformation activities, particularly concepts and experimentation. Having direct access and command authority over component forces has been key and remains essential to establishing the proper foundation and framework necessary for conducting relevant joint force training and coordinating constructive joint experimentation and technological prototyping, which has proportionally increased and enhanced our total force capability and will continue to be the cornerstone to an unassailable, transformational joint force.

We are convinced that improved interoperability is crucial, to ensure near-term fusion of mission capabilities across the joint services, allied, and inter-agency partners. We have emphasized the need that operational lessons learned and experimentation must drive the development of new joint doctrine, concept development, and integrated architectures, which

ensure and enforce the operational requirements, are properly defined and influence Service and Agency capabilities in the future.

In support of military operations, I am determining with my fellow Combatant Commanders priorities of materiel and non-materiel capabilities solutions, which provide near-term joint warfighting capabilities. In response to the Secretary of Defense and Chairman, Joint Chiefs of Staff concerns over legacy command and control interoperability and integration, my staff has worked closely with Services and Defense Agencies to develop and implement numerous Transformation Change Proposals towards improvements in Joint Task Force command and control, situation awareness, and integration of intelligence assets. Additionally, we have delivered four interim capabilities that directly support the Global War on Terrorism and on-going military operations for Central Command, and six other initiatives that support U.S. Pacific Command and Northern Command for Homeland Security.

Joint Forces Command is addressing critical interoperability problems for the warfighter. To ensure new systems are born joint, the Command reviews all requirements documents under development to ensure sufficiency of interoperability key performance parameters, information exchange requirements, and operational architecture views. The Joint Requirement Oversight Council (JROC) has approved four Joint Forces Command Capstone Requirements Documents—Global Information Grid, Information Dissemination Management, Combat Identification, and Theater Air Missile Defense.

Joint Force Integration clearly reaps insights from training and experimentation and feeds them back into the force. At the same time, our engagement in joint requirements helps us identify needs and focus our efforts. This is how we are working to transform the joint force.

Conclusion

We must transform even as we conduct worldwide operations across the range of military operations. We have to get through today to get to tomorrow. Prudent risk management is necessary. The counsel of prudence is to strike the right balance between operations, readiness, transformation and quality of life. This is both a management issue and a resource issue. Risk can be managed to a point, but resources must also be committed to secure our dominance for today and the future. Transformation, modernization and selected recapitalization cannot occur without the resources identified in the President's budget.

While I have outlined a number of challenges and priorities for ensuring we sustain our worldwide military edge, I must note the criticality of Congressional support. Within the constraints of competing national priorities, even in this time of conflict, the support of the members of this committee is both critical and reassuring. The challenge of transforming the joint force "in stride" is daunting but doable.

Transformation is underway. Our efforts will accelerate these trends. I look forward to working with you to provide our troops the joint capabilities they need today and the transformational capabilities our Joint Force will require in the future. I am enthusiastic about our plan for the future and extend to each of you an invitation to visit Joint Forces Command and our Service Components to see transformation in action.