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Committee on Armed Services**



STATEMENT OF

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**BEFORE THE HOUSE COMMITTEE ON ARMED
SERVICES
SUBCOMMITTEE ON OVERSIGHT AND
INVESTIGATIONS**

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Statement of
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Mr. Chairman and members of the Subcommittee, on behalf of General James Mattis, Commander, United States Joint Forces Command (USJFCOM), thank you for allowing me to appear before you today. The readiness of the men and women of our nation's Armed Forces is our number one priority. This task cannot be overstated and we appreciate the continued hard work of this Subcommittee and the United States Congress in this regard.

My testimony today will address USJFCOM's current roles in preparing our forces to confront the Improvised Explosive Device (IED) threat to include how we interact with the Joint Improvised Explosive Device Defeat Organization (JIEDDO), reorganizing JIEDDO training functions under USJFCOM and USJFCOM's future plans to provide training to counter asymmetric threats.

As you are aware, the mission of USJFCOM is to provide mission-ready joint-capable forces and support the development and integration of joint, interagency, and multinational capabilities to meet the present and future operational needs of the joint force. As the mission implies, USJFCOM must strike a balance between supporting current operations and shaping the joint force that will fight in the future. As the Commander, Joint Warfighting Center (JWFC), I execute the USJFCOM joint training mission assigned in the Unified Command Plan on behalf of General Mattis.

USJFCOM-JIEDDO Partnership

USJFCOM and JIEDDO currently partner in joint training in eight specific ways:

A. JIEDDO Integration Into the USJFCOM Mission Rehearsal Exercise (MRX) Program. The number one training priority for USJFCOM is to prepare joint force headquarters deploying to the CENTCOM area of responsibility. Specifically, this is accomplished through the USJFCOM Unified Endeavor Mission Rehearsal Exercise (MRX) Program. The MRX program prepares joint headquarters to assume the missions of Multi-national Corps – Iraq; Combined Joint Task Force/Regional Command – East in Afghanistan; and Combined Joint Task Force Horn of Africa in Djibouti. JIEDDO supports the MRX program as one of many partners that help USJFCOM replicate the operational environment within which the deploying headquarters will operate. The focus is on the operational level of war and training the commander and staff not to simply defeat the *device* but rather to defeat the *network* supporting the employment of IED's. This network includes the range of threat activities from the source of components, to manufacturing, to transportation, to emplacement, and to detonation.

In order to facilitate MRX planning and execution, an exercise working group is comprised of USJFCOM and other organizations such as JIEDDO-Counter IED Operations Integration Center (COIC) and the National Ground Intelligence Center (NGIC). This working group provides the right exercise scenario and supporting story lines to stimulate C-IED operations within the MRX context. JIEDDO's COIC plays a large role in this regard. For example, one of the most powerful reach back capabilities available to units in theater is a COIC process called request for support (RFS) that allows units to request analytical support from the COIC for on going C-IED operations. The COIC replicates this process in the MRX to

familiarize the headquarters commander and staff with the RFS process. The COIC also replicates the weekly COIC battle rhythm meeting that actually takes place via VTC between the JIEDDO, MNC-I and the CJTF in Afghanistan. This provides the training audience replicated situational awareness of C-IED operations across the CENTCOM area of operations. Finally, the COIC provides subject matter experts in direct support of the training audience to further familiarize them with the critical functions of COIC forward deployed elements. When at all possible, this training also supports pre-deployment training of JIEDDO staff who will become members of COIC-Forward.

B. Continued Dialogue with JIEDDO Relative to the Development of a Training COIC (TCOIC). It is our understanding that the US Army Training and Doctrine Command with JIEDDO support will develop a TCOIC sometime in the near future to support pre-deployment C-IED training for Army brigade combat teams and division staffs. We are in discussions with JIEDDO and TRADOC to ensure the TCOIC will support the C-IED training requirements of other Services, the USJFCOM MRX program, and other joint training programs as required.

C. Participation in the JIEDDO Training Integrated Process Team (TIPT). USJFCOM is an active participant in JIEDDO's Training Integrated Process Team (TIPT). This has proven effective as a means to stay abreast of emerging training developments and lessons learned emanating from of JIEDDO's IED Joint Center of Excellence (JCOE) at Fort Irwin, California.

D. USJFCOM Support to Service C-IED Training. USJFCOM supports service training programs by improving joint context for these programs through the DOD Training Transformation program known as Joint National Training Capability (JNTC). For example, JNTC program support was used in FY05 and FY06 for development and purchase of C-IED training devices for use by all services. JNTC program support was also provided for a

replicated insurgent cellular phone network at the Joint Readiness Training Center at Fort Polk, Louisiana in FY07.

E. Joint Knowledge Online (JKO). USJFCOM is responsible for managing the DOD Training Transformation program for distributed, web-based learning, Joint Knowledge Development and Distribution Capability (JKDDC) or more commonly referred to as Joint Knowledge Online (JKO). Based upon discussions over the last several months, JKO will serve as JIEDDO's primary supplier / distributor of web-based individual training courseware commencing in FY09 with initial plans for the development of approximately 60 hours of learning content on C-IED related skills. Coordination continues with JIEDDO to define what specific courses are required and the priorities for development.

F. Centralized IED Database Access and Management. The Knowledge and Information Fusion Exchange (KnIFE) organization was established by JIEDDO at USJFCOM in 2006. KnIFE provides a "one stop shop" for its customers to access any IED related information source. KnIFE's customers include warfighters at home station or already in deployed locations, coalition and alliance partners, the research & development community, and interagency organizations. KnIFE maintains a 24x7 Operations Center and self-service web portals on six separate networks to include NATO and Combined Enterprise Regional Information Exchange System (CENTRIXS) networks for coalition partners. In the month of August 2008 alone, KnIFE registered almost 1.3 million hits on their portals. This equates to about the same number of monthly hits registered on the online radio website hooahradio.com which is ranked in the top 15% of online radio stations. In the same month, users downloaded 39.03 gigabytes of data which is the equivalent of about 9,800 iTunes songs. KnIFE supports C-IED training by providing the most current information available on enemy employment of IED's as well as the

tactics, techniques and procedures that coalition forces are using to counter the IED threat. Users are able to access the very latest information for the geographic area of operation in which they operate or to which they expect to be deployed. Finally, KnIFE also supports the USJFCOM MRX program by facilitating development of C-IED scenarios and supporting storylines.

G. Documenting Best Practices. USJFCOM has worked closely with JIEDDO to develop a C-IED handbook, *Organizing for Improvised Explosive Device Defeat at the Operational Level*. The fourth edition of this classified handbook is scheduled for release in October 2008 and, as were its predecessors, is designed to inform deploying forces and organizations about C-IED best practices and to familiarize them with existing C-IED organizations in the CENTCOM area of responsibility such as Task Force Troy, Task Force Paladin, Weapons Intelligence Teams, Combined Explosive Exploitation Cells (CEXC), etc. The handbook also discusses the application of the CENTCOM C-IED framework to other geographic areas of responsibility. JIEDDO greatly contributes to the development of this handbook and participates regularly in reviews of emerging best practices and tactics, techniques and procedures.

H. Enhanced Ground Tactical Simulations. JIEDDO is involved as a co-sponsor of a proposed FY08 Joint Capability Technology Demonstration (JCTD) focused at improving immersive simulation training technologies for ground tactical units.

Normalization of JIEDDO Training Functions under USJFCOM

USJFCOM currently has effective working relationships with JIEDDO. Any further realignment of JIEDDO training functions under USJFCOM raises four considerations.

First, there is inherent risk to the warfighter in restructuring JIEDDO during a time of direct engagement with the enemy. As members of Congress well know, we are in the midst of a

fight in which IED's and associated weapons are the number one casualty producer. Any reorganization encompasses associated distractions and attendant risk.

Second, USJFCOM was envisioned as a transformational organization; a command that prepared the joint warfighter for current threats, but was biased primarily towards determining a future path for the joint force. The daily operational support and critical time sensitive nature of C-IED training will certainly distract USJFCOM from its focus on the future as envisioned by Congressional visionaries such as Congressman Skelton and Senator Lieberman.

Third, USJFCOM has a broad training mandate centered on the operational level of war. Our focus is on operational level training of joint force headquarters, vice at tactical level skills that are, consistent with US Title 10, a Service responsibility. Adding JIEDDO training responsibilities to JFCOM would possibly encroach on Service functions and responsibilities, and further broaden and dilute our focus at the operational level of war.

Fourth, we believe that there *are* appropriate roles for USJFCOM in C-IED training. These include visibility on and support as appropriate, for JIEDDO training activities and in the collaborative development of C-IED lessons learned and best practices that such synergy is bound to spawn. Most importantly, USJFCOM can facilitate the transition of these lessons and practices to joint training programs like our MRX program, and to Service training programs. We see execution of these roles being done through an expanded relationship with the JIEDDO TCOIC and welcome the opportunity to explore with JIEDDO and the Army the best ways and means to accomplish this. This level of USJFCOM involvement helps to ensure that C-IED training does not become overly Service-centric or too narrowly focused on one combatant command's theater of operation.

USJFCOM Future Training on Asymmetric Threats

USJFCOM recognizes that the IED is but one of many asymmetric weapons that our enemies can employ. In response to DOD guidance on improving the ability of the joint force to counter irregular threats, USJFCOM is establishing an Irregular Warfare Center (IWC). The IWC's principle role is to make irregular warfare a core competency for US conventional forces. It will integrate efforts within USJFCOM and act as a bridge to USSOCOM and other organizations to identify the doctrine, organization, training, material, leadership and education, personnel, facility, and policy implications in countering asymmetric threats.

Working with the Combatant Commands and the Services, USJFCOM continually examines how asymmetric threats should be integrated into the joint training environment. One of the major areas of concern is the joint force's ability to counter cyberspace attacks on friendly networks and operate in a degraded state. This is an area that will see added emphasis in our training and exercise programs. KnIFE has also begun to widen its focus to other asymmetric threats besides IED's. For example, they recently unveiled a site on their portal with information on countering enemy use of snipers. KnIFE intends to leverage the USJFCOM IWC as a source for demand signals from the field on other specific asymmetric threats that should be addressed by KnIFE's information services.

Conclusion

USJFCOM is engaged in a broad array of activities in support of the JIEDDO mission. We know that the enemy means every word he says, and we are thus committed to training the joint force to defeat the enemy's IED and other asymmetric capabilities. We recognize that we cannot do this alone and thus will continue to rely on collaboration with JIEDDO and a multitude

of partners in the Combatant Commands, Services, government agencies, academia and industry to ensure we provide the most agile, realistic training environment possible. Thank you for the opportunity to share these observations with you.