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Committee on Armed Services**



STATEMENT OF

**REAR ADMIRAL DAN DAVENPORT, USN
DIRECTOR, JOINT CONCEPT DEVELOPMENT AND
EXPERIMENTATION DIRECTORATE
UNITED STATES JOINT FORCES COMMAND**

**BEFORE THE HOUSE COMMITTEE ON ARMED
SERVICES
SUBCOMMITTEE ON OVERSIGHT AND
INVESTIGATIONS
SUBCOMMITTEE ON TERRORISM AND
UNCONVENTIONAL THREATS AND CAPABILITIES**

26 FEBRUARY 2008

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Mr. Chairman and members of the Subcommittee, on behalf of General Mattis, Commander, United States Joint Forces Command (USJFCOM), thank you for allowing me to appear before you today. My testimony will address JFCOM's role in developing Irregular Warfare and Stability Operations concepts and joint doctrine, and JFCOM's role in improving interagency integration at all levels of irregular warfare and stabilization planning and operations. We appreciate the continued support of this subcommittee and the United States Congress in this regard.

JFCOM has been actively engaged in improving interagency integration with military planning and execution for Irregular Warfare and Stability Operations. Guided by the clear direction in the DOD Work Plan to Support NSPD-44 Implementation, DOD Directive 3000.05 and the Building Partnership Capacity QDR execution roadmap, JFCOM is supporting the overall DOD effort to improve interagency integration at the operational level. We believe our efforts at JFCOM in doctrine, concept development, experimentation, and exercises continue to make significant contributions to our joint force ability to execute irregular warfare and stability operations and to integrate the interagency throughout. I would like to describe these activities in more detail to you.

Doctrine

JFCOM is charged to assist the CJCS with Joint Doctrine development. The development process is collaborative and follows the natural maturation of new ideas or concepts. It starts with the development of white papers and pamphlets to generate robust discussion and leads to the ultimate issuance of new doctrinal documents. Our approach to Joint Doctrine Development includes analysis of approved joint concepts and experimentation results to determine their potential impact on existing joint doctrine, assessment of joint doctrine to identify doctrinal voids, and evaluation of draft Joint doctrine for accuracy and relevancy. These efforts in doctrine development are continually informed by lessons learned and best practices from the current theaters of war and ongoing operations and exercises. Current publications dealing with civilian-military cooperation and the interagency community across the spectrum of conflict, including Irregular Warfare and Stability Operations, include:

- **Joint Publication 3-08** *Interagency, Intergovernmental Organization, and Nongovernmental Organization Coordination During Joint Operations*. This comprehensive document provides the Joint Force Commander with an authoritative source for dealing with non-military organizations in the course of their operations. Its two volumes address the central idea that *“The integration of US political and military objectives and the subsequent translation of these objectives into action have always been essential to success at all levels of operation.”*

- **Joint Publication 3-57** *Civil-Military Operations*. This publication provides guidance to a Joint Force Commander regarding the specific civil-military mission. From the Executive Summary: *“Civil-military operations (CMO) encompass the activities that*

joint force commanders (JFCs) take to establish and maintain positive relations between their forces, the civil authorities, and the general population, resources, and institutions in friendly, neutral, or hostile areas where their forces are employed in order to facilitate military operations and to consolidate and achieve US objectives.”

- *White Paper No. 07-01, Provincial Reconstruction Teams.* This pre-doctrinal research paper was published in November of 2007 as a result of JFCOM’s review of lessons learned and best practices to determine if the PRT concept was sufficiently mature for establishment in Joint Doctrine. It describes operational planning considerations for PRT organization, employment and command and control. As a result of this research paper, JFCOM has submitted recommendations to the Joint Staff for the revision of JP 3-57, including proposed PRT definitions, planning considerations and vignette’s describing PRT operations in Afghanistan and comparing/contrasting OEF and OIF PRTs.

- *Commander’s Handbook for the Joint Interagency Coordination Group.* Published in March 2007, this pre-doctrinal handbook serves as a bridge between the evolving JIACG and its migration into doctrine. As such, it is intended to inform Joint Force Commanders, new JIACG staff members, interagency partners, doctrine writers, educators, and trainers about the JIACG and its potential for further inclusion in joint doctrine, education, and training. It also presents well developed definitions that have been harmonized with current and evolving joint doctrine and discusses those “best practices” that have proven of value during on-going military operations, exercises, and experimentation.

Joint doctrine provides guidance for the Joint Force Commander and a foundation for operations and training. Additionally, it serves as a basis from which further operational or organizational spiral improvements can be made. It is apparent that SOUTCOM has used

JFCOM analysis and products to help build their IA integration capacity. And the experience of SOUTHCOM is providing valuable lessons learned and best practices that are being used to assist in the development of the integrated AFRICOM civilian and military staff. Furthermore, future doctrine development will be informed by JFCOM's work on the Irregular Warfare and the Stabilization, Security, Transition and Reconstruction Operations Joint Operating Concepts.

Concepts

The intellectual underpinning of JFCOM's interagency advocacy resides in the Joint Operating Concepts. The Joint Operating Concepts are developed in coordination with the Joint Staff, the combatant commands and the services. They are tested through rigorous experimentation. Concept development seeks to address gaps in current capabilities and provides a foundation for developing solutions in the future operating environment.

Among the joint concepts, broad interagency integration plays a key role as noted below:

- Capstone Concept for Joint Operations (CCJO) focuses on a strategy for achieving military objectives while contributing to broader national objectives through unified action-- integration with other interagency and multinational partners. *"A significant premise of this concept involves integrating the actions of the joint force with those of interagency and multinational partners to achieve broader national objectives."* The principles of Irregular Warfare and Stability Operations are included in the CCJO. JFCOM has recently been charged with revising this document.

- Military Support to Stabilization, Security, Transition and Reconstruction Operations (SSTRO JOC) addresses military support to the full range of security, stabilization, transition, and post conflict reconstruction activities. *"US military efforts in SSTR operations will be*

focused on effectively combining the efforts of the U.S. and coalition militaries with those of USG agencies and multi-national partners to provide direct assistance to stabilize the situation and build self-sufficient host nation capability and capacity in several key areas...”

- *Irregular Warfare Joint Operating Concept* (IW JOC) JFCOM supported SOCOM in the development of this concept which posits seamless interaction between civilian and military elements of national power across the spectrum of conflict. *“Irregular warfare favors indirect approaches [that] employ the full range of military and other capabilities to seek asymmetric advantages, in order to erode an adversary’s power, influence and will.”*

- Draft *Military Support to Cooperative Security*, (CS JOC) focuses on how the Joint Force Commander contributes to fostering a security environment favorable to U.S. interests as well as establishing a base for effective crisis response. It addresses the full range of military support to a comprehensive, whole of government approach. *“CS is defined as the set of continuous, long-term integrated, comprehensive actions among a broad spectrum of U.S. and international governmental and non-governmental partners that maintains or enhances stability, prevents or mitigates crises, and enables other operations when crises occur.”*

Experimentation

JFCOM maintains a vigorous experimentation slate to examine and validate concepts and capabilities. Capabilities may span the full range of doctrine, organization, training, materiel, logistics, planning, facilities, and policy activities necessary to provide a fully functional capability. Interagency integration has been a major focus for experimentation across the range of available venues including:

- Concept/Capability Development and Validation: Seminars, wargames and limited objective experiments subject concepts and potential solutions to rigorous examination and validation.

These venues may include advanced modeling and simulation as part of the analysis.

Interagency integration has been a focus of Joint experimentation since 2000 when the results of the Rapid Decisive Operations (RDO) 2000 exercise highlighted it as a significant planning and execution deficiency. Current major experimental efforts designed to address the tools, processes and organizational structure to improve interagency coordination include:

- Unified Action: In coordination with OSD (Policy) and the Joint Staff, JFCOM is working closely with interagency partners to operationalize NSPD-44 by supporting the State Department Office of the Coordinator for Stabilization and Reconstruction (S/CRS) to refine and experiment with USG Planning Framework and Interagency Management System.

Products from this experiment will include pre-doctrinal sectoral handbooks for use by the Joint Force Commander during the entire range of military operations to support Security Sector Reform, Rule of Law and Governance, Economic Development and Maintenance of Essential Services and Critical Infrastructure.

- Multi-National Experiment 5: JFCOM, seventeen partner nations and NATO are conducting this experimental campaign on the comprehensive approach to coalition operations. The goal is to develop a civil-military framework for coalition response in stability and reconstruction operations. At the conclusion of MNE 5 we expect to have collaborative solutions for the military commander to integrate military planning and execution with coalition partner's civilian agencies and militaries, and international and non-governmental organizations. These solutions will have been developed with our international

partners in concert with their own national objectives for experimentation on the comprehensive approach.

- Noble Resolve: JFCOM is providing experimentation support for NORTHCOM to increase their capability to support Homeland Defense, Homeland Security, and Defense Support to Civil Authorities in close cooperation with interagency partners. Primarily focused on information sharing, with special emphasis on development of an interagency common operating picture (COP), our key experimental partners include NORTHCOM, DHS, the National Guard Bureau and FEMA.

- Joint Urban Operations (JUO): As the DOD Executive Agent for JUO, JFCOM has been directed by SECDEF to “lead, coordinate, and integrate the urban operations doctrine, organization, training and equipment activities of DOD components to improve and transform the capabilities of joint forces for conducting urban operations over the full range of urban contingencies.” In this line of experimentation JFCOM is working with interagency partners in seeking to improve key Intelligence, Surveillance, and Reconnaissance and multinational capabilities in the urban environment to include communicating effectively, gathering information and developing actionable intelligence in a timely manner in support of joint and multinational operations.

- Irregular Warfare Capabilities Based Assessment (IW CBA): JFCOM is supporting SOCOM in an effort to determine and refine the capabilities necessary to conduct Irregular Warfare Operations as described in the Joint Operating Concept. The assessment, including a series of Limited Objective Experiments (LOE), is based on the central idea of the JOC, that seamless interaction between civilian and military elements of national power across the

spectrum of conflict is necessary to meet the wide range of challenges in Irregular warfare.

Interagency and multinational partners have participated in a recent IW CBA wargame.

- Field experimentation: JFCOM supported SOUTHCOM in testing the validity of a long-term JIACG prototype, functioning outside the bounds of a particular experimental or exercise environment. JFCOM is assisting AFRICOM in a comprehensive interagency mission analysis supporting their expanded interagency structure within the command.

- Current Operations: Current operations and the innovations being made by operational forces inform JFCOM's work in training, doctrine development, operational analysis and experimentation. JFCOM is currently supporting operations in Iraq, Afghanistan and Djibouti through direct operational and planning support, lessons learned studies, and limited experimentation. Lessons and best practices gathered from these operations directly feed doctrine and concept development and experimentation, as well pre-deployment training for designated service headquarters that will assume MNC-I, CJTF-82 and CJTF Horn of Africa missions.

Exercises & Training

Joint Force training is constantly adjusted to reflect most recent lessons learned, best practices and doctrine. The inclusion of interagency partners in the context of combatant command and Joint Task Force exercises and training is central to JFCOM's training mission. COCOM exercises incorporate training and spiral capability improvements to ensure forces going forward are fully equipped for the operational challenges that lie ahead. Major COCOM exercises where

interagency coordination is exercised include Unified Endeavor Mission Rehearsal Exercises (JFCOM), Blue Advance (SOUTHCOM), Terminal Fury (PACOM) and Flexible Leader (EUCOM).

These events expose the commander and his staff to the challenges of interagency coordination and drive home the fact that crises cannot be resolved by military means alone. The Unified Endeavor series of exercises replicates the environment in Iraq, Afghanistan or Horn of Africa to include significant participation by non-DOD agencies that are operating alongside our forces in these countries. Blue Advance 08, currently being executed by SOUTHCOM and supported by JFCOM, is incorporating many of the concepts from the Interagency Management System and has significant participation from S/CRS, DOS and USAID.

To assist civilian agencies to meet the many demands for exercise involvement, JFCOM has published the *Civilian Partnership and Training Opportunities Catalog*. Written in simple layman's terms, the aim of the catalog is to facilitate decision-making in the interagency community regarding engagement with DOD leading to a better understanding of each other's cultures. We are in the process of expanding the catalog to include experimentation and other opportunities to further assist the civilian agencies in their selection of the best events to meet their capacity development needs.

JFCOM also supports the National Defense University by conducting the CAPSTONE and PINNACLE Joint Operations Modules. CAPSTONE is for newly selected flag and general officers while PINNACLE is focused on 2 and 3 star flag and general officers. Each CAPSTONE and PINNACLE class normally includes representatives from other government agencies and both modules stress the importance of interagency coordination and a whole of government approach to both preventing crisis and reacting to crisis.

JFCOM manages the DOD distributed learning capability known as Joint Knowledge Development and Distribution Capability (JKDDC) where learning content is distributed via the Joint Knowledge Online (JKO) portal. JFCOM is currently working with DOS and USAID to develop distance learning modules that will support the fundamental understanding of each agency's mission, structure, roles and responsibilities, and operational differences. JFCOM expects this training to be available online by end of March 08.

Conclusion

JFCOM is engaged in a broad array of efforts to develop Irregular Warfare and Stability Operations concepts and joint doctrine and to improve DOD and interagency integration and capabilities, and is rapidly inserting the results of these efforts into the operating force. Active involvement by our interagency partners in these efforts is significantly contributing to the successful and meaningful development of concepts, tools and processes that are advancing the integration of US government agencies in response to the challenges of Irregular Warfare and Stability Operations. The collaborative experimentation on the comprehensive approach with our international partners illuminates this work with the reality of coalition operations and other perspectives. Thank you for the opportunity to share these observations with you.