CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-6
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CJCSI 5141.01A
20 September 2019

COMBAT IDENTIFICATION - FRIENDLY FORCE TRACKING EXECUTIVE STEERING COMMITTEE (CID-FFT ESC) GOVERNANCE AND MANAGEMENT

References: See Enclosure C.

1. Purpose. This instruction provides amplifying guidance on the Combat Identification - Friendly Force Tracking (CID-FFT) Executive Steering Committee (ESC) processes and procedures. The ESC was established to analyze and recommend solutions to CID-FFT issues. This instruction codifies ESC roles and responsibilities, and defines duties and coordination methodology for the ESC working group (WG) and any subordinate Sub-Working Groups (SWGs).

2. Superseded/Cancellation. This instruction supersedes Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5141.01, 21 October 2014, "Combat Identification – Friendly Force Tracking Executive Steering Committee (CID-FFT ESC) Governance and Management."

3. Applicability. This instruction applies to the Combatant Commands (CCMDs), the Joint Staff, the Services, the Office of the Secretary of Defense (OSD), and Department of Defense (DoD) agencies. Participating partner nations are encouraged to implement this instruction as appropriate.

4. Policy

     a. The Chairman of the Joint Chiefs of Staff (CJCS) provides direction, advice, assessments, and recommendations on capability needs, materiel and non-materiel development, and functional management to support CID-FFT requirements and enhance mission area capabilities.

     b. In support of the CJCS, the CID-FFT ESC addresses CID-FFT issues across the full doctrine, organization, training, materiel, leadership and

education, personnel, facilities, and policy (DOTMLPF-P) spectrum. The ESC and its subordinate WG and SWGs provide a forum for CCMDs, the Joint Staff, the Services, OSD, DoD agencies, WGs, and partner nations to coordinate policy to meet mutual goals for the U.S. and partner nations.

    c. Enclosure A outlines the background, organization, roles, and membership of the ESC and its subordinate WGs, and defines key processes and methodologies the ESC employs for issue development and resolution.

5. <u>Definitions</u>. See Glossary.

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

7. <u>Summary of Changes</u>. This revision updates terminology, the ESC organizational chart, and references, and provides additional details on CID-FFT ESC processes and procedures.

8. <u>Releasability</u>. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on NIPRNET. DoD Components (to include the combatant commands), other Federal agencies, and the public, may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at <www.jcs.mil/library>. activities may also obtain access via the SIPR directives Electronic Library websites.

9. <u>Effective Date</u>. This INSTRUCTION is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:

GLEN D. VANHERCK, Maj Gen, USAF
Vice Director, Joint Staff

Enclosures
  A -- Background, Organization, Roles, Membership, and Meeting Frequency
  B -- Processes, Roles, and Responsibilities
  C -- References
  GL -- Glossary

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ENCLOSURE A

BACKGROUND, ORGANIZATION, ROLES, MEMBERSHIP, AND MEETING
FREQUENCY

1. <u>Background</u>. In December 2005, the JROC requested the U.S. Joint Forces
Command (USJFCOM) establish an ESC for CID, Blue Force Tracking (BFT),
and Joint Blue Force Situational Awareness (JBFSA). JROC memorandum
(JROCM) 276-05 (reference a) provided the JROC impetus for establishing this
CID- and FFT- focused ESC. The first ESC meeting convened in January 2006.
In June 2006, the JROC approved the ESC charter (reference b) and tasked the
ESC to expedite direction, coordination, analysis, and recommendations
relating to all areas involving DoD CID-BFT/JBFSA efforts. The CID-
BFT/JBFSA ESC addressed issues to improve joint/coalition CID and
BFT/JBFSA capability and interoperability. The ESC was originally co-chaired
by USJFCOM J-8 in his dual role as Director, Requirements, and
Interoperability and Chairman of the C2 Functional Capabilities Board (FCB),
and the Joint Staff J-2 in his role as Chairman of the Battlespace Awareness
(BA) FCB. Each CCMD, the Joint Staff, the Services, the DoD Chief
Information Officer (CIO), and other interested DoD agencies provided a 1- or
2- star or civilian equivalent representative to the ESC. Other CID-FFT
stakeholder agencies, to include the Defense Information Systems Agency
(DISA), the National Security Agency (NSA), the Policy Board on Federal
Aviation (PBFA), and the National Reconnaissance Office (NRO) participated as
advisory members.

   a. <u>Historical Allied Membership</u>. In August 2006, the ESC agreed to invite
Allied partners to participate in the ESC. Their participation would better
integrate partner-nation CID and FFT concerns and capabilities, and help the
ESC execute its mission. Australia, Canada, and the United Kingdom received
bilateral invitations as non-voting observers. On 25 January 2007, the Allied
officers participated in the ESC for the first time.

   b. <u>ESC Name Changes.</u> In March 2008, the ESC's name was simplified in
JROCM 067-08 (reference c) to Combat Identification - Blue Force Tracking
(CID-BFT) ESC. In response to joint doctrine terminology changes and to
promote mission partner inclusiveness, the term "Blue Forces" was replaced by
"Friendly Forces." In August 2011, JROCM 118-11 (reference d) further
simplified the ESC's name to "Combat Identification - Friendly Force Tracking
(CID-FFT) ESC."

   c. <u>Disestablishment of USJFCOM</u>. In August 2011, pursuant to the
disestablishment of USJFCOM, the Joint Staff J-8 assumed sole responsibility
for chairing the ESC. In March 2012, the CJCS reconstituted the Joint Staff

J-6, and reassigned CID-FFT ESC oversight responsibilities to J-6. Joint Staff J-6 delegated ESC Chairmanship duties to the Deputy Director for Cyber and Command, Control, Communications, and Computer Integration (DD C5I).

2. Organization and Membership

    a. Executive Steering Committee (ESC). The ESC is chaired by Joint Staff J-6/DD C5I, and is comprised of 1-/2-star (or civilian equivalent) principal representatives from the CCMDs, the Joint Staff (J-3, J-6 and J-8), the Services, OSD components, DoD agencies, and participating partner nations. ESC "principals" lead their respective "subordinate" organizations working CID, FFT, and related matters. Figure 1 depicts the ESC organizational structure.
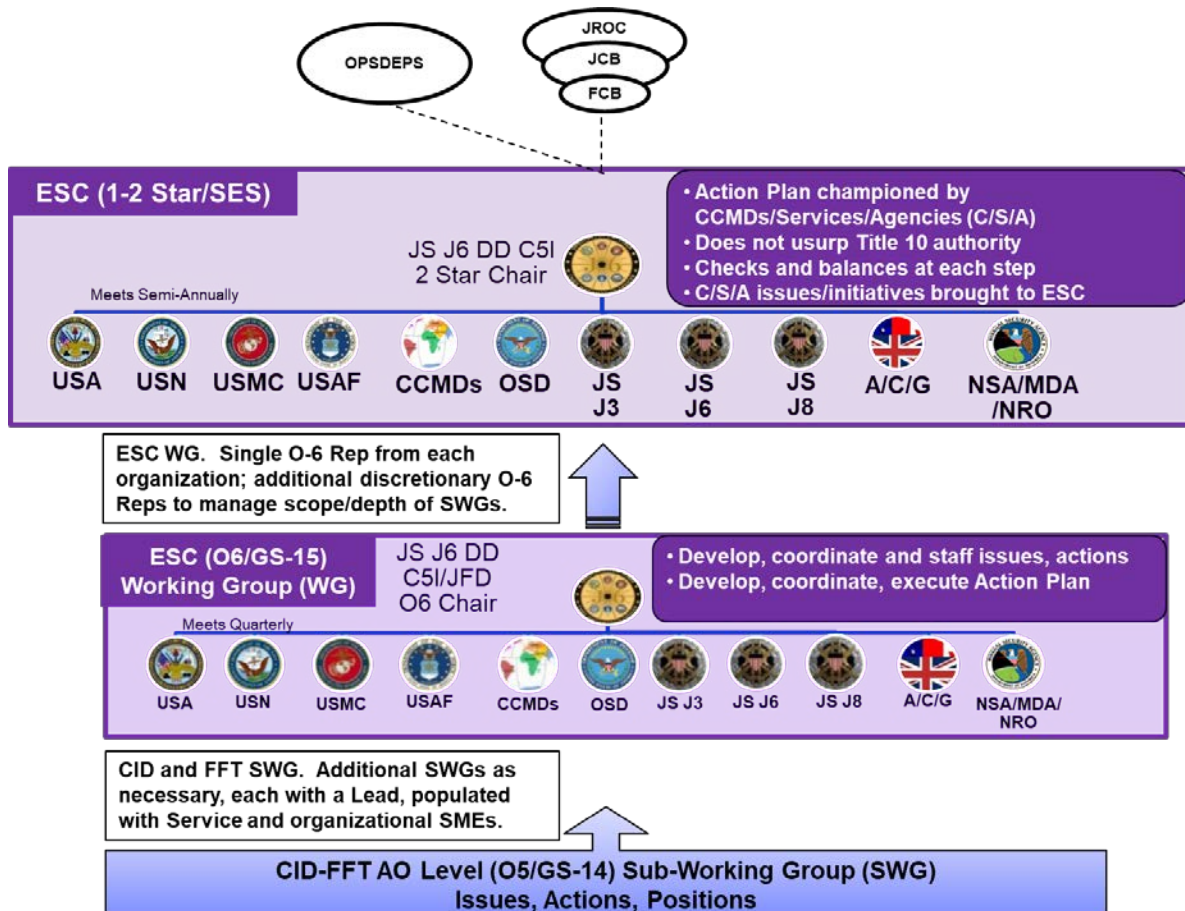

Figure 1: ESC Organizational Structure

    b. O-6 Level Working Groups. The subordinate O-6 level (or civilian equivalent) CID-FFT ESC WG is chaired by the Joint Staff J-6/DD C5I, Joint Fires Division (JFD) Chief. The WG is comprised of an O-6 or civilian equivalent "WG Lead" and supporting action officers from member

organizations. ESC WG O-6 Leads are directly responsible for CID and FFT matters in their respective CCMD, Joint Staff directorate, Service, OSD component, DoD agency, or partner nation. When necessary, ESC members may identify additional O-6 level representatives to manage issue development by subordinate WGs. Regardless of the number of representatives from each component, agency, or nation, only one formal O-6 position per issue is presented. The ESC WG Leads and their respective staffs work complex issues and challenges, and provide their recommendations to the ESC principals for endorsement and/or approval.

   c. Sub-Working Groups. The subordinate Action Officer (AO) level SWGs are established by the ESC WG. SWGs include appropriate CCMD, Joint Staff, Service, OSD component, DoD agency, and partner nation subject matter experts (SMEs). SWGs are ad hoc entities established to address and resolve specific CID or FFT issues. A member organization with overriding functional interest or expertise will chair the SWG and plan, coordinate, and execute all SWG meetings. Each SWG will include a Joint Staff J-6/DD C5I JFD member designated as the point of contact (POC) for issues and initiatives tasked by the O-6 WG. The assigned JFD POC is responsible for monitoring issue status and assisting in clarifying O-6 WG intent, as required. Once an issue is resolved, the SWG may disband. The ESC and/or ESC WG minutes reflect the establishment, outcome/results, and disestablishment of the SWG. SWG Lead responsibilities are outlined in Enclosure B.

   d. CID-FFT ESC Secretariat. The ESC Secretariat resides within the CID-FFT Branch, Joint Fires Division, C5I Deputy Directorate of the Joint Staff J-6. The Secretariat is comprised of joint functional experts on CID and FFT matters, and provides administrative, management and staffing support to both the ESC and the ESC WG.

3. Meeting Frequency and Administration

   a. CID-FFT ESC (GO/FO/SES) Semi-Annual Meetings

      (1) ESC Principals meet semi-annually or as directed by the chairperson to resolve critical CID and FFT issues.

      (2) 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 supporting O-6 WG Lead or representative briefs the Principals using slides, position papers, or other material distributed by the Secretariat. For a Paper ESC, official minutes are not normally completed, but the Secretariat develops a "Memorandum for Record" to document correspondence,

key issues and decisions, or requests pursuant to the Paper ESC. Paper ESCs will be the exception for conducting ESC business.

   b. <u>CID-FFT O-6 ESC WG Quarterly Meetings</u>

      (1) The ESC WG meets quarterly, at a minimum, to resolve ESC-directed CID-FFT issues and prepare recommendations for submission to the ESC Principals. Meeting frequency and format is determined by the ESC WG Chairman (Joint Staff J-6 DD C5I/JFD Chief) after coordination with the O-6 WG membership.

      (2) ESC WG members may be requested to represent the ESC on Allied, North Atlantic Treaty Organization (NATO), DoD, Service, or Agency board meetings. Members provide expertise and ESC positions to influence CID and FFT related matters, and resolve complex and/or contentious issues and actions.

      (3) The Secretariat supports the ESC WG in accordance with (IAW) section 2d, above.

   c. <u>CID-FFT ESC SWG Meetings</u>. ESC SWGs meet as required to resolve issues assigned by the ESC WG. SWGs may meet in-person, by video teleconference or telephonically.

ENCLOSURE B

PROCESSES, ROLES, AND RESPONSIBILITIES

1. <u>Process for CID and FFT Issue Development and Resolution</u>

    a. <u>Identification of CID-FFT Issues</u>. Members of the ESC/ESC WG are encouraged to identify potential issues that would benefit from ESC involvement. Potential issues may be presented during the periodic ESC/ESC WG meetings. Members are also encouraged to raise potential topics with the ESC Secretariat between meetings, especially if the topic/issue would require presentation slides to the ESC/ESC WG. These topics presented at the ESC/ESC WG may ultimately result in development of a SWG or inclusion in the CID-FFT ESC Action Plan (AP), discussed below.

        (1) The CID-FFT ESC AP specifies tasks that provide a framework and starting point for developing recommended solutions to improve CID and FFT capabilities, integration, and interoperability between U.S. and Coalition forces. The AP (reference e) is a product of the ESC, and is approved by the Chair for execution. The AP identifies ESC endorsed issues and capability gaps, and establishes the key focus, actions, tasks, and activities of the ESC for a 2-year (fiscal) period. The AP is reviewed annually for required updates or modifications.

        (2) <u>AP Scope</u>. The AP is divided into Active and Monitored issues. Active AP issues indicate an ongoing CID-FFT effort with a designated purpose, method/means, end state, and specific responsibilities and deliverables. Monitored AP issues refer to enduring topics that have an agreed ESC way ahead, but do not need a focused ESC action (deliverable) or established SWG to complete or implement. The ESC reviews Monitored issues to ensure progress, determine status, check compliance, or assess if transition to Active status is required.   Active issues have an identified lead organization, lead POC, list of participating organizations, and Secretariat POCs.

        (3) <u>AP Revisions</u>. ESC members can nominate a change or "new work" for inclusion in a revised version of the AP. Once the change is approved by the ESC WG and is presented and approved by the ESC Chair, a revised version will be developed and disseminated by the Secretariat. AP versions are numbered consecutively (2.0, 3.0, etc.) as new issues are added, modified, or deleted. The AP is a "living document" to guide, but not direct, the ESC to track identified actions, issues, or tasks.

(4) <u>Other ESC Requirement Sources</u>. Capability documents, JROCMs, or higher headquarters-directed actions may also support inputs to the Action Plan.

b. <u>Methodology</u>. The ESC uses a "consensus-building" approach with face-to-face meetings, visual and audio teleconferencing, and email coordination to seek resolution of conflicting staff positions. The Joint Staff Action Processing (JSAP) system is generally used to obtain an organization's formal position on contentious CID-FFT issues, and on official documents developed or coordinated by the ESC (e.g., Joint Capabilities Integration and Development System (JCIDS) documents, studies, or CONOPS). ESC actions may be classified or unclassified.

c. <u>Consensus/Resolution</u>. While it is the goal of the ESC to reach consensus among all members (including partner nations), U.S. interests will take precedence when making recommendations to higher-level decision makers. Members representing partner nations take no active part in providing specific advice or recommendations for DoD or U.S. action. If U.S. membership cannot reach consensus at the Principal (GO/FO/SES) level, issues will be forwarded to the Service Deputy Operations Deputies (DepOpsDeps) or Service Operations Deputies (OpsDeps) for operational matters, or JROC board structure for requirements-related matters for resolution.

2. <u>ESC Components' Roles and Responsibilities</u>

a. CID-FFT ESC Principals (GO/FO/SES) perform the following duties consistent with guidance provided by the JROC, OSD, or CJCS:

(1) Ensure proper representation is provided at ESC WG and SWG levels. The following entities are required to maintain designated representatives to the CID-FFT ESC: CCMDs, the Joint Staff, the Services, OSD components, and DoD agencies. Participating partner nations are encouraged to implement this instruction, as appropriate.

(2) Make recommendations for improving or upgrading existing CID-FFT interoperability and integration.

(3) Provide guidance and recommendations for jointly integrated, interoperable, and cost efficient CID-FFT capabilities to the warfighter.

(4) Analyze CID-FFT issues, and provide recommendations to the CCMDs, the Joint Staff, the Services, OSD, DoD agencies, and partner nations.

(5) Identify ESC CID-FFT capabilities, shortfalls, gaps, and lessons learned, and provide recommendations for integrated joint and coalition solutions.

(6) Make DOTMLPF-P recommendations in accordance with CJCSI 5123.01 "Charter of the Joint Requirements Oversight Council (JROC) and Implementation of the Joint Capabilities Integrations and Development System (JCIDS)" (reference f).

(7) Provide recommendations to DoD processes/decision bodies (operational, requirements, acquisition, or programming). Examples include, but are not limited to: the Deputy's Management Action Group (DMAG), the Defense Acquisition Board (DAB), and/or Operations Deputies, JROC, FCB and the Joint Capabilities Board (JCB) (reference g).

(8) Identify and support potential CID-FFT exercises, training events, demonstrations, experiments, and developmental efforts.

(9) Provide functional CID and FFT expertise to support planning, development, execution and analysis of CID-FFT events, including the Bold Quest (BQ)-series of Coalition Capability Demonstrations, as required.

(10) Evaluate and apply data collected through the Friendly Fire Database by the Joint Staff J-6, DD C5I, JFD, as specified in Department of Defense Instruction (DoDI) 6055.07, "Mishap Notification, Investigation, Reporting and Record Keeping," 6 June 2011 (reference h), to track and analyze safety and legal reports of friendly fire events, IAW procedures in CJCSI 5150.01, "Friendly Fire Reporting and Investigation Process" (FFRIP), 19 Mar 2019" (reference i). The ESC may incorporate lessons learned from friendly fire incident findings and conclusions to conduct gap analysis and develop DOTMLPF capabilities recommendations for future friendly fire mishaps.

(11) ESC/ESC WG Service representatives are responsible for providing accurate reporting of organization and platform-level information regarding CID-FFT appropriate systems, as required to support JCIDS reporting. The ESC will facilitate presentation of status reports to appropriate FCBs on CID or FFT issues for consideration and possible follow-on actions using the JCIDS process.

(12) Service representatives provide annual updates to the ESC on Service CID-FFT programs and projects, per OSD direction (reference j). These updates will emphasize Service progress and issues, including significant changes or issues requiring ESC effort to resolve.

(13) Coalition Partners are encouraged to present issues and operational concerns they have identified to coalition force CID-FFT capability development and interoperability. Coalition partners participate in accordance with respective national authority direction, and as requested by the ESC Chair/U.S. senior leader guidance.

b. CID-FFT ESC WGs (O-6 Level, Action Officer) perform the following duties consistent with guidance provided by the CID-FFT-ESC Principals:

(1) Conduct ESC activities in accordance with guidance provided by the ESC Chairman.

(2) Nominate topics for ESC consideration, and advise the ESC Chairman on issues requiring review.

(3) Resolve issues at the lowest level possible to ensure only GO/FO appropriate issues are brought to the ESC Principals for decision.

(4) Perform other duties as assigned to support the ESC.

c. Sub-Working Groups (SWGs) (Subject Matter Expert, AO Level) review topics or issues identified by the CID-FFT-ESC O-6 level WGs, and provide materiel and non-materiel recommendations and briefings to the ESC for decision.

3. ESC Position Responsibilities

a. CID-FFT ESC Chairman (JS J6, DD C5I)

(1) Provides oversight of the ESC and ESC WG.

(2) Approves the agenda and convenes ESC meetings, oversee work, and ensure prompt execution of ESC business.

(3) Acts on behalf of the ESC and liaises with the CCMDs, the Joint Staff, the Services, OSD, DoD Agencies, and participating partner nations.

(4) Approves ESC meeting minutes.

b. CID-FFT ESC WG Chairman (Joint Staff J-6, DD C5I, JFD Chief)

(1) Supports the ESC Chairman and the ESC Principals in executing their responsibilities.

(2) Coordinates oversight of the ESC process and other CID and FFT issues requiring review.

(3) Provides direction and tasking to the Secretariat on all ESC and ESC WG matters.

(4) Conducts ESC pre-briefs with the ESC Chairman to ensure format, content, and presentation are appropriate.

(5) Assists the ESC Chairman in maintaining liaison with the CCMDs, the Joint Staff, the Services, OSD, DoD Agencies, and participating partner nations.

c. <u>Sub-Working Group (SWG) Leads</u>

(1) Provide leadership and direction on SWG issues and actions.

(2) Provide direction and tasking to SWG members on ESC and ESC WG matters, to include administrative tasks to establish, maintain, and conclude SWG operations and meetings.

(3) Conduct ESC or ESC WG pre-briefs with the ESC WG Chairman and Secretariat to ensure format, content, and presentation are appropriate. SWG Leads report directly to the ESC O-6 WG.

(4) Manage administrative tasks to execute SWG meetings or correspondence. The ESC Secretariat can provide guidance and assistance to SWG Leads on assigned ESC WG tasks and actions.

d. <u>CID-FFT ESC Secretariat (Joint Staff J-6, DD C5I, JFD)</u>

(1) Coordinates actions, tasks, and suspense dates for CID-FFT ESC members in support of the ESC Chairman.

(2) Develops the schedule and agenda for ESC meetings.

(3) Consolidates ESC briefings.

(4) Manages ESC Membership and distribution lists.

(5) Produces and disseminate draft and final meeting minutes.

(6) Facilitates internal and external coordination among ESC members, including distribution of appropriate ESC material to partner nations via approved information sharing systems.

(7) Reviews, develops, updates and promulgates ESC administrative procedures and publications, to include this instruction and Action Plan.

(8) Provides continuity and Joint Staff POCS for all ESC business.

(9) Maintains ESC historical documents and information.

ENCLOSURE C

REFERENCES

a. JROCM 276-05, 22 December 2005, "Management Structure for Combat Identification, Blue Force Tracking, and Joint Blue Force Situational Awareness"

b. JROCM 104-06, 2 June 2006, "Executive Steering Committee Report on Combat Identification, Blue Force Tracking, and Joint Blue Force Situational Awareness"

c. JROCM 067-08, 18 March 2008, "Blue Force Tracking, Command and Control, and Situational Awareness Convergence"

d. JROCM 118-11, 2 August 2011, "Review of Tactical Information Classification and Security"

e. Combat Identification - Friendly Force Tracking Executive Steering Committee Action Plan (AP), (series)

f. CJCSI 5123.01 Series, "Charter of the Joint Requirements Oversight Council" (JROC) and Implementation of the Joint Capabilities Integration and Development System (JCIDS)"

g. DoDD 5105.79, 19 May 2008, "DoD Senior Governance Councils"

h. DoDI 6055.07, 6 June 2011, "Mishap Notification, Investigation, Reporting and Record Keeping"

i. CJCSI 5150.01 Series, "Joint Friendly Fire Reporting and Investigation Process (FFRIP)"

j. OUSD(AT&L) and Joint Staff J-6, DD C5I, 30 January 2013, Memorandum "Follow-Up Actions for Joint Cooperative Target Identification - Ground Analysis of Alternatives (JCTI-G AoA)"

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GLOSSARY

PART I-ABBREVIATIONS AND ACRONYMS
Items marked with an asterisk (*) have definitions in
PART II

AO	action officer
AP	action plan
BA FCB	Battlespace Awareness Functional Capabilities Board
BFT	Blue Force Tracking
BQ	Bold Quest
C5I	Cyber and Command, Control, Communications, and Computer Integration
C4/Cyber FCB	Command, Control, Communications, and Computer/Cyber Functional Capabilities Board
CCMD	Combatant Command
CID*	Combat Identification
CID-FFT	Combat Identification - Friendly Force Tracking
CIO	Chief Information Officer
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
DAB	Defense Acquisition Board
DMAG	Deputy's Management Action Group
DD	Deputy Director
DepOpsDeps	Deputy Operations Deputies
DoD	Department of Defense
DoDI	Department of Defense Instruction
DOTMLPF-P	Doctrine, Organization, Training, Materiel, Leadership, Personnel, and Facilities
ESC	Executive Steering Committee
FCB	Functional Capabilities Board
FFT*	Friendly Force Tracking
GO/FO/SES	General Officer/Flag Officer/Senior Executive Service
IAW	in accordance with
JBFSA	Joint Blue Force Situational Awareness
JCB	Joint Capabilities Board

JCIDS	Joint Capabilities Integration and Development System
JCS	Joint Chiefs of Staff
JFD	Joint Fires Division
JROC	Joint Requirements Oversight Council
JROCM	Joint Requirements Oversight Council Memorandum
JS	Joint Staff
JSAP	Joint Staff Action Process
MOA	Memorandum of Agreement
OpsDeps	Operations Deputies
OSD	Office of the Secretary of Defense
OPR	Office of Primary Responsibility
POC	Point of Contact
PBFA	Policy Board on Federal Aviation
SME	subject matter expert
SWG	sub-working group
USJFCOM	U.S. Joint Forces Command
WG	Working Group

PART II-DEFINITIONS

<u>Combat Identification</u>: The process of attaining an accurate characterization of detected objects in the operational environment sufficient to support an engagement decision. Also called "CID." (JP 3-09)

<u>Friendly force tracking</u>: The process of fixing, observing, and reporting the location and movement of friendly forces. Also called "FFT." (JP 3-09)

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