



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-6  
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CJCSI 5127.01A  
14 December 2018

## JOINT FIRE SUPPORT EXECUTIVE STEERING COMMITTEE GOVERNANCE AND MANAGEMENT

References: See Enclosure C.

1. Purpose. This instruction implements the Joint Fire Support Executive Steering Committee (JFS ESC) as a Joint Requirements Oversight Council (JROC) sponsored, General Officer/Flag Officer/Senior Executive Service (GO/FO/SES)-level joint body established to analyze and recommend solutions to JFS issues. This instruction codifies JFS ESC roles and responsibilities, and defines duties and coordination methodology for its subordinate working groups (WGs), and other organizations with equities in JFS integration and interoperability.
2. Superseded/Cancellation. This instruction supersedes Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5127.01, 23 May 2014, "Joint Fire Support Executive Steering Committee Governance and Management."
3. Applicability. This instruction applies to the Combatant Commands (CCMDs), the Joint Staff, the Services, Department of Defense (DoD) agencies, and participating partner nation representatives.
4. Policy
  - a. The CJCS provides direction, advice, assessments, and recommendations on JFS capability needs, non-material and materiel development, and functional management to support JFS requirements and enhance mission area capabilities.
  - b. In support of CJCS, this instruction implements the JFS ESC and its subordinate WGs to provide a joint forum for the CCMDs, the Services, the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics, the Joint Staff, the Services' Centers of Excellence, other governmental agencies, and partner nations to address JFS issues across the

full doctrine, organization, training, materiel, leadership, personnel, facilities, and policy spectrum.

c. Enclosure A outlines the organization, roles, and membership of the JFS ESC and its subordinate WGs, as well as processes related to JFS ESC methodology for issue development and resolution.

5. Responsibilities. See Enclosure B.

6. Summary of Changes. Changes the reporting body for the annual report from the JROC to applicable functional capabilities boards (FCBs), and assigns the responsibility for publishing an annual report to the JFS ESC Chair.

7. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on NIPRNET. DoD components (to include the CCMDs), other Federal agencies, and the public, may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at: <<http://www.jcs.mil/library>>.

8. Effective Date. This INSTRUCTION is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



KENNETH F. MCKENZIE, JR.  
LtGen, U.S. Marine Corps  
Director, Joint Staff

Enclosures

- A -- Organization, Roles, Membership, and Processes
- B -- Responsibilities
- C -- References
- GL -- Glossary

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## ENCLOSURE A

### ORGANIZATION, ROLES, MEMBERSHIP, AND PROCESSES

1. Background. In January 2000, the JROC chartered the Joint Close Air Support (JCAS) ESC to identify shortfalls across the JCAS mission area, analyze potential materiel and non-materiel solutions, and make recommendations to the Services, the CCMDs, and DoD agencies to fix or mitigate those shortfalls. The JCAS ESC was co-chaired by the Air Force and the Marine Corps until October 2002, when the DoD changed the responsibility for chairing to U.S. Joint Forces Command (USJFCOM). The Commander, USJFCOM, designated the Director, Joint Requirements and Integration Directorate (USJFCOM J8), to serve as chair. At Secretary of Defense direction, beginning in 2005 ESC participation was expanded to include partner nations, with Australia being the first signatory. Subsequently, partner nation membership expanded to 15 countries (current as of January 2014). In February 2009 and in response to requests to expand ESC scope, the JROC approved transition of the JCAS ESC to a newly chartered JFS ESC, which took effect on 1 March 2009. The mission was therefore modified to assist the Services and CCMDs in providing enhanced, jointly integrated, interoperable, and cost efficient JFS capabilities to the Warfighter. Upon disestablishment of USJFCOM in August 2011, Joint Staff J8 assumed responsibility for chairing the JFS ESC. In March 2012, the CJCS reconstituted the Joint Staff J-6 and shifted the JFS ESC chair to that directorate. The JS Command, Control, Communication and Computers (C4)/Cyber Directorate (J-6) delegated ESC Chair duties and authority to Deputy Director (DD) for Cyber, Command, Control, Communications, and Computer Integration (J-6/DD C5I).

#### 2. Organization

a. Executive Steering Committee (ESC). The ESC, chaired by JS J-6/DD C5I, consists of 1- or 2-star (or civilian equivalent) representatives from each of the Services, the CCMDs, the Joint Staff, the Office of the Secretary of Defense (OSD), and partner nations who are signatories to one or all of the JFS ESC Action Plan (AP) memorandum of agreement (MOAs). JFS experience is desired for membership.

b. O-6 Level Working Group (WG). A subordinate O-6 level (or equivalent) JFS ESC WG, chaired by JS J-6/DD C5I, Joint Fires Division (JFD) Chief, consists of representatives from the organizations/agencies comprising the JFS ESC. The intent is for each organization to have a single O-6-level representative on the WG. However, ESC members may assign additional O-6-level representatives to manage issue development by individual subordinate WGs. Regardless of the number of representatives from each

Service/organization, the organization can register only one formal position per issue. JFS experience is desired for membership. This body serves to facilitate joint recommendations for JFS ESC principals' approval.

c. Action Officer Working Groups (AOWGs). There are two standing JFS ESC AOWGs: JCAS and JFS. Additional WGs will be established as required and will be populated with appropriate Service, CCMD, OSD, and partner nation subject matter experts. Each JFS ESC AOWG will also include a JS J-6/DD C5I/JFD member assigned as a Secretariat point of contact (POC) for AP issues and initiatives as tasked by the JFS ESC O-6 WG. This Secretariat POC is responsible for monitoring issue status and ensuring the JFS ESC O-6 WG Chair receives regular updates as warranted. Figure 1 depicts the JFS ESC membership structure.

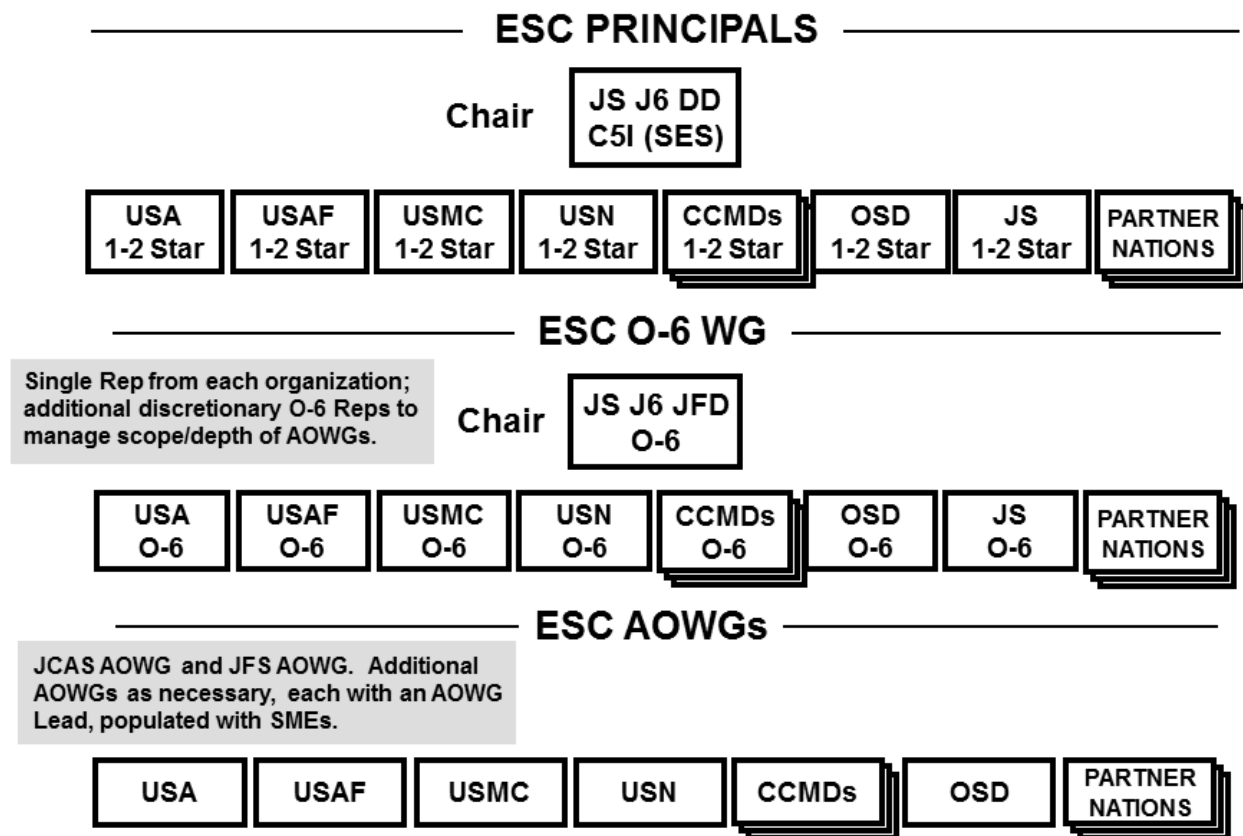


Figure 1. JFS ESC Organizational Structure

d. Standardization and Accreditation Teams

(1) The JFS AP (reference a) is a product of the JFS ESC developed to identify capability requirements and validated joint fires capability gaps. One of the primary issues identified in the AP is training standardization for terminal attack controllers and joint fires observers (JFOs). Utilizing the JFS

AP as the parent document, the JFS ESC developed MOAs to establish joint terminal attack controller (JTAC), forward air controller (airborne) (FAC(A)), and JFO minimum certification and qualification training standards.

(2) Signatories to the MOAs agree to comply with the established standards and allow their training programs to be assessed by standardization teams formed at the direction of the JFS ESC. The JFS ESC Standardization Teams are led by JS J-6/DD C5I/JFD and are comprised of subject matter experts provided by the United States and partner nation signatories. MOA signatory responsibility resides at the U.S. Operations Deputies (OpsDepts) level or partner nation equivalent. For a more detailed discussion of the standardization process, refer to each of the JFS AP MOAs (references b, c, and d).

(3) The JTAC MOA (reference b) contains a provision allowing signatories to utilize synthetic environment training (i.e., simulation) to replace a portion of the live terminal attack controls required for qualification training, provided the simulation system is accredited by the JFS ESC. As with the standardization teams, the JFS ESC JTAC Simulation Accreditation Teams are led by JS J-6/DD C5I/JFD, and are comprised of subject matter experts provided by the United States and partner nation signatories.

e. Joint Fire Support Coordinated Implementation Change Control Board (JFS CI CCB)

(1) The JFS CI CCB provides Services and Program managers with a single entity responsible to determine and execute engineering and fielding related courses of action to deliver incremental improvements in digitally-aided close air support (DACAS) and digitally-aided fire support (DAFS) capability. Its Charter (reference e) establishes the responsibilities, composition, and work product outputs of the JFS CI CCB, DACAS WG, DAFS WG, and the engineering change implementation group (ECIG) in supporting the coordinated implementation of interoperable solutions within the context of the JCAS and JFS missions.

(2) The JFS CI CCB provides Services and Program Managers with a single effort supporting the coordinated implementation of interoperable solutions within the context of the JCAS and JFS missions.

3. Methodology for Issue Development and Resolution

a. The issues in the JFS AP contain specified tasks that provide a framework for developing recommended solutions to improve joint fires integration and interoperability between U.S. and coalition (mission partner) forces.

b. JFS ESC members will nominate only specific JFS issues that require joint or combined resolution. JFS ESC AP candidate issues are to be submitted to the JFS ESC Secretariat as outlined in Appendix D of the AP.

c. JFS ESC members shall submit JFS action issues to the Secretariat (JS J-6/DD C5I/JFD) to staff through designated AOWGs, JFS ESC O-6 WG, and the JFS ESC Principals for approval and inclusion in the AP.

d. Other sources, such as annual symposium, curriculum reviews, or higher headquarters directed actions may also provide input to AP development.

e. Issue resolution is generally formulated through a consensus-building approach utilizing face-to-face meetings, video and telephonic teleconferencing, and e-mail coordination. Joint Staff Action Processing is utilized to obtain U.S. GO/FO/SES coordination on contentious issues, or when a signature is required on official documents such as the AP or its associated MOAs.

f. For those situations where consensus cannot be reached among the U.S. membership at the Principal (GO/FO/SES) level, issues will be brought forward to the OpsDepts tank or the JROC for resolution. While it is the goal of the JFS ESC to reach consensus among all the membership (including partner nations), U.S. interests will take precedence when making recommendations to higher-level decision makers.

#### 4. Meeting Frequency, Administration, and Tasks

##### a. Joint Fire Support Executive Steering Committee (JFS ESC) Meeting Frequency, Administration, and Tasks

(1) JFS ESC Principals meet semi-annually and as directed by the chair. When appropriate and approved by the Principals, meetings can take the form of a "Paper ESC" wherein the agenda topics are provided via e-mail and the Principals are briefed by their supporting O-6 and/or Action Officer Representative to the JFS ESC.

(2) JFS ESC provides an annual status report to the appropriate U.S. FCBs for consideration and possible follow-on actions using the Joint Capability Integration Development System process.

(3) JFS ESC reviews the AP every 2 years, at a minimum, and conducts revisions as necessary. Administrative changes that do not alter the intent of the AP issues are not required to be re-staffed through the JFS ESC prior to incorporation.



(4) JS J-6/DD C5I/JFD performs Secretariat duties in support of the JFS ESC. Secretariat tasks include: management of the AP; management of the JFS ESC Membership Distribution List; management of the JFS ESC annual schedule and associated announcement messages; recording all levels of JFS ESC meeting minutes; management of tasks and suspense dates; management of the annual JFS ESC report capturing status of actions and ESC tasks; and management of ESC historical documents and information. Minutes are prepared and provided for all attendees by the Secretariat.

b. Joint Fire Support Executive Steering Committee (JFS ESC) O-6 Working Group (WG) Administration and Tasks

(1) JFS ESC O-6 WG meets three times a year and as directed by the chair to resolve directed JFS issues and submit them to the JFS ESC. Meeting frequency and format will be determined by the JFS ESC O-6 WG Chair (JS J-6/DD C5I/JFD Chief) after coordination with the O-6 WG membership.

(2) JFS ESC O-6 WG coordinates, organizes, and supervises an annual JFS symposium, subject to DoD conference guidance and funding availability. The symposium serves as a forum to exchange information, identify issues, examine capability shortfalls, assess emerging technologies, and recommend areas for inclusion in the JFS AP.

(3) JFS ESC O-6 WG Chair reports directly to the JFS ESC Principals on the status of assigned actions.

(4) The Secretariat prepares minutes and disseminates to all attendees.

c. Joint Fire Support Executive Steering Committee (JFS ESC) Action Officer Working Group (AOWG) Administration and Tasks

(1) Action Officers work on JFS ESC generated JFS AP issues with individual AOWG Leads reporting directly to the JFS ESC O-6 WG.

(2) There are two standing AOWGs, JCAS, and JFS. AOWGs meet three times a year and as directed by the chair to resolve directed JFS issues and submit them to the JFS ESC O6 WG for approval or further direction. Additional or issue-focused AOWGs are formed as required or directed by the JFS ESC.

(3) The Secretariat prepares minutes and disseminates to all attendees.

(4) JCAS AOWG coordinates, organizes, and executes an annual JCAS curriculum review that can be in conjunction with the JFS Symposium if one is conducted. The Curriculum Review provides a forum for the U.S. Services, USSOCOM, and partner nations to share curriculum development, lessons

learned, and best practices from respective JTAC, FAC(A), and JFO training programs. It also coordinates standardization team composition and schedules.

ENCLOSURE B  
RESPONSIBILITIES

1. Functional Responsibilities

a. Joint Fire Support Executive Steering Committee (ESC)

(1) Performs the following duties consistent with the guidance provided by the JROC or CJCS:

(a) Assists the Services, CCMDs, and partner nations in providing enhanced, jointly integrated, interoperable, and cost efficient JFS capabilities to the Warfighter.

(b) Assists the JFS ESC Chair in preparation of the annual report to the appropriate U.S. FCBs detailing status of JFS ESC efforts to resolve issues identified in the JFS AP.

(2) Conducts assessments and grants accreditation of U.S. and partner nation JTAC, FAC(A), and JFO training programs for compliance with AP MOAs.

(3) Conducts assessments and grants accreditation of U.S. and partner nation JTAC simulation systems for compliance with JFS ESC-approved accreditation criteria.

(4) Provides oversight and guidance to the JFS CI CCB, which directs activities of the DACAS/DAFS/ECIG.

b. JFS ESC Chair

(1) Provides oversight of the JFS ESC and related subordinate WGs, to include the JFS CI CCB.

(2) Approves the agenda for, and convenes, JFS ESC meetings; oversees JFS ESC work; and ensures prompt execution of JFS ESC business.

(3) Acts on behalf of the JFS ESC in maintaining liaison with the Services, CCMDs, Joint Staff, other DoD components, and participating partner nations.

(4) Prepares an annual report to the appropriate U.S. FCBs.

c. JFS ESC Secretariat

(1) Coordinates the actions of the JFS ESC membership in its support of the JFS ESC Chair.

(2) Develops the agenda for the JFS ESC meetings and schedules briefings by Services, CCMDs, Joint Staff, other DoD components, and participating partner nations on issues requiring JFS ESC resolution or recommendation.

(3) Records and distributes JFS ESC decisions and recommendations by publishing associated meeting minutes.

(4) Maintains responsibility for all internal and external coordination among the JFS ESC membership.

(5) Develops and establishes JFS ESC administrative procedures.

(6) Provides necessary continuity and Joint Staff POCs for all JFS ESC business.

d. JFS ESC O-6 WG

(1) Conducts JFS ESC activities in accordance with guidance provided by the JFS ESC Chair and the JFS ESC Principals.

(2) Nominates topics for JFS ESC consideration and advises the JFS ESC Chair on issues requiring JFS ESC review.

(3) Performs other duties as assigned to support the JFS ESC.

e. JFS ESC O-6 WG Chair

(1) Supports the JFS ESC Chair and the JFS ESC Principals in executing JFS ESC responsibilities.

(2) Coordinates oversight of the JFS ESC process and coordinates other issues requiring JFS ESC review.

(3) Conducts JFS ESC pre-briefs with the JFS ESC Chair to ensure format, content, and presentation are appropriate.

(4) Assists the JFS ESC Chair in maintaining liaison with the Services, CCMDs, Joint Staff, other DoD components, and participating partner nations.

f. Action Officer Working Groups (WG)

(1) Conduct JFS ESC activities in accordance with guidance provided by the JFS ESC and the JFS ESC O-6 WG.

(2) Assist the JFS ESC Chair and JFS ESC O-6 WG Chair in maintaining liaison with the Services, CCMDs, Joint Staff, other DoD components, and participating partner nations.

(3) Provide other support as directed by the JFS ESC O-6 WG Chair.

## 2. Organizational Responsibilities

### a. Joint Staff

(1) JS J2, J-6, J7, and J8 representatives participate in the JFS ESC activities in accordance with this instruction and with references a, b, c, and d.

(2) JS J-6/DD C5I, chairs the JFS ESC.

(3) JS J-6 supports the JFS ESC Secretariat with the necessary resources (personnel, tools, and funding) to enable JFS ESC operation and successful mission completion in accordance with this instruction and with references a, b, c, and d.

(4) JS J-6/DD C5I, JFD chairs the JFS ESC O-6 WG and executes the functions of Secretariat for the JFS ESC. JFD also provides JFS ESC MOA Standardization Team coordination, composition and leader ship as described in Enclosure A, paragraph 2.d.

### b. Services, Combatant Commands, and Other DoD Components

(1) Provide an appropriately ranked individual to participate as a member at each level of the JFS ESC organizational structure.

(2) Participate in the JFS ESC process activities in accordance with this charter and with references a, b, c, and d.

(3) Identify to the JFS ESC any Service-related JFS capabilities, shortfalls, and lessons learned which may lead to recommendations for integrated joint and coalition solutions. Support JFS ESC-endorsed recommendations for improvements to joint fires integration and interoperability by advocating recommended solutions within Service/CCMD/Agency “organize, train, and equip” acquisition authority.

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ENCLOSURE C

REFERENCES

- a. JFS ESC Action Plan (series)
- b. JFS ESC Action Plan MOA, Joint Terminal Attack Controller (JTAC) (Ground) (series)
- c. JFS ESC Action Plan MOA, Joint Forward Air Controller (Airborne) (FAC(A)) (series)
- d. JFS ESC Action Plan MOA, Joint Fires Observer (JFO) (series)
- e. Change Control Board Charter for Joint Coordinated Implementation of Digitally-Aided Joint Fire Support, 5 August 2013

SUPPORTING DOCUMENTATION

- 1. JROCM 032-09, 20 February 2009, "Establishment of the Joint Fire Support Executive Steering Committee"
- 2. Charter for Joint Fire Support (JFS) Executive Steering Committee (ESC), 20 February 2009

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## GLOSSARY

### ACRONYMS

AOWG	action officer working group
AP	action plan
AT&L	Acquisition, Technology and Logistics
C5I	Cyber and Command, Control, Communications and Computers Integration
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
DACAS	digitally-aided close air support
DAFS	digitally-aided fire support
DD	Deputy Director
DD C5I	Deputy Director for Cyber, Command, Control, Communications, and Computer Integration
DoD	Department of Defense
ECIG	engineering change implementation group
ESC	Executive Steering Committee
FAC(A)	forward air controller (airborne)
FCB	functional capabilities board
GO/FO/SES	General Officer/Flag Officer/Senior Executive Service
JCAS	joint close air support
JFD	Joint Fires Division
JFO	joint fires observer
JFS	Joint Fire Support
JFS CI CCB	Joint Fire Support Coordination Implementation Change Control Board
JROC	Joint Requirements Oversight Council
JTAC	joint terminal attack controller
MOA	memorandum of agreement
OpsDepts	Operations Deputies
OSD	Office of the Secretary of Defense
POC	point of contact

USJFCOM	U.S. Joint Forces Command
WG	working group