CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-6
DISTRIBUTION: A, B, C

CJCSI 5127.01B
12 July 2024

JOINT FIRE SUPPORT EXECUTIVE STEERING COMMITTEE GOVERNANCE AND MANAGEMENT

References: See Enclosure C.

1. <u>Purpose</u>. This instruction establishes the Joint Fire Support (JFS) Executive Steering Committee (ESC) as a Joint Requirements Oversight Council (JROC)-sponsored, general officer/flag officer/senior executive service (GO/FO/SES)-level federation of senior joint fires representatives. The mission is to assist the Combatant Commands (CCMDs) and Services in providing enhanced, jointly integrated, interoperable, and cost-efficient JFS capabilities to the warfighter across all domains.

2. <u>Superseded/Cancellation</u>. This instruction supersedes Chairman of the Joint Chiefs of Staff (CJCS) Instruction (CJCSI) 5127.01A, "Joint Fire Support Executive Steering Committee Governance and Management," 14 December 2018.

3. <u>Applicability</u>. This instruction applies to the Office of the Secretary of Defense (OSD), Office of the CJCS, Joint Staff, CCMDs, Services, Defense Agencies, and Partner Nations.

4. <u>Authority</u>. In accordance with (IAW) title 10, U.S. Code, the CJCS issues publications and uses CJCS and Joint Staff directives to clarify National and Department of Defense (DoD) policy and provide guidance to the Joint Staff, Services, CCMDs, and Defense Agencies in accomplishing certain missions.

5. <u>Policy</u>

   a. The CJCS provides direction, advice, assessments, and recommendations on JFS capability needs, non-materiel and materiel development, and functional management to support JFS requirements and enhance mission area capabilities.

   b. The JFS ESC serves a critical role in ensuring that the U.S. and Partner

Nations joint fires community formally identifies and resolves critical joint fires issues. JFS ESC members represent organizations with enduring joint fires equities. They possess the expertise to identify capability gaps and recommend solutions for GO/FO/SES approval in the JFS ESC.

c. In support of the CJCS, this instruction directs the JFS ESC to provide a Joint and multi-national forum to address JFS issues across the full doctrine, organization, training, materiel, leadership, personnel, facilities, and policy (DOTmLPF-P) spectrum.

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

6. <u>Responsibilities</u>. See Enclosure B.

7. <u>Summary of Changes</u>

a. Changed O-6 working group (WG) to Council of Colonels (CoC) (page A-1, paragraph 2.b.).

b. Combined two Action Officer (AO) WGs (AOWGs) (Joint Close Air Support (JCAS) and JFS) to one AOWG (JFS) (page A-2, paragraph 2.c.).

c. Added Subordinate WG (SWG) for temporary standup to manage specific issues as they arise with well-defined end state and timeline (page A-2, paragraph 2.c.).

d. Revised Figure 1. JFS ESC Structure (page A-2).

e. Removed some Standardization and Accreditation Teams language (parent document is JFS ESC Action Plan (AP)) (originally page A-2).

f. Removed JFS Coordinated Implementation Change Control Board (parent document is the Charter for JFS Coordinated Implementation Change Control Board (CI-CCB) and Supporting Forums) (originally page A-3).

g. Added Figure 2. JFS ESC Governance and Management Organizations (page A-3).

h. Modified ESC meets semi-annually or as directed by the chair (in-person, virtual, or paper) (page A-4, paragraph 5.a.(1)).

i. Modified CoC meets semi-annually or as directed by the chair (in-person,

virtual, or paper) (page A-4, paragraph 5.b.(2)).

   j. Modified AOWG meets semi-annually or as directed by the chair (in-person, virtual, or paper) (page A-5, paragraph 5.c.(2)).

   k. Added JFS ESC Associate Members and other Fires-related organizations (page A-5, paragraph 6.).

   l. Highlighted the need to enhance Operational Fires (page B-1, paragraph 1.a.(1)(b)).

8. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on the Non-classified Internet Protocol Router (NIPRNET). DoD Components (including the CCMDs), other Federal agencies, and the public may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at <https://www.jcs.mil/library>. Joint Staff activities may also obtain access via the SECRET Internet Protocol Router Network (SIPRNET) Directives Electronic Library websites.

9. Effective Date. This INSTRUCTION is effective upon signature.

                           For the Chairman of the Joint Chiefs of Staff:

                           Michael L. Downs

                           MICHAEL L. DOWNS, Maj Gen, USAF
                           Vice Director, Joint Staff

Enclosures:
   A – Organization, Roles, Membership, and Processes
   B – Responsibilities
   C – References

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ENCLOSURE A

ORGANIZATION, ROLES, MEMBERSHIP, AND PROCESSES

1. Background. In January 2000, the JROC chartered the JCAS ESC to identify shortfalls across the JCAS mission area, analyze potential materiel and non-materiel solutions, and make recommendations to OSD, the Joint Staff, CCMDs, Services, Defense Agencies, and Partner Nations to solve or mitigate those shortfalls. The JCAS ESC was co-chaired by the U.S. Air Force and the U.S. Marine Corps until October 2002, when 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 33 countries (current as of April 2024). 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 JROC tasked the JFS ESC 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, the Joint Staff Directorate for Force Structure, Resources, and Assessment, J-8 assumed responsibility for chairing the JFS ESC. In March 2012, the CJCS reconstituted the Joint Staff Directorate for Command, Control, Communications, and Computers/Cyber, J-6 and shifted the JFS ESC Chair to that Directorate. The Joint Staff J-6 delegated ESC Chair duties and authority to the Deputy Director, Deputy Directorate South for Cyber, Command, Control, Communications, and Computer Integration (Joint Staff J-6/DDSC5I).

2. Structure

    a. Joint Fire Support Executive Steering Committee. The JFS ESC, chaired by Joint Staff J-6/DDSC5I, consists of 1- or 2-Star (or civilian equivalent) representatives from each of the OSD, Joint Staff, CCMDs, Services, Defense Agencies, and Partner Nations with multi-national joint fires equities who are signatories to one or all of the JFS ESC AP Memorandums of Understanding (MOUs), bilateral agreements with the United States, or multinational treaties. The JFS ESC focus is on joint fires tasks that encompass tactical, operational, and strategic levels of war. JFS experience in one or more levels of war and across multiple domains is desired.

    b. Joint Fire Support Council of Colonels. A subordinate O-6 level (or

equivalent) JFS ESC CoC, chaired by the Joint Staff J-6/DDSC5I, Joint Fires Integration Division (JFID) 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 CoC. CoC members may assign additional O-6 level representatives to manage issue development by individual SWGs. Regardless of the number of representatives from each organization, the organization can register only one formal position per issue. This body serves to facilitate Joint recommendations for JFS ESC principals' approval and potential inclusion in doctrine. JFS experience is desired for membership.

    c. Joint Fire Support Action Officer Working Group. There is one standing JFS AOWG. Additional SWGs will be established as required to address specific issues and will be populated with appropriate organization subject matter experts. The JFS AOWG will also include a Joint Staff J-6/DDSC5I JFID member assigned as the lead and Secretariat point of contact (POC) for issues and initiatives as tasked by the JFS CoC. The Secretariat is responsible for monitoring issue status and ensuring the JFS CoC Chair receives regular updates as warranted.
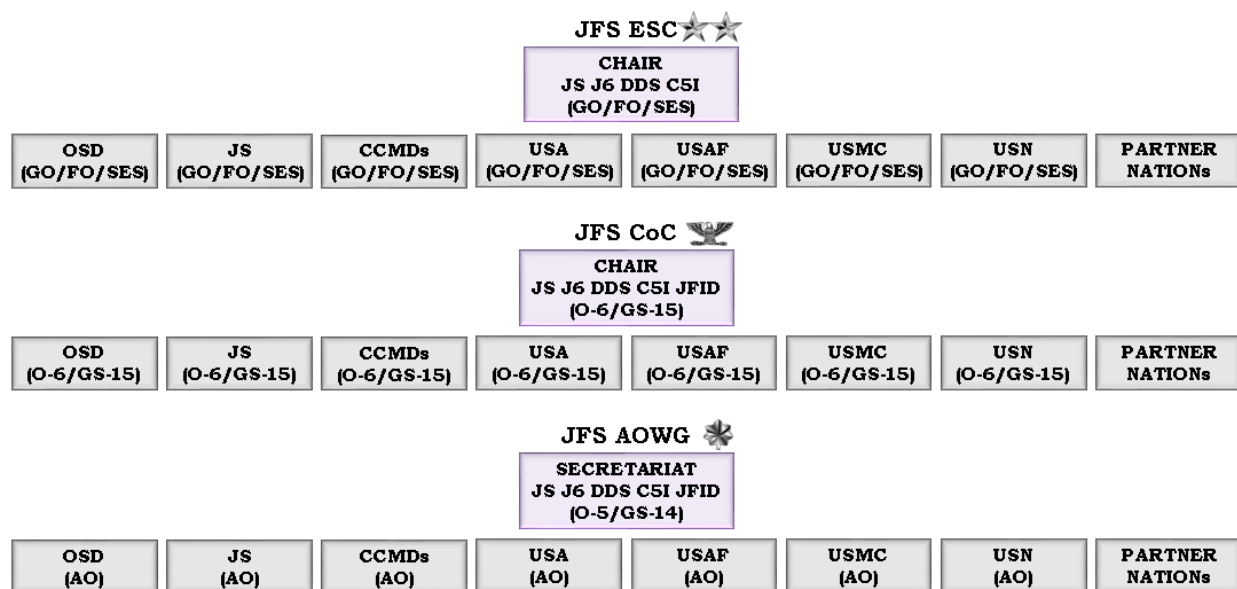

Figure 1. JFS ESC Structure

3. Governance and Management Organizations. Figure 2 depicts the collective structure and relationships between DoD's governance and management structure between Operations and Requirements.
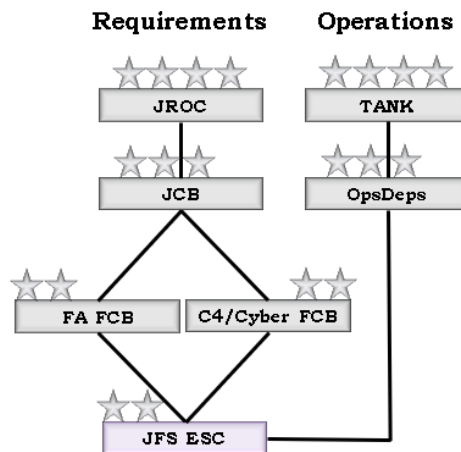
Figure 2. JFS ESC Governance and Management Organizations

4. <u>Joint Fire Support Executive Steering Committee Action Plan</u>. The JFS AP (reference (a)) is a product of the JFS ESC, developed to identify capability requirements and validate capability gaps. The JFS ESC AP lays out a framework for CCMDs, Services, Defense Agencies, and participating Partner Nations to cooperate in the analysis and development of solutions for selected shortfalls across the JFS mission area. It also serves to track deficiencies until longer-term solutions are applied.

a. <u>Methodology for Action Plan Development</u>

(1) 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 Partner Nations.

(2) 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.

(3) Other sources, such as symposiums and higher-headquarters-directed actions, may also provide input to AP development.

b. <u>Methodology for Action Plan Resolution</u>

(1) Issue resolution is generally formulated through a consensus-building approach utilizing face-to-face meetings, teleconferencing, and email. Joint Staff action process procedures are used to obtain U.S. Principal coordination on contentious issues, or when a signature is

required on official documents such as the AP or its associated MOUs.

(2) For those situations where consensus cannot be reached among the U.S. Principals, issues will be brought forward to the Operations Deputies Tank or the JROC for resolution. While it is the goal of the JFS ESC to reach consensus among all membership (including Partner Nations), U.S. interests will take precedence when making recommendations to higher-level decision makers.

5. Meeting Frequency, Administration, and Tasks

   a. Joint Fire Support Executive Steering Committee

(1) Principals meet semi-annually or as directed by the Chair (in-person or virtual). When appropriate and approved by the Principals, meetings can take the form of a "Paper ESC" wherein the agenda topics are provided via email and the Principals are briefed by their supporting O-6 and/or AO representative to the JFS ESC.

(2) JFS ESC provides an annual status report to the appropriate U.S. Functional Capabilities Boards (FCBs) for consideration and possible follow-on actions using the Joint Capabilities Integration and 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) Joint Staff J-6/DDSC5I JFID 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.

   b. Joint Fire Support Council of Colonels

(1) JFS CoC work on JFS ESC generated JFS AP issues with individual CoC leads reporting directly to the JFS ESC.

(2) JFS CoC meets semi-annually or as directed by the Chair (in-person or virtual) to resolve directed JFS issues and submit them to the JFS ESC. When appropriate and approved by the CoC, meetings can take the form of a "Paper CoC" wherein the agenda topics are provided via email and the CoCs are briefed by their supporting AO representative to the JFS ESC. Meeting frequency and format will be determined by the CoC chair (Joint Staff J-6/DDSC5I JFID) after coordination with the CoC membership.

(3) JFS CoC Chair reports directly to the JFS ESC on the status of assigned actions.

c. <u>Joint Fire Support Action Officer Working Group</u>

(1) JFS AOWG work on JFS ESC generated JFS AP issues with individual AOWG leads reporting directly to the JFS CoC.

(2) The JFS AOWG meets semi-annually or as directed by the AOWG lead (in-person or virtual) to resolve directed JFS issues and submit them to the JFS CoC. When appropriate and approved by the AOWG, meetings can take the form of a "Paper AOWG" wherein the agenda topics are provided via email. Meeting frequency and format will be determined by the AOWG lead (Joint Staff J-6/DDSC5I JFID) after coordination with the AOWG membership.

(3) JFS AOWG coordinates, organizes, and executes an annual 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.

6. <u>Joint Fire Support Executive Steering Committee Associate Members and other Fires-Related Organizations.</u> Associate members do not have voting privileges but possess expertise that aid in the development of JFS ESC issues and priorities. In the rare case that an JFS ESC needs an associate member to vote on an issue that concerns or affects the member's organization, the Principals will establish associate member voting rules prior to the JFS ESC. Multiple members within the same organization may not cast more than one vote. Associate membership includes, but are not limited to, GO/FO/SES from the following:

a. <u>Joint Staff.</u> Joint Staff J-2, J-3, J-6, J-7, and J-8 representatives participate in the JFS ESC activities IAW this instruction and with references (a) to (d).

b. <u>Military Targeting Committee.</u> The JFS ESC will participate in the Military Targeting Committee (MTC) and Operational Fires Subcommittee to ensure that joint fires and joint targeting assigned actions are complimentary and productive in nature. JFS ESC attendance also ensures interaction with CCMD Joint Fires Elements and the Joint Staff J-2/Targeting offices.

c. <u>Army Air Force Integration Forum.</u> Participate in the Army Air Force Integration Forum as they assess, prioritize, develop, and recommend bilateral integration solutions for DOTmLPF-P requirements between the U.S. Army and U.S. Air Force.

d. <u>Maritime Working Group.</u> The purpose of the Maritime Working Group (MWG) is to coordinate naval integration efforts across Echelon II Navy and Marine Corps commands such as: a) DOTmLPF-P; b) Facilitate Echelon II collaboration relating to Force Design, Force Development, Force Generation, and Force Employment; c) Identify, develop, and present naval integration-related issues requiring Echelon I action to both the FO Naval Boards. Additionally, the MWG serves to advance Distributed Maritime Operations lines of effort across the warfighting functions from the High Operational to Tactical level of war. Efforts are aligned to: Command and Control (C2); Command, Control, Computing, Communications, Cyber, Intelligence Surveillance Reconnaissance Targeting; Maneuver, Fires, Logistics, and Synchronization of Table-Top Exercises; Wargames, Exercises, and Experiments.

e. <u>Globally Integrated War Game.</u> Participate in the Globally Integrated War Game (GIWG), a CJCS-directed annual event designed to inform the Joint Force Development and Design and examine the Joint Warfighting Concept (JWC). It serves as the premier event for assessing the JWC and includes participation from the entire Joint Force, OSD, Intelligence Community, Defense Agencies, and allies and partners. GIWG identifies advantages, disadvantages, gaps, and seams in the Joint Force's ability to compete, deploy, and employ combat-ready forces in a contested environment to project power and produce required effects.

f. <u>Publication and Doctrine Communities.</u> The Joint Staff J-6 JFID is responsible for providing inputs to Fires-related U.S. Joint Publications (JPs) and Allied Joint Publications (AJPs). The Joint Staff J-6 JFID serves as the Lead Agent (LA) and Joint Staff Doctrine Sponsor (JSDS) for JP 3-09, "Joint Fire Support." The Joint Staff J-6 JFID is the JSDS for JP 3-09.3, "Joint Close Air Support" and JP 3-03, "Joint Interdiction." The Joint Staff J-6 JFID is the LA for North Atlantic Treaty Organization Allied Tactical

Publication 3.3.2.3, "Air Interdiction." As such, the Joint Staff J-6 JFID will maintain a working relationship with the Joint Doctrine Community, Air Land Sea Space Application Center, and the U.S. Service Doctrine Centers, as well as appropriate AJP authors and sponsors.

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ENCLOSURE B

RESPONSIBILITIES

1. <u>Functional Responsibilities</u>

   a. <u>Joint Fire Support Executive Steering Committee</u>

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

      (a) Assists the CCMDs, Services, and Partner Nations in providing enhanced, jointly integrated, interoperable, and cost-efficient JFS capabilities to the warfighter.

      (b) Enhances the quality and responsiveness of joint operational fires to war planning and warfighting across the competition continuum to include operational fires requirements (IAW JP 3-09, "Joint Fire Support" and CJCS Manual 3130.03A, "Planning and Execution Formats and Guidance").

      (c) 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 Joint Terminal Attack Controller, Forward Air Controller (Airborne), and Joint Fires Observer training programs for compliance with AP MOUs. Assessments of programs will observe and report on the ability or method in which a program executes or integrates with C2 of joint fires.

      (3) The JFS ESC Secretariat serves as one of three co-Chairs of the JFS CI-CCB. The co-Chairs include the Under Secretary of Defense for Acquisition and Sustainment and DoD Chief Information Officer, and guide the activities of the Digitally-Aided Close Air Support (DACAS) and Digitally-Aided Fire Support (DAFS) WGs. The JFS CI-CCB charter provides information on change implementation for DACAS and DAFS.

   b. <u>Joint Fire Support Executive Steering Committee Chair</u>

      (1) Provides oversight of the JFS ESC and related SWGs.

      (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 OSD, the Joint Staff, CCMDs, Services, Defense Agencies, and Partner Nations.

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

(5) Hosts the Joint Fires Symposium at a time and frequency determined in collaboration with the JFS ESC principals.

c. <u>Joint Fire Support Executive Steering Committee Secretariat</u>

(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 OSD, the Joint Staff, CCMDs, Services, Defense Agencies, and 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.

(7) Prepares the annual report for JFS ESC Chair approval.

(8) Plans and conducts the Joint Fires Symposium as directed by the JFS ESC Chair.

d. <u>Joint Fire Support Council of Colonels</u>

(1) Conducts JFS ESC activities IAW 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. Joint Fire Support Council of Colonels 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 liaisons with OSD, the Joint Staff, CCMDs, Services, Defense Agencies, and Partner Nations.

f. Joint Fire Support Action Officer Working Group

(1) Conduct JFS ESC activities IAW guidance provided by the JFS ESC and the CoC.

(2) Assist the JFS ESC and JFS CoC Chairs in maintaining liaisons with OSD, the Joint Staff, CCMDs, Services, Defense Agencies, and Partner Nations.

(3) Provide other support as directed by the JFS CoC Chair.

2. Organizational Responsibilities

a. Joint Staff

(1) The Joint Staff J-2, J-3, J-6, J-7, and J-8 representatives participate in the JFS ESC activities IAW this instruction and with references (a) to (d).

(2) The Joint Staff J-6/DDSC5I chairs the JFS ESC and ensures JFS ESC representation at the MTC.

(3) The Joint Staff J-6 supports the JFS ESC Secretariat with the necessary resources (personnel, tools, and funding) to enable JFS ESC operation and successful mission completion IAW this instruction and with references (a) to (d).

(4) The Joint Staff J-6/DDSC5I JFID chairs the JFS CoC and executes the functions of Secretariat for the JFS ESC. JFID also provides JFS ESC

MOU Standardization Team coordination, composition, and leadership.

    b. <u>Office of the Secretary of Defense, Joint Staff, Combatant Commands, Services, Defense Agencies, and Partner Nations</u>

      (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 IAW this charter and with references (a) to (d).

      (3) Identify to the JFS ESC any JFS capabilities, shortfalls, and lessons learned which may lead to recommendations for integrated Joint and multi-national solutions.

      (4) Support JFS ESC-endorsed recommendations for improvements to joint fires integration and interoperability by advocating recommended solutions within agency organize, train, and equip acquisition authority.

ENCLOSURE C

REFERENCES

a. JFS ESC AP, 27 May 2022

b. JFS ESC AP MOA, 4 March 2021, Change 3, 6 February 2023, "Joint
     Terminal Attack Controller"

c. JFS ESC AP MOU, 16 February 2022, "Joint Forward Air Controller
     (Airborne)"

d. JFS ESC AP MOU, 20 March 2024, "Joint Fires Observer"

e. JFS CI-CCB Charter, 10 March 2022, "Charter for Joint Fire Support
Coordination Implementation Change Control Board and Supporting Forums
for Digitally Aided Close Air Support and Digitally Aided Fire Support"

f. CJCSI 5141.01A, 20 September 2019, current as of 18 August 2022,
"Combat Identification – Friendly Force Tracking Executive Steering Committee
(CID-FFT ESC) Governance and Management"

g. CJCSI 6265.01A, 14 May 2021, "Coalition Capability Demonstration and
Assessment (Bold Quest) Governance and Management"

h. CJCSI 5140.01C, 7 September 2023, "Military Targeting Committee
Governance and Management"

i. JP 3-03, 26 May 2022, "Joint Interdiction"

j. JP 3-09, 10 April 2019, "Joint Fire Support"

k. JP 3-09.3, 10 June 2019, validated 7 June 2021, "Joint Close Air Support"

SUPPORTING DOCUMENTATION

a. JROC Memorandum 032-09, 20 February 2009, "Establishment of the Joint Fire Support Executive Steering Committee"

b. Charter for JFS ESC, 6 January 2009

GLOSSARY

ACRONYMS

AO	Action Officer
AOWG	Action Officer Working Group
AJP	Allied Joint Publication
AP	Action Plan
C2	Command and Control
CCMD	Combatant Command
CI-CCB	Coordinated Implementation Change Control Board
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
CoC	Council of Colonels
DACAS	Digitally-Aided Close Air Support
DAFS	Digitally-Aided Fire Support
DD	Deputy Director
DDSC5I	Deputy Director South for Cyber, Command, Control, Communications, and Computers Integration
DoD	Department of Defense
DOTmLPF-P	doctrine, organization, training, materiel, leadership, personnel, facilities, and policy
ESC	Executive Steering Committee
FCB	Functional Capabilities Board
GIWG	Globally Integrated War Game
GO/FO/SES	general officer/flag officer/senior executive service
IAW	in accordance with
JCAS	Joint Close Air Support
JFID	Joint Fires Integration Division
JFS	Joint Fire Support
JP	Joint Publication
JROC	Joint Requirements Oversight Council
JSDS	Joint Staff Doctrine Sponsor
JWC	Joint Warfighting Concept

LA	Lead Agent
MOU	Memorandum of Understanding
MTC	Military Targeting Committee
MWG	Maritime Working Group
NIPRNET	Non-classified Internet Protocol Router Network
OSD	Office of the Secretary of Defense
POC	point of contact
SIPRNET	SECRET Internet Protocol Router Network
SWG	Subordinate Working Group
USJFCOM	U.S. Joint Forces Command
WG	working group