

DEFENSE INFORMATION

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Joint Mission Essential Task List (JMETL) Development Handbook



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First and foremost, the joint training program for the Armed Forces of the United States will be focused on warfighting. In this regard, we must train the way we intend to fight--under a joint force commander and as a joint team. Our efforts must also ensure that scarce resources are efficiently applied to best prepare and maintain an integrated and flexible joint fighting force. To best allocate scarce resources toward a common goal of quality joint training, commanders should specify their operational requirements in clear and concise terms: their command JMETL.

This handbook is designed for joint force commanders and their staffs. It outlines the JMETL development process and offer techniques to aid in JMETL development. I strongly recommend reading this guide; it encapsulates fundamental principles and procedures for defining the warfighting requirements that form the basis for efficient and effective training programs. The product of this effort must be able to stand up to the strongest scrutiny, including the ultimate test: execution.


STEPHEN SILVASY, JR.
Director, Operational Plans and
Interoperability, the Joint Staff

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Introduction

This handbook is designed to help combatant commanders, subordinate joint force commanders, and functional or Service component commanders implement the Joint Mission Essential Task List (JMETL) process described in CJCSI 3500.01, *Joint Training Policy for the Armed Forces of the United States*.

Joint training focuses on tasks performed by more than one Service, under the direction of a joint force commander, and in accordance with joint doctrine.

Joint training is fundamental to the effective employment of military forces over a broad range of missions.

Definition of Joint Training. Joint training is military training based on joint doctrine designed to prepare joint forces and/or joint staffs to respond to operational requirements identified by joint force commanders. Joint training generally involves the performance of tasks by members or elements of more than one military Service under the direction of a joint force commander. The responsibility for joint training resides with the Chairman, Joint Chiefs of Staff (CJCS), combatant commanders, and subordinate joint force commanders.

Importance of Joint Training. Over the past several years, U.S. military forces have significantly downsized and moved from forward bases back to the Continental United States (CONUS). During the same period, the range of missions U.S. military forces must prepare for has greatly expanded. This combination of factors greatly increases the requirements for employment of joint forces. Thus, jointness will be central to the successful execution of future missions required of the U.S. Armed Forces and joint doctrine will assume increasing importance to the conduct of assigned missions. Consequently, if our armed forces are going to fight jointly, they must train jointly.

Resources for conducting joint training are constrained, and other activities compete for command attention.

JMETs describe a joint force commander's priority warfighting requirements.

A JMETL describes the essential tasks for a joint force commander, and includes associated conditions and measurable standards.

JMETs are identified by reviewing plans and OPORDs for executing a mission.

Constraints on Joint Training. U.S. military forces operate with many competing demands. For example, prior to conducting joint training, Service component commanders must spend a significant amount of time conducting Service training. Also, joint force commanders, in addition to their joint training responsibilities, may be involved in current military operations (including meeting presence and access requirements). Moreover, joint training resources are constrained. As a result, joint commanders cannot train to every task for every possible mission and must therefore be selective in establishing their joint training requirements.

Joint Mission Essential Tasks. To accommodate the constraints on joint training resources, joint force commanders must identify the tasks most essential to their assigned or anticipated missions, with priority given to their wartime missions. These essential tasks are referred to as joint mission essential tasks (JMET).

Joint Mission Essential Task List (JMETL). A joint force commander's list of priority joint tasks, derived from plans and orders, along with associated conditions and measurable standards, constitutes the joint force commander's warfighting requirements and is called a Joint Mission Essential Task List (JMETL). The JMETL represents a commander's priority joint warfighting requirements based on assigned missions.

Plans and OPORDs Describe Joint Mission Essential Tasks. Joint force commanders develop JMET based on a review of the tasks to be performed to implement operation plans or execute mission orders. Inputs to this process are (1) the assigned mission and plan or execution order, (2) joint doctrine guiding the employment of forces, and (3) a common task language for reporting JMET. This process is illustrated in Figure 1.

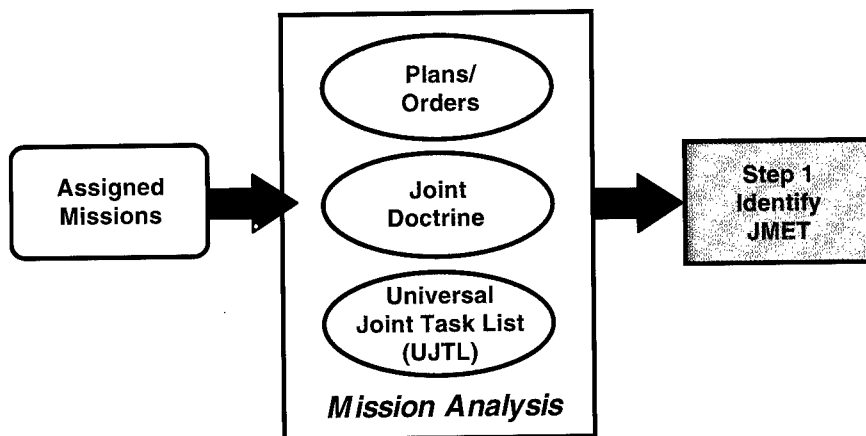


Figure 1. JMETL Development Process: Step 1

JMETs are identified using the UJTL as a common task language

Universal Joint Task List (UJTL) as Common Task Language. The Joint Staff developed and approved the Universal Joint Task List for use by joint force commanders in establishing their JMETL. The UJTL (CJCSM 3500.04) provides an ordered listing of tasks describing the Armed Force's ability to perform activities or processes that joint force commander's require to execute their assigned missions. Since the UJTL is founded on joint doctrine and Joint Tactics, Techniques and Procedures (JTTP), it provides a common language to describe the warfighting requirements of joint force commanders. The UJTL can be used by combatant commanders, subordinate joint force commanders, and functional or Service component commanders.

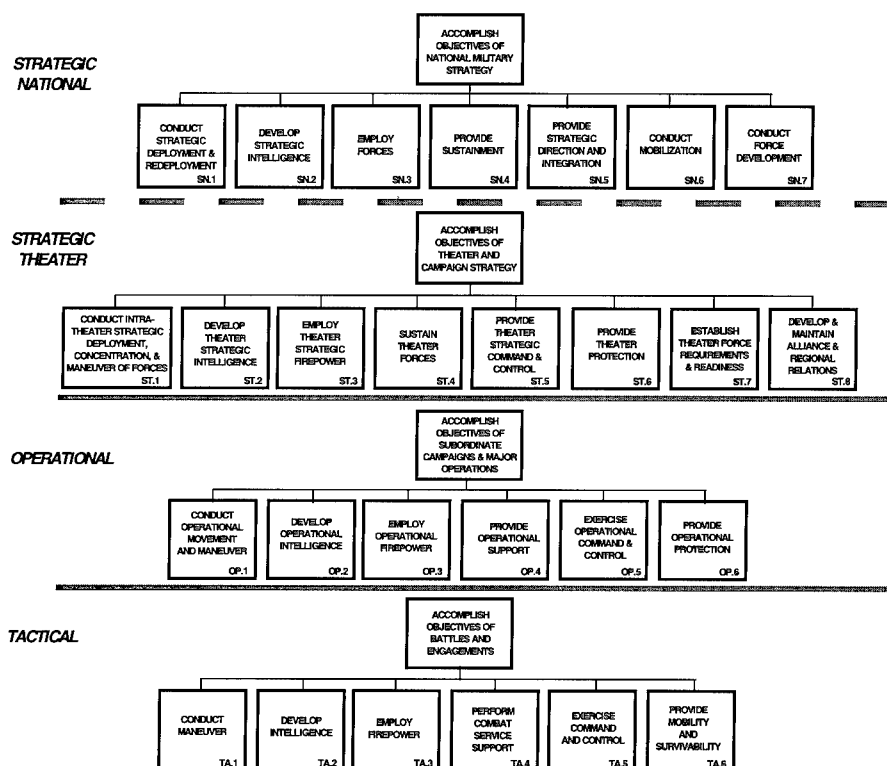


Figure 2. UJTL Organization

The UJTL is organized by levels of war and is composed of major joint tasks and subtasks performed at each level of war.

Organization of the UJTL. The tasks contained in the UJTL are organized by the levels of war (strategic, operational, tactical) as shown in Figure 2. The strategic level of war is further divided into two parts: national and theater. Each of the three levels of war are described by tasks organized around the major joint tasks performed at that level of war. For example, the operational level of war, most often the focal point for the Joint Task Force (JTF) commander, is organized around the following:

- OP 1. Conduct Operational Movement and Maneuver
- OP 2. Develop Operational Intelligence
- OP 3. Employ Operational Firepower
- OP 4. Provide Operational Support
- OP 5. Exercise Operational Command and Control
- OP 6. Provide Operational Protection

Each of these major joint tasks is further defined by a hierarchy of subordinate tasks. Each task in the UJTL is assigned a reference number, consisting of a code referring to the level of war of the task (SN is Strategic, National; ST is Strategic, Theater; OP is Operational; TA is Tactical) and numbers referring to the major joint tasks (OP 1 is *Conduct Operational Movement and Maneuver*) and the subtasks (OP 1.1 is *Conduct Operational Movement*; OP 1.1.1 is *Formulate Request for Strategic Deployment to Theater of Operations/JOA*).

The UJTL identifies "what" joint tasks are performed.

UJTL is a Tool for Identifying "What" Joint Tasks Can Be Accomplished. The tasks identified and defined in the UJTL provide a menu for commanders of "what" tasks can be performed without specifying "how" they will be performed or "who" will perform them (e.g., OP 3.2.2.1, *Employ PSYOP in Theater of Operations/JOA*).

Joint doctrine describes "how" joint tasks are performed

Joint Doctrine Describes "How" Joint Tasks are Performed. Joint doctrine and JTTP provide authoritative guidance on how joint tasks are performed. For example, Joint Pub 3-53, *Doctrine for Joint Psychological Operations*, describes how to perform OP 3.2.2.1, *Employ PSYOP in Theater of Operations/JOA*. Employment of Service-specific means is described in Service doctrine.

Plans and OPORDs specify "who" and "when" joint tasks are performed.

Plans and OPORDs Specify "Who" and "When" Joint Tasks are Performed. A joint force commander often will have a choice regarding the Service or functional component to perform joint tasks. These decisions are made during the planning process when developing a concept of operation for a joint military mission. OPLANs, CONPLANs, Functional Plans and OPORDS assign joint task execution to elements of a joint force.

Tasks alone do not state a mission requirement. Information on conditions of the operational environment must also be included.

Mission Requirements Must Include Conditions Information. To more fully describe a mission requirement, the joint force commander should not only identify the joint tasks, but also describe the conditions of the

operational environment associated with these tasks (see Figure 3). Conditions are those variables of an operational environment that may affect unit, system or individual performance. A complete list of conditions is included in CJCSM 3500.04. An example of conditions that affect the performance of task OP 1.1.2, *Conduct Intratheater Deployment and Redeployment of Forces within Theater of Operations/JOA*, are near-term weather systems (C 1.3.1.2), the security of intratheater LOCs (C 2.6.1.4), and the degree of host-nation support (C 2.8.5).

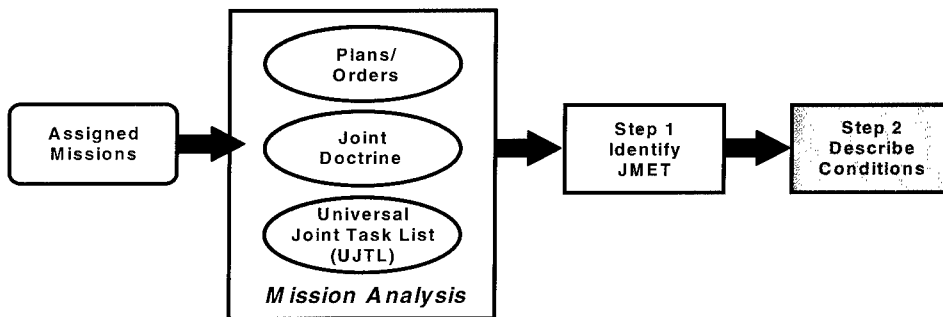


Figure 3. JMETL Development Process: Step 2

JMETL process is completed when standards are assigned to tasks.

Joint Force Commanders Establish Standards. The final step in developing joint mission requirements involves selecting performance measures for joint tasks and establishing standards consistent with the commander's intent and concept of operations for a mission (see Figure 4). A joint standard is the minimum acceptable proficiency required in task performance.

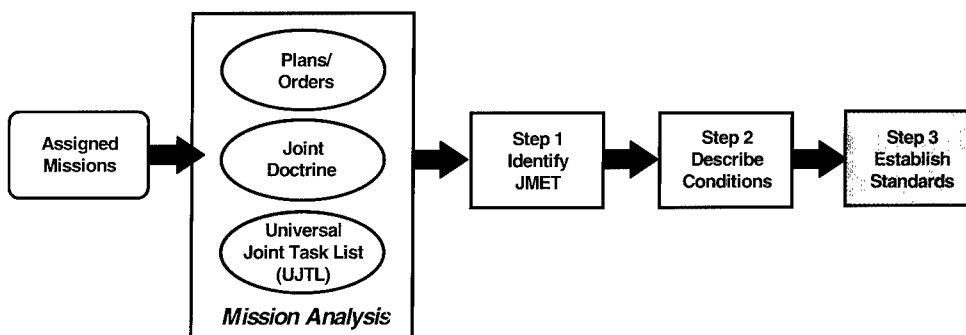


Figure 4. JMETL Development Process: Step 3

The JMETL forms the requirements basis for joint training. The process of developing JMETL is described in detail in the next four sections of this handbook.

JMETL Provides Principal Input to Joint Training System. A joint force commander's JMETL provides the major input to planning, executing, and assessing joint training as illustrated in Figure 5. As described above, the JMETL development process consists of three steps. These steps are discussed in detail in the following three sections followed by a section containing a complete JMETL development example.

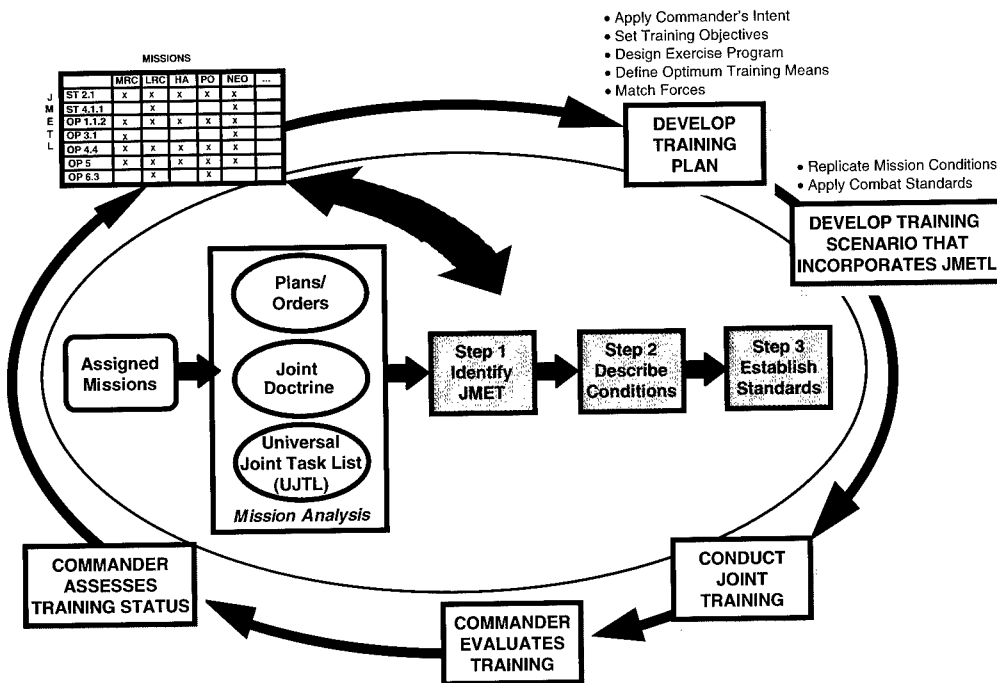


Figure 5. Joint Training System

Step 1: Review Mission Analysis and Identify Joint Mission Essential Tasks

Purpose. In this step, commanders examine their missions, apply the UJTL, and identify their joint mission essential tasks. This begins the process of systematically determining mission-based, warfighting requirements.

Joint force commanders initiate JMETL development by reviewing their assigned missions.

Review Assigned Missions. Joint force commanders may have a number of assigned missions ranging from large scale combat operations to military operations other than war (MOOTW). These missions originate in the Joint Strategic Capabilities Plan (JSCP), NCA taskings, or treaty obligations in accordance with the principles and procedures found in the Unified Command Plan (UCP) and the Unified Action Armed Forces (UNAAF). For each mission, one or more joint force commands will be in a supported role while others will be in a supporting role.

Joint warfighting requirements are a product of the cumulative planning efforts of a combatant commander and subordinate elements.

Review the Commander's Estimate. Planning for joint operations by joint force commanders, accomplished through the estimate process, describes the concept of operations and the resulting task assignment to joint force elements. This planning, by establishing responsibilities for every element of a joint or multinational force, provides the foundation for a joint training system and development of joint training requirements. This is a product of cumulative joint planning efforts by a combatant commander and subordinate elements. As a result, joint warfighting requirements reflect the sum total (i.e., across all levels of command) of warfighting capabilities required to execute a combatant commander's assigned mission. This is illustrated in Figure 6.

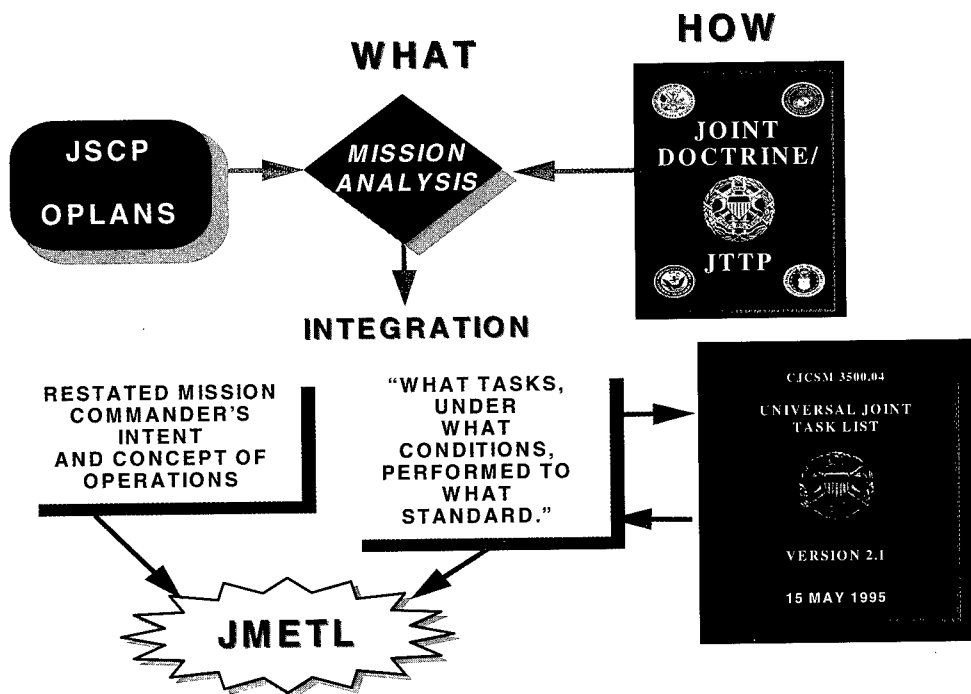


Figure 6. JMETL Definition Process

Plans provide an excellent starting point for the development of the JMETL tasks.

Review Concept of Operation. The concept of operation provides information on task sequencing and task interrelationships. Figure 7 illustrates the methodology describing a multi-echelon concept of operation and tasks assigned to subordinate commands. Consider the perspective of a joint force commander (e.g., Joint Task Force Commander) assigned a mission by a combatant commander to “eject Iraqi armed forces from Kuwait.” This CJTF and staff must go through the planning process to determine “how” the mission will be accomplished. The product of this mission analysis is a plan that details tasks to be assigned to subordinate commands (or coordinated with supporting CINCs). The analysis also identifies tasks to be performed by the CJTF and staff. For tasks assigned to subordinate commands (e.g., gain and maintain air superiority), mission analyses must be conducted to determine how to accomplish their assigned tasks.

Joint Planning & Execution

Joint Training Requirements (JMET)

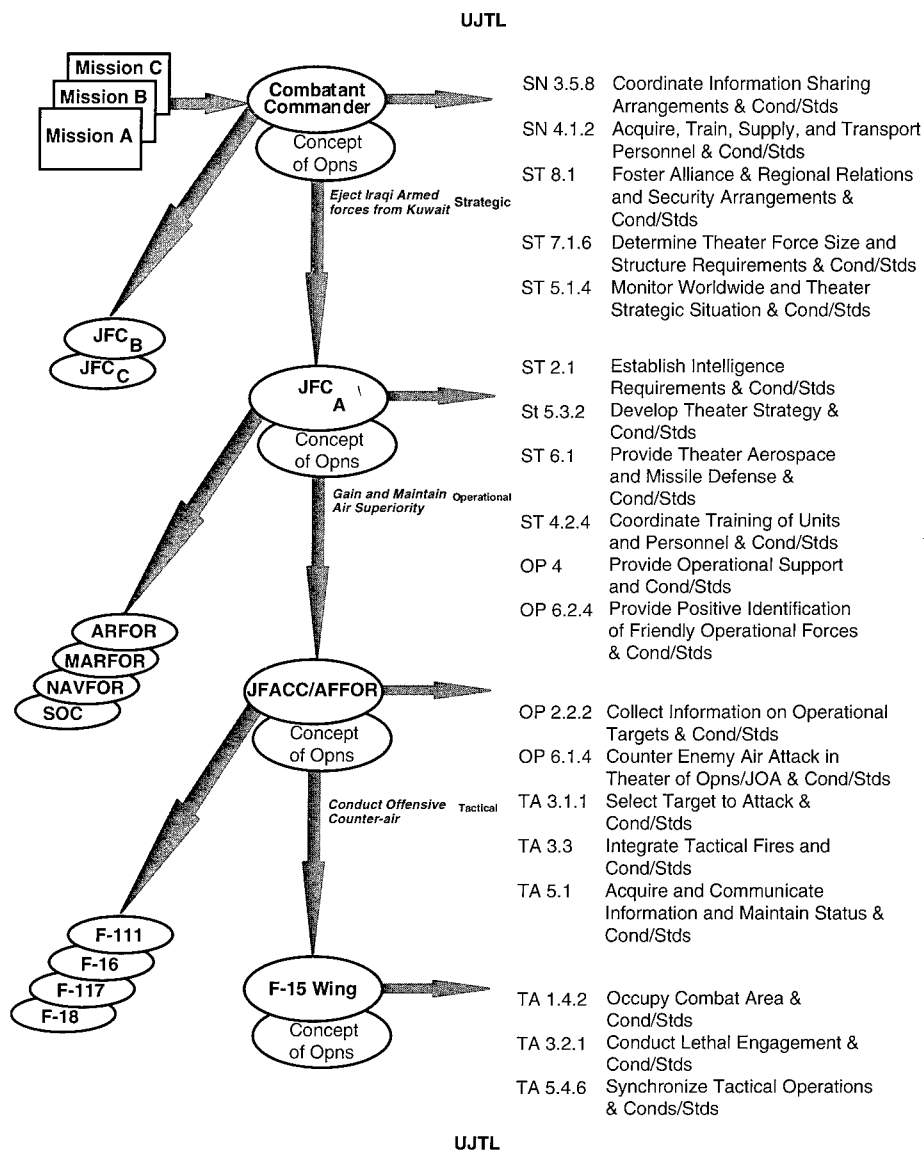


Figure 7. Mission Analysis Supports JMET Development

OPLANs and/or OPORDs contain specified and implied tasks which can be cross-referenced to the UJTL.

Warfighting requirements will vary based on type of military operation, forces involved, combat environment, and other factors.

Since deliberate plans are rarely executed as planned, commanders can maintain flexibility by writing JMET somewhat generically.

Cross Reference OPLAN and/or OPORD to UJTL.

Once a concept of operation is determined, detailed planning is carried out specifying the tasks to be performed, assigning these tasks to force elements, and sequencing these tasks (documented in phases of an OPLAN). The UJTL provides a comprehensive menu of tasks that joint force commanders have at their disposal to accomplish their assigned missions. At this level of detail, tasks contained in the OPLAN can be used to cross reference tasks to the UJTL.

Different Operations Require Different Joint Task

Analysis. Each mission requires somewhat different capabilities due to variations in the type of operation, forces involved, combat environment, commander's intent, and concept of operations. Although many tasks required to execute separate missions may be the same, tasks that are required in one type of operation may not be required in others (e.g., OP 3.2.5, *Interdict Enemy Operational Forces/Targets*, is required in a major regional contingency and not required in a humanitarian assistance operation). The purpose of this step is to examine the tasks required to accomplish each of the combatant command's assigned missions.

JMET May Apply to Multiple Missions or Theaters.

Since deliberate plans are rarely executed as planned, commanders can maintain flexibility by writing JMET somewhat generically. That allows a single task to apply to a wide range of theaters and types of missions. (OP 4.4.3, *Provide Health Services in Theater of Operations/JOA*, may be performed in humanitarian assistance operation as well as in a major regional contingency). Therefore, JMET tasks should not specify particular means, tactics, area, or enemy. Such specific information can be included in the statement of requirements as conditions information.

Joint force commanders must determine the joint tasks essential for achieving mission success. Those tasks form the command JMETL.

Construct Command JMETL. After examining the plan for an assigned mission, a joint force commander should assess the contribution of each task to mission success and include only the most essential tasks on the command JMETL. In instances where a commander has multiple missions, some missions may be more important than others. As a result, tasks associated with high priority missions receive greater consideration than tasks associated with lower priority missions. In addition, tasks contributing to more than one mission may receive increased consideration as JMET. The product of this step is command JMETL, to include an audit trail linking tasks to assigned missions. Subordinate commands follow the same process in identifying their mission essential tasks. While the number of JMETs associated with an entire plan may be quite large (as illustrated in Figure 7), the number of tasks comprising a JMETL for any single command may consist of only a small number of tasks.

USACOM, in its role of providing forces to support other joint force commands, produces a JFITL, composed of common operational joint tasks.

Identify Common Operational Joint Tasks. USACOM, as a combatant command, must develop a JMETL. In addition, USACOM, to prepare forces that it provides to support other geographic combatant commanders, must develop an operational joint task list based on the missions of these supported joint force commanders. This task list, called a Joint Force Integrator Task List (JFITL), reflects joint tasks, conditions, and standards required by multiple supported combatant commanders.

Joint force commanders should produce their own JMET and should review and approve subordinate commander JMET.

Review JMET of Subordinate Commands and Staff Elements. When tasks are performed by or under the immediate direction of a commander, they should be considered as potential JMET for that commander. However, for those tasks that are performed by supporting or subordinate commands, the resulting JMET must be those of the supporting or subordinate command. For example, in conducting a mission, it is essential that a combatant commander successfully deploy forces to the theater. The combatant commander's JMET for deployment involves the development of a TPFDD (ST 7.1.4,

Determine Forces and Cargo to be Deployed or Redeployed). The task SN 1.2, *Conduct Deployment and Redeployment*, may be a JMET for a supporting command. In addition, subordinate commands may include tasks in their JMET such as OP 4.6.3, *Expand Capacity of PODs and Allocate Space in the Theater of Operations/JOA*. Each joint force commander should review and approve the JMET of their subordinate commanders.

Commanders have flexibility in how they construct their command JMETL.

Report JMETL. In constructing their JMETL, joint force commanders and subordinate elements are not limited to citing the highest level tasks (e.g., OP 1) in the UJTL task structure; they can also cite two or three digit tasks (e.g., OP 1.1, OP 1.1.1). As a rule, commanders should cite tasks primarily at the level of detail that best and most efficiently describe their warfighting requirements.

Commander can develop a mission-by-task matrix using the UJTL to highlight tasks common to multiple missions. A matrix can aid the commander in developing training plans.

Develop Mission to Task Matrix. As an internal management tool, commanders can develop a mission-by-task matrix to help document the mission basis of a command's JMETL (see Table 1: A Notional UJTL x Missions Matrix). The matrix could include both missions that are directly tasked (supported) and supporting missions. The matrix displays tasks that occur in multiple missions. Some tasks will always play a role in a joint force commander's mission (e.g., OP 5.2, *Assess Operational Situation*), whereas other tasks (e.g., OP 6.2.3, *Protect Use of Electromagnetic Spectrum in Theater of Operations/JOA*) may only be required for selected missions. These matrices are useful to joint force commanders when they develop training and exercise plans for their forces by ensuring that tasks included in training plans have a basis in command missions.

Table 1. A Notional Task x Missions Matrix

	2 MRC	MRC Spted	MRC Sptng	LRC	PO	HA	NEO
ST8 Develop and Maintain Alliance and Regional Relations		x			x	x	
ST 5.4 Provide Strategic Direction to Theater Forces	x	x	x	x	x	x	x
OP 2.3.2 Analyze and Evaluate Operational Areas	x	x	x	x	x	x	x
OP 4.5.2 Establish Priorities and Supply Operational Forces	x	x		x	x	x	x
OP 4.7.5 Coordinate Politico-Military Support	x	x		x	x		
OP 6.5 Provide Security for Operational Forces and Means	x	x	x	x	x	x	x
OP ...							

MRC - Major Regional Contingency
LRC - Lesser Regional Contingency
PO - Peace Operations
HA - Humanitarian Assistance
NEO - Noncombatant Evacuation Operations

Several techniques can be used to aid in JMETL development.

Techniques Aiding in JMETL Development. Several techniques are available to aid in the process of analyzing missions in order to identify JMETL. One technique involves the construction of operations templates.

Operations templates graphically depict concept of operation sequencing of joint tasks.

Operations Templates Depict Sequencing of Joint Tasks in Accordance with the Concept of an Operation. Operations templates provide a graphic depiction of tasks or activities interrelationships involved in the conduct of a military operation. Activities represented in an operations template can vary from broad tasks (e.g., OP 1, *Exercise Operational Command and Control*) to more specific tasks (e.g., OP 5.1.1, *Communicate Operational Information*). Some military operational activities may occur once, over a finite time period. An example may be the deployment of forces to a theater of operations. Other tasks may occur periodically, like reviewing or updating a plan. Yet other tasks may be continuous, like managing a communications

network. Some tasks, like developing a plan, may occur at a single location. Other tasks, like distributing supplies, may be performed at multiple locations. Thus, joint tasks can be represented and distinguished within this framework.

Operations Templates may display a variety of relationships among joint tasks.

Operations templates include tasks selected by commanders as mission essential (JMET) as well as other tasks.

Operations Templates Also Depict Interactions Among Tasks. Operations templates represent the interactions and interdependencies among tasks that influence their combined effect on mission success. For example, refueling rates affect the ability of forces to maneuver.

Operations Templates Depict JMET and Other Tasks Required to Conduct Operation. A simplified operations template is shown in Figure 8 for a humanitarian assistance mission. Several tasks are identified that must be performed to execute the commander's concept of operations. The commander determines which of these tasks are absolutely essential (indicated by shading) to the successful execution of the operation and identifies these as JMET. Other tasks may be included in the template as well.

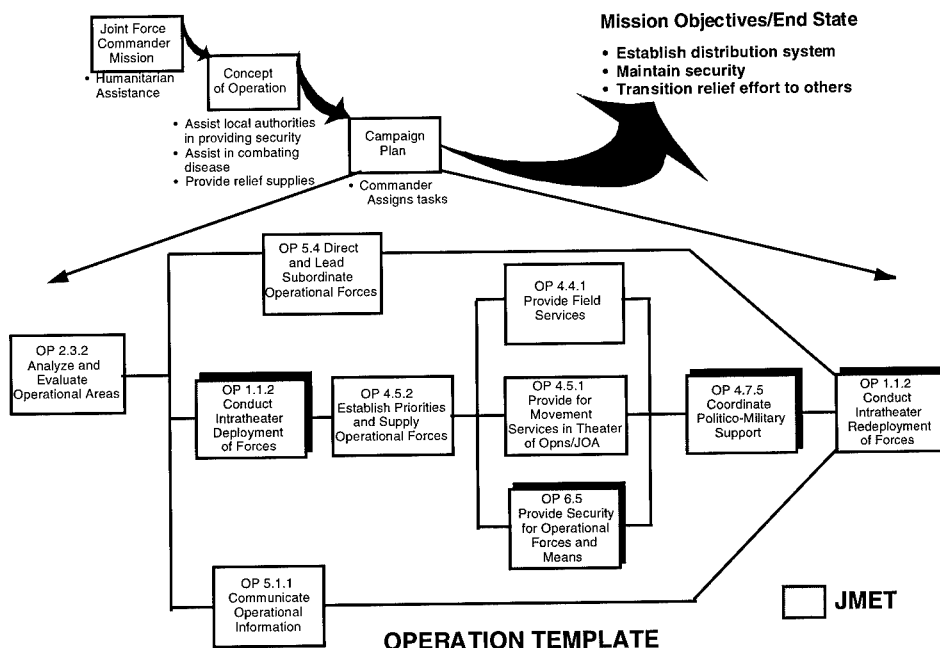


Figure 8. Example of an Operations Template for a Humanitarian Assistance Mission

To best reflect a commander's concept of an operation, JMET, along with other tasks, may be included in an operations template.

Operations template may contain tasks performed by higher headquarters or subordinate organizations.

Operations templates depict the interfaces between supported and supporting commands.

Joint force commanders begin the JMETL development process by selecting joint tasks as their JMET.

Types of Tasks That Can be Included in Operations Templates. The majority of tasks included in an operations template will be those performed by or under the direct control of the joint force commander. Some of these tasks will be selected by the commander as mission essential (JMET).

Tasks Performed by Higher Headquarters or Subordinate Organizations. In addition, tasks may be included in an operations template that are either performed by a higher headquarters or subordinate organization. For example, the task SN 3.5.8, *Coordinate Information Sharing Arrangements*, may be performed by an organization above the joint force commander. Alternately, the task TA 4.4.4, *Perform Health Services*, may be performed by a subordinate organization.

Tasks Performed by Supporting or Supported Organizations. Tasks performed by a supporting command (e.g., USSPACECOM task of SN 2.2.2, *Collect Information on Strategic Targets*) directly supporting a command JMET can be included in an operations template. In performing these tasks, the supported command may be required to perform certain tasks as well (e.g., for SN 2.2.2, *Collect Information on Strategic Targets*, supported command may have to perform ST 2.1.2, *Identify, Prioritize, and Validate Intelligence Requirements*). These types of tasks represent the interfaces between supported and supporting commands and are referred to as command-linked tasks.

Summary

Based on a review of their priority missions, joint force commanders select those joint tasks most essential to mission success as their JMET. They must be selective because resources are inadequate to train forces on all mission tasks. To assist, commanders use the universal joint task list found in CJCSM 3500.04. The result of this step is the production of a JMETL by a joint force commander, linked to his assigned missions.

Step 2: Describe Conditions for Each JMET

Purpose. In this step, commanders describe conditions for each JMET based on the mission in which the tasks are performed.

Conditions are variables of the environment that affect performance of tasks.

Definition of Conditions. Conditions are variables of the environment that affect the performance of tasks. Conditions are generally not under the commander's control (e.g., the condition of climate can be either tropical, temperate, arid, or arctic). Some conditions are given to a commander (e.g., ROE provided to commander or the terrain in a joint operations area), others are not under friendly control (e.g., threat posture), and still others are not under anyone's control (e.g., the weather in a particular geographic area).

Conditions are part of the immediate situation or mission context in which a task must be performed.

Conditions directly affect task performance. Conditions reflect the immediate situation or mission context in which tasks must be performed. For example, in performing a planning task like OP 5.3.4, *Develop Courses of Action/Prepare Staff Estimates*, the conditions of the immediate situation could include the clarity of mission orders, the amount of time available to complete the planning process, and the relative strength of friendly forces. In another example, for an employment task like OP 1.1, *Conduct Operational Movement*, the conditions of the immediate situation could include the weather, visibility, and type of terrain. The nature of a task will help to define the scope of the immediate situation for that task's performance. For example, the immediate situation of a strategic level of war task (national military) might span multiple theaters of war from a headquarters in CONUS. These relationships are shown in Figure 9.

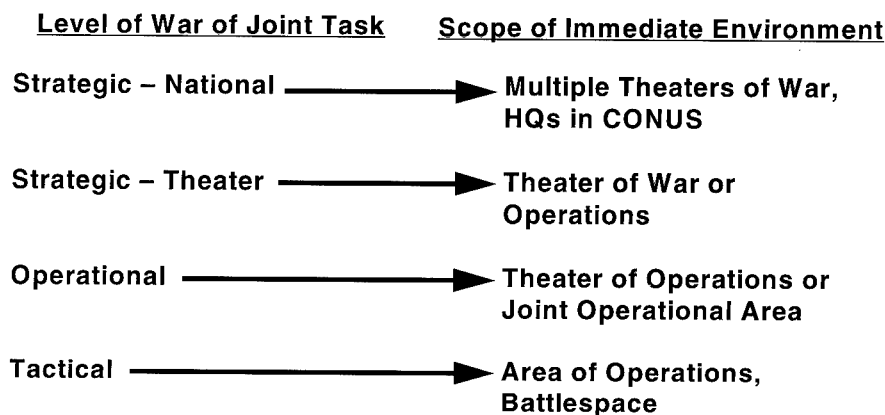


Figure 9. Relationship of Levels of War to Operating Environment

Conditions make it easier or more difficult to successfully perform joint tasks.

Conditions are Variables of the Operating Environment. Conditions directly impact the ability to perform a task (e.g., security of lines of communication impacts the ability to sustain joint task force operations) or the way in which the task is performed (e.g., lack of interoperability among friendly units and systems impacts procedures for performing task OP 5.1.1, *Communicate Operational Information*). Further, a specific condition does not have the same impact on the performance of all joint tasks. Indeed, a condition that has a negative impact on one task (e.g., the impact of *poor visibility* on the ability to *collect intelligence on enemy targets*, OP 2.2.2), may have a similar impact on a second task (e.g., the impact of *poor visibility* on *operational movement of friendly forces*, OP 1.1), a positive impact on a third joint task (e.g., the impact of *poor visibility* on *maintaining OPSEC*, OP 6.3), and no impact on a fourth task (e.g., the impact of *poor visibility* on *maintaining alliance and regional relations*, ST 8). Thus, a particular condition will have varying impacts on different tasks.

Some conditions are shared by friendly and enemy forces (*climate*), while others are unique to one or the other (*days of supply*).

Conditions Impact Both Friendly and Enemy Forces.

Some conditions are shared by friendly, neutral, and enemy military forces and some are not. For example, the condition of *climate* applies to a geographical area that may include friendly, neutral, and enemy military forces. Therefore, the condition of climate is shared. On the other hand, a condition such as “*days of supply*” could refer to the friendly force or to an enemy force. In such situations, one must designate which force is being referred to by the condition. *Days of supply (friendly)* may be a critical factor in *performing operational maneuver* (OP 1.2) deep into enemy territory by friendly forces, whereas *days of supply (enemy)* may be a critical factor in the ability of the friendly force to *develop enemy operational intentions* (OP 2.3.3.1).

The UJTL contains a list of conditions for joint tasks.

Conditions for Joint Tasks. A list of conditions for joint tasks has been prepared specifically for use in the joint training process. This list, found in CJCSM 3500.04, is intended to be comprehensive. It contains a complete listing of conditions applicable to all tasks in the UJTL. Conditions in this list are organized into three categories as follows:

- ◆ **C 1.0 Physical Environment** (i.e., both the natural environment of land, air, sea, and space as well as those changes caused by man).
- ◆ **C 2.0 Military Environment** (i.e., mission and characteristics of friendly and enemy forces).
- ◆ **C 3.0 Civil Environment** (i.e., political, cultural, and economic factors).

Each of the three categories contains a number of conditions organized and numbered in a hierarchical manner. A breakout of the conditions list is shown in Figure 10.

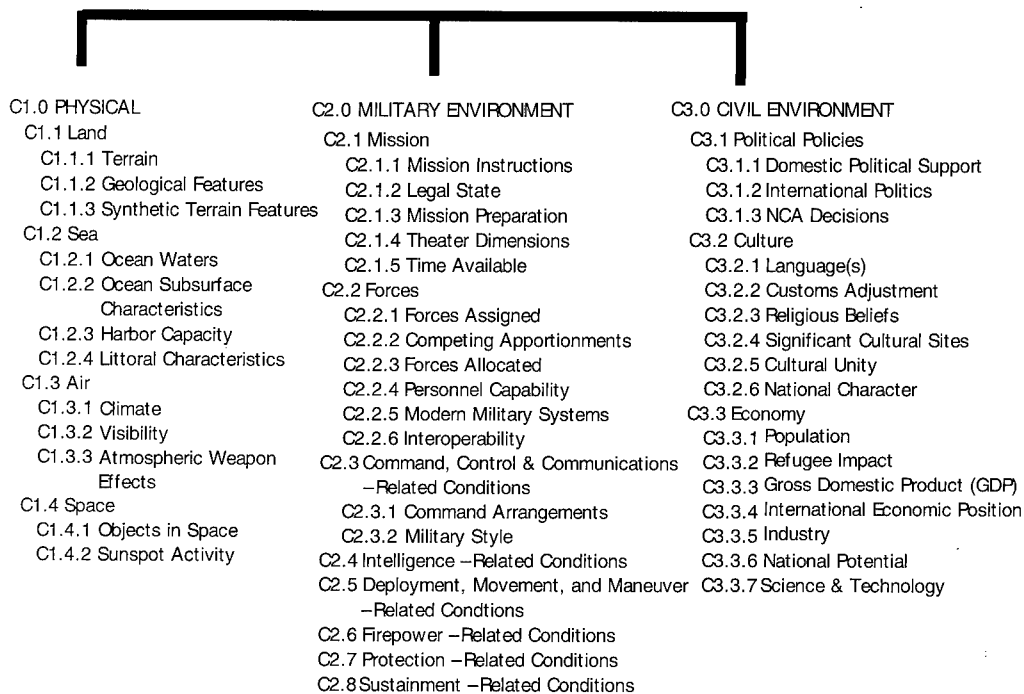


Figure 10. Organization of Conditions for Joint Tasks

Each condition is defined in CJCSM 3500.04.

Defining Conditions. Every condition in the list of conditions for joint tasks is clearly defined. For example, the condition, *forces assigned (C2.2.1)*, is defined as the capabilities of combat and support forces assigned to a combatant commander day-to-day. When defining a condition, it is often useful or necessary to indicate to whom the condition applies. For example, the condition *forces assigned*, could apply to one's own forces, allied forces, neutral forces, or threat forces. This can be indicated by adding a reference as follows: C 2.2.1, *Forces Assigned (Enemy)*.

Each condition has descriptors that specify how that condition might exist during task performance.

Describing Conditions. Condition descriptions specify how that condition exists during the conduct of a particular task in the context of a mission. Each condition may exist to different degrees or at different levels. For most cases, these differences have been reflected through the creation of categories as illustrated in the following examples:

- ♦ **C 1.3.1.3.3 Wind Velocity** - light (<7 mph); moderate (7-24 mph); strong (25-46 mph); high (47 to 72 mph); hurricane force (>73 mph).
- ♦ **C 1.3.2 Visibility** - minimal (<1/4 NM); low (1/4 to 1 NM); moderate (1-3 NM); good (3-10 NM); high (10 to 20 NM); unlimited (>20 NM).
- ♦ **C 3.2.1 Language(s)** - primarily English; English as secondary; other.
- ♦ **C 3.2.5 Cultural Unity** - high (unified); moderate (few divisions); low (serious divisions).

Commanders first identify conditions that apply to a large number of mission tasks.

Describe "Global" Mission Conditions. As a first step in applying conditions to a joint task, commanders examine their missions to identify "global" conditions that are likely to affect the performance of a large number of tasks. For example, *climate* (C 1.3.1) may affect the performance of a large number of tasks. Another example might be the *command arrangements* (C 2.3.1) under which a mission is being conducted. Such conditions, rather than being specified for each task, can be specified as applying to all of the tasks comprising a particular mission.

Task performance is generally affected by only a small number of conditions.

Linked Conditions. The UJTL contains more than 600 tasks. The conditions for joint tasks list, UJTL section 3, contains approximately 250 distinct conditions. It is impractical to describe all 250 conditions for any one joint task, let alone for all 600+ tasks. About five conditions will, in most cases, be sufficient to describe the immediate

situation impacting on the performance of a joint task. Further, conditions significantly impacting one task will likely differ from the conditions impacting other tasks. Therefore, to identify, in advance, those conditions that significantly impact each joint task facilitates the establishment of clear warfighting requirements.

JoinTCAT software links several conditions to each joint task to provide a start point for JMETL development.

JoinTCAT Software Links Conditions to Joint Tasks.

The Joint Training Computerized Analysis Tool (JoinTCAT) Version 2.1 has been designed to aid in the JMETL development process. JoinTCAT contains a data base that identifies approximately five conditions for every joint task. These linked conditions represent a start point for identifying conditions that significantly impact task performance for a given mission. Commanders may use the JoinTCAT software to add or delete condition linkages to their JMET based on the specific nature of assigned mission(s) and the operating environment.

Military activities tend to be linked to physical conditions while staff processes link to conditions that make planning, analysis, and decision making more difficult.

Different Types of Joint Tasks are Linked to Different Conditions.

Different types of joint tasks will have different condition links. Military activities (e.g., *Conduct Intratheater Deployment and Redeployment of Forces within Theater of Operations/JOA, OP 1.1.2*) describing movement of a joint force element, the application of firepower, intelligence collection, communication, etc., are associated with conditions directly impacting the action undertaken (e.g., lack of ports directly impacts the ability to deploy forces by sea). On the other hand, staff processes (e.g., *Analyze and Evaluate Operational Areas, OP 2.3.2*), the essence of which involves planning, analysis, and decision making, are associated with conditions that make the planning, analysis, or decision making activities more complicated (e.g., the lack of an intelligence data base on the area of operations impacts the ability to analyze the area of operations).

Commanders produce a list of conditions for each joint task that is critical to mission accomplishment.

Commanders Review Each Task to Establish Condition Links. Joint force commanders should review and refine conditions in light of their assigned missions. The JMETL will include those conditions that, in the judgment of a joint force commander, are most likely to impact joint task performance. Each condition linked to a task could, if experienced in its most unfavorable state, seriously degrade task performance and increase the risk of mission failure.

Examples of Linked Conditions. However a condition is described, it is important that it is understood. The following examples illustrate joint tasks and their linked conditions:

Example 1

Example 1: Physical conditions (e.g., weather) tend to impact military activities like deployment.

Mission: Deter Aggression

Level of Command: Joint Task Force

Task: OP 1.1.2, *Conduct Intratheater Deployment and Redeployment of Forces within Theater of Operations/JOA*

For this type of task, linked conditions are those physical conditions making the task of transporting major forces in the theater of operations more difficult. Examples can include weather systems, adequacy of lift assets, or status of intratheater LOCs with regard to security. These are illustrated below.

Linked Conditions	Condition Descriptors
C 1.3.1.2 Weather Systems - systems that determine weather over the next 2 to 5 days	Clear (high pressure) Unsettled (low pressure) Major storm
C 2.5.2 Lift Assets - adequacy of lift assets for moving and supporting forces	Robust (as planned) Limited (somewhat less than planned) Little or no
C 2.5.1.4 Intratheater LOCs - freedom of movement for forces and materiel within a theater	Secure Contested Unsecured

Example 2

Example 2: Physical conditions (e.g., interoperability) also impact military activities such as communication.

Mission: Deter Aggression

Level of Command: Joint Task Force

Task: OP 5.1.1, *Communicate Operational Information*

For this type of task, linked conditions are those physical conditions making the task of operational communication more difficult. Examples include the availability of modern information and intelligence processing systems, system interoperability, and the language(s) used for friendly voice and written communications. Notice that for the condition of language, it is necessary to specify whether the language referred to is used by allies or by an enemy. These are illustrated below.

Linked Conditions	Condition Descriptors
C 2.2.5.2 Modern Information & Intelligence Processing Systems - availability of modern information systems in numbers and types	Abundant (widely distributed throughout the force) Limited (not widely distributed and use closely controlled) Few (treated as "magic bullet" systems)
C 2.2.6 Interoperability - the ability of systems, units, or forces to interact with other systems, units, or forces and to operate effectively together	Full (systems, units, or forces can integrate easily, both vertically and horizontally) High (systems, units, or forces can be integrated vertically and horizontally with few workarounds) Some (systems, units, or forces can only partially interoperate) No
C 3.2.1 Language(s) (Allies) - the spoken and written means of communication	Primarily English English as secondary Other

Example 3

Example 3: Situational conditions (e.g., mission instructions) impact staff processes like the development of theater strategy.

Mission: Deter Aggression

Level of Command: Joint Task Force

Task: OP 5.3.4, *Develop Courses of Action/Prepare Staff Estimates*

For this type of task, linked conditions are those variables making it more difficult to develop a course of action. These conditions are generally not the physical type that make action tasks more difficult. Examples include the clarity of mission instructions, lead time for operations, and type of command arrangements. These are illustrated below.

Linked Condition	Condition Descriptors
C 2.1.1 Mission Instructions - clarity of instructions, directives, policy guidance (including end state), strategies, or SOFA below the NCA level	Clear (addresses likely issues and hedges, leaves little or no ambiguity as to intent, and allows freedom of action where required) Minimal (few in number, leaves most decisions to the on-scene commander) Restrictive (a large number of instructions, leaves little discretion to the on-scene commander)
C 2.1.5.1 Lead Time - the time from receipt of a warning or directive to initiation of military operations	Minimal (minutes to hours) Short (hours to days) Moderate (days to weeks) Long (weeks to months)
C 2.3.1 Command Arrangements - type of relationships or procedures set up among forces and their staffs for the effective management of forces and accomplishment of the mission	NATO Multinational Unilateral Ad Hoc

Joint force commanders describe conditions for each JMET based on the missions in which that JMET occurs.

In describing conditions, joint force commanders can select one or more condition descriptions.

Describing Conditions for JMET. Joint force commanders, based on an understanding of their assigned missions, describe conditions they linked to their JMET. The description of a condition may vary from one mission to another. For example, terrain found in one part of a commander's AOR for an MRC mission may be totally different than the terrain found in another part of the AOR for an LRC mission. As a result, a commander cannot determine that a particular condition will always be encountered. Therefore, condition descriptions may need to be broad enough to cover a variety of missions.

Joint force commanders, when describing a condition (e.g., C 3.2.2.1, *Societal Openness*) associated with a JMET (e.g., *Monitor Worldwide and Theater Strategic Situation, ST5.1.4*), may select a single category applicable to a mission (e.g., moderate) when they are fairly certain about how that condition will be experienced. Alternatively, commanders may select multiple categories of condition descriptions ("moderate" and "high") when they are uncertain how the condition will impact military operations.

Summary

Joint force commanders select and describe conditions globally for their missions and specifically for their command JMETL.

The complete list of conditions is contained in the UJTL (CJCSM 3500.04). Joint force commanders are initially provided with sets of linked conditions for each of their JMET (in the JoinTCAT software). Joint force commanders can add or delete conditions. After selecting applicable conditions, the commander describes each condition using the alternative descriptions provided. In addition, conditions can be linked globally to a mission. The result of this step is a set of conditions for each JMET and mission that reflect the way a commander is likely to experience these conditions during mission execution.

Step 3: Establish Mission-Based Standards

Joint force commanders establish standards for JMETs.

Purpose. In this step, commanders establish standards for their JMETL based on mission requirements. These standards must be set in light of the fact that commanders have already associated conditions to their JMETL based on mission analysis.

A standard consists of two parameters: a measure and a criterion.

Definition of Standards. Standards express the degree to which a joint force must perform a JMET under a specified set of conditions. A standard consists of two parameters: a measure and a criterion. Both are defined below.

Measures provide a basis for describing varying levels of task performance.

Definition of Measure. The first parameter of a standard is a measure providing the basis for describing varying levels of joint task performance. A measure is always directly task related. For example, consider the task, *Communicate Operational Information*, OP 5.1.1, referring to the sending and receiving of information from one unit or staff organization to another by any means. Higher levels of performance on this task are characterized by a greater capacity to send and receive information (more messages in any given time period), an ability to do so more accurately or more consistently (with less errors or interruptions), and an ability to do it over greater distances (transmission range between communication nodes). One measure of performance for OP 5.1.1 might be **the number of messages transmitted per hour**. This measure would provide an indicator of the capacity to transmit messages (i.e., the speed of message transmission). More messages per hour would indicate a higher level of performance. Fewer message per hours would indicate a lower level of performance. A second measure for OP 5.1.1 might be the **percent of error-free messages sent (in content or addressees)**. This measure provides an indicator of the accuracy with which the task was performed. A third measure is the **distance over which a**

message could be transmitted (transmission range). This is a measure of the power or endurance of task performance. Fourth, depending on the means being employed to send information, the **time required for transmission from sender to receiver** could be an important measure. Certainly, when messages are sent via hardcopy, this could be an important measure of performance. All of the measures in this example allow us to distinguish among and describe different levels of task performance for the task *Communicate Operational Information, OP5.1.1*.

A criterion defines acceptable levels of task performance.

Definition of Criterion. The second parameter of a standard is a “criterion.” A criterion defines acceptable levels of performance. It is often expressed as a minimum acceptable level of performance. For example, for the task *Communicate Operational Information, OP5.1.1*, a performance criterion for the measure, number of messages transmitted per hour, might be 40. The combination of a measure and a criterion comprise the standard for a JMET (i.e., 40 messages transmitted per hour).

Measures are preferred that are objective and that focus on the outcomes or products of task performance.

Desired Characteristics of Measures. Measures allowing objective assessment are preferred to those requiring subjective judgment. Quantitative measures are often objectively measured. Measures related to outcomes or products are preferred to those that simply measure activity levels (e.g., number of steaming hours as a measure of movement) or the process of task performance (e.g., percent of task steps performed in the correct sequence).

Examples of JMET Measures and Standards. A standard often consists of either (1) a single measure and criterion or (2) multiple measures and associated criteria. The following examples illustrate some joint tasks and their standards.

Example 1

Example 1: A performance measure for SN6.3, Mobilize at Home Station, could be "days to assemble forces."

Mission: Deter Aggression

Level of Command: Joint Force Supporting Command

Task: SN 6.3, *Mobilize at Home Station*

For the joint task SN 6.3, *Mobilize at Home Station*, given conditions of a partial reserve callup, full domestic political support, and cooperative press relations, a criterion of performance for the measure, **days to assemble forces**, could be established as 10 days. This represents a measure of the time it takes to perform the task. A second measure could be employed to reflect how well the task was performed. Such a measure might be the **percent of personnel who report fully equipped and trained**. These measures are illustrated below.

Criterion	Measure
10	Days to assemble forces
94	Percent of personnel fully equipped and trained

Example 2

Example 2: A performance measure for ST 4.3.2, Provide Supplies and Services for Theater Forces, could be "days of supplies in place to support campaign."

Mission: Deter Aggression

Level of Command: Joint Force Supported Command

Task: ST 4.3.2, *Provide Supplies and Services for Theater Forces*

A criterion can also establish an acceptable range of task performance. For example, for the task ST 4.3.2, *Provide Supplies and Services for Theater Forces*, given contested intratheater LOCs, a moderate intratheater distance (between 50 and 150 NM), and negligible host nation support, an acceptable range of performance could be specified as **between 90 and 120 days of supplies in place to support the campaign**.

Having either less than this range (too risky) or more than this range (too cumbersome) could present problems. Several other measures are illustrated below.

Criterion	Measure
1,000	Tons/day supplies processed and issued in theater
180	Days that supply effort can be sustained
90 - 120	Days of supplies in place to support campaign

Example 3

Example 3: A performance measure for OP 1.3.2, Enhance Movement of Operational Forces could be "durability of repairs."

Mission: Deter Aggression

Level of Command: Joint Task Force Command

Task: OP 1.3.2., *Enhance Movement of Operational Forces*

This task involves preparation or improvement of LOCs for operational movement. More than one measure may address a common aspect of task performance (e.g., time). In this example, more than one measure related to time is used to set a standard for OP 1.3.2, *Enhance Movement of Operational Forces*, given conditions of tropical climate and undeveloped lines of communication. One measure concerns the **time for initial performance (of repairs or improvements)** and the second concerns the **time period before the task may have to be performed again**. These measures are illustrated below.

Criterion	Measure
10	Days to complete improvements
6	Months that repairs will last

After selecting JMETL, describing conditions, and analyzing tasks in a mission context, joint force commanders can establish standards.

Standards often require use of more than one measure.

Standards do not specify who will perform the task.

JMETL standards should reflect an understanding of friendly force capabilities.

Setting Standards. JMETL standards for are set within the framework of a joint force commander's mission and in the context of the mission-derived conditions. JMETL standards should only be set after (1) mission analysis is complete, (2) linked conditions have been identified and described, and (3) measures have been selected that reflect the way in which the task contributes to mission accomplishment. This ties JMETL standards to missions.

A Standard May Use More than One Measure. Each joint task may have standards using one or more measures. A standard can be set on any measure applying to a task. In some situations, one measure may be sufficient. In other situations, a commander may have to specify a standard using more than one measure to fully define a required level of performance. For example, in specifying a standard for engaging enemy targets, measures for both engagement time and accuracy may be required to fully define a required level of performance.

Standards Do Not Specify Who Performs Joint Tasks. A standard for a single JMET does not normally have to be met by a single joint force component. In many joint operations, several elements of the force (component commands, unit types, system types) may be assigned responsibility to perform a JMET. Therefore, the assessment of performance will often reflect the combined capabilities of multiple force elements.

JMETL standards reflect the joint force commander's understanding of required warfighting capabilities based on assigned missions (and the associated concept of operation and operation plan) and the conditions likely to be experienced in carrying out that mission. JMETL standards must also be established with cognizance of friendly force capabilities (i.e., do not expect a division to be as capable as a corps, a single ship to be as effective as a carrier battle group).

Standards for one JMET may be interdependent with standards for other JMETs. When the standard for one task changes, it may affect the standards on other tasks.

Required warfighting capability is expressed as: Perform this task, under conditions of ..., to a standard of ...

Establishing joint standards completes JMETL development.

Joint Task Standards are Interdependent. A standard for one joint task may be interdependent with standards for another joint task involved in the same military operation. For example, the standard for accuracy in locating targets in *Collect Information on Operational Targets*, OP 2.2.2, is interdependent with the standard of success for *Attack Enemy Operational Land/Maritime Targets*, OP 3.2.1. Increased accuracy in locating targets may lead to increases in the requirement to successfully engage targets. Thus, changing a standard for one task in a military operation may affect standards for other tasks in the same military operation.

Warfighting Requirements Include Tasks, Conditions, and Standards. An example of a warfighting requirement follows the syntax of "Perform this task, under conditions of ..., to a standard of ..." For example, in the context of a Humanitarian Assistance mission, *distribute supplies for campaign and theater of operations/JOA* (OP 4.5) under conditions of *stormy weather* (C 1.3.1.3) and *contested intratheater lines of communication* (C. 2.5.1.4) to a standard of **2,000,000** ton miles of cargo moved per day and **four** hours or less to locate a unit or major cargo upon status request.

Summary

Joint force commanders complete the development of their JMETL when they establish standards for each JMET. These standards are based on their high priority missions and focus on the tasks most essential to mission success.

JMETL Development Example

JMETL examples are provided below.

The example provided below integrates the JMETL development methods described in this handbook.

State the mission.

Mission: Liberate Kuwait and Destroy Iraqi Forces.

The mission of the Joint Force Commander is to liberate the people of Kuwait from the occupying Iraqi forces and to protect the future independence of the Kuwaiti people through the destruction of the Iraqi Republican Guard forces.

Identify level of command.

Identify Level of Command. This mission is being carried out by a joint force command at the operational level of war.

Identify JMET associated with mission.

Step 1: Review Mission Analysis and Identify Joint Mission Essential Tasks. Using the operations template technique, a number of tasks central to the OPLAN for the above mission can be depicted (see Figure 11). Some of the tasks in this template are identified as JMETL (by shading) while others are supporting tasks. Supporting tasks, while not designated as JMETL, may link to JMETL of supporting joint force commands or subordinate commands.

The JMETL identified in Figure 11 include the following:

- *Gain and Maintain Air Superiority in Theater of Operations/JOA (OP1.5.3)*
- *Provide Firepower in Support of Operational Maneuver (OP 3.2.6)*
- *Plan and Execute Demonstration (OP 1.2.4.2)*
- *Establish Priorities and Supply Operational Forces (OP 4.5.2)*
- *Conduct Operations in Depth (OP 1.2.4)*

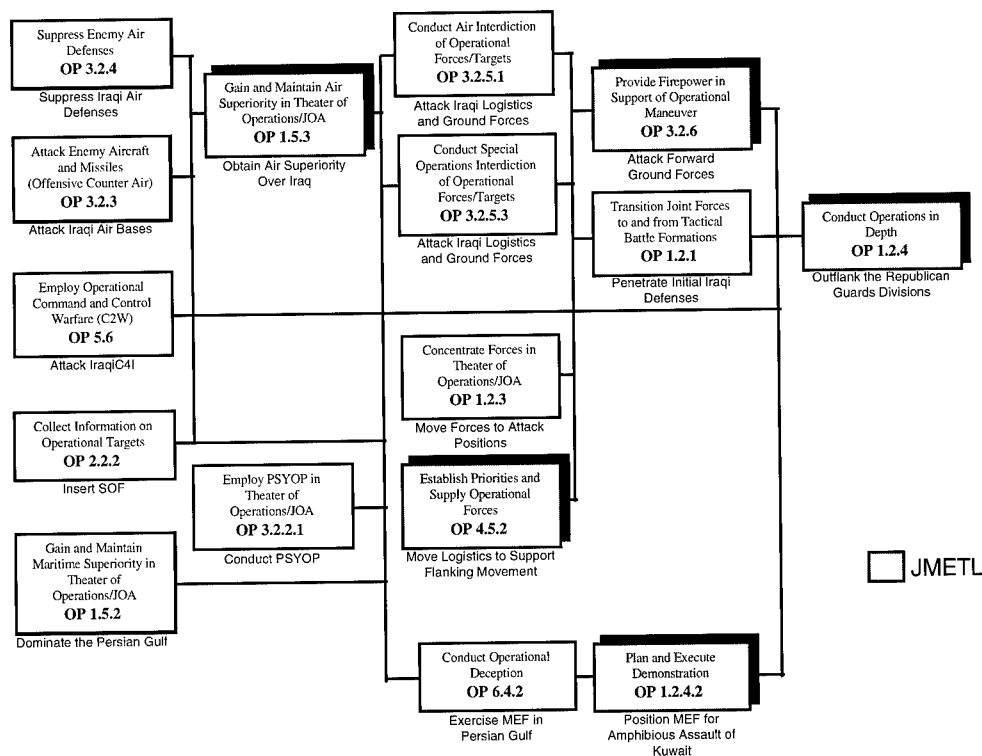


Figure 11. Example of Operation Template for Mission to Liberate Kuwait and Destroy Iraqi Forces

Describe mission conditions. Step 2: Describe Conditions for Each JMET. First of all, several mission level conditions are assigned to JMET for this mission. These few global conditions apply to all of the JMET.

Mission will be conducted under the conditions of:

- Arid climate (C 1.3.1)
- Multinational ROE (C 2.1.1.4), and a
- Strong force allocated (C 2.2.3).

Describe conditions that apply to JMET.

Additional conditions that apply to specific JMET are as follows:

- OP 1.5.3, *Gain and Maintain Air Superiority in Theater of Operations/JOA* under conditions of :
 - high military systems reliability (C 2.2.5.3)
 - high space platforms availability (C 2.7.3.2) and
 - unlimited visibility (C 1.3.2).
- OP 3.2.6, *Provide Firepower in Support of Operational Maneuver* under conditions of:
 - partial multinational integration (C 2.3.1.2)
 - general air superiority (C 2.7.2), and
 - moderate degree of camouflage (enemy targets) (C2.6.2)
- OP 1.2.4.2, *Plan and Execute Demonstration* under conditions of:
 - continuous communications connectivity (C 2.3.1.6)
 - general air superiority (C 2.7.2), and
 - complete foreign government support (coalition partners) (C 3.1.2.3)
- OP 4.5.2, *Establish Priorities and Supply Operational Forces* under conditions of:
 - medium theater dimensions (C 2.1.4)
 - adequate sustainment facilities (C 2.8.1), and
 - low economic self-sufficiency (of Saudi Arabia) (C 3.3.4.1)
- OP 1.2.4, *Conduct Operations in Depth* under conditions of:
 - low route availability (C 1.1.3.4)
 - extensive obstacles to movement (C 1.1.3.3), and
 - general air superiority (C 2.7.2)

The conditions linkages described above are not exhaustive; they are the ones identified by the joint force commander as the most significant for the current mission.

Select measures and establish mission-based standards for each JMET.

Step 3: Select Measures and Determine Mission-Based Standards for Each JMET. Based on mission objectives, tasks identified as JMET, and consideration of the mission- and task-level conditions impacting performance of the JMET, measures are selected for each of the JMET tasks. Measures are selected based on their ability to indicate the degree task performance contributes to mission success. Standards are then assigned to each of the selected measures. Standards achievement is consistent with successful implementation of the OPORD for the joint force commander's assigned mission.

The joint force commander must perform:

- OP 1.5.3, *Gain and Maintain Air Superiority in Theater of Operations/JOA* under conditions of :
 - high military systems reliability (C 2.2.5.3)
 - high space platforms availability (C 2.7.3.2)
 - and
 - unlimited visibility (C 1.3.2)

To a standard of:

- 98 percent of friendly air sorties uncontested by enemy defenses
- OP 3.2.6, *Provide Firepower in Support of Operational Maneuver* under conditions of:
 - partial multinational integration (C 2.3.1.2)
 - general air superiority (C 2.7.2), and
 - moderate degree of camouflage (enemy targets) (C2.6.2)

To a standard of:

- 4 hours to initiate an attack on enemy operational targets
- 80 percent of targets attacked on which desired effects were achieved

- OP 1.2.4.2, *Plan and Execute Demonstration* under conditions of:

- continuous communications connectivity (C 2.3.1.6)
- general air superiority (C 2.7.2), and
- complete foreign government support (coalition partners) (C 3.1.2.3)

To a standard of:

- 10 days during which attention of enemy was held
- 25 percent of enemy forces diverted from prior mission by demonstration

- OP 4.5.2, *Establish Priorities and Supply Operational Forces* under conditions of:

- medium theater dimensions (C 2.1.4)
- adequate sustainment facilities (C 2.8.1), and
- low economic self-sufficiency (of Saudi Arabia) (C 3.3.4.1)

To a standard of:

- 45 days of supplies stockpiled to support campaign
- 5,000 tons per day of supplies delivered to operational forces

- OP 1.2.4, *Conduct Operations in Depth* under conditions of:

- low route availability (C 1.1.3.4)
- extensive obstacles to movement (C 1.1.3.3), and
- general air superiority (C 2.7.2)

To a standard of:

- 50 percent of enemy ground forces cut off from AO
- 2 percent/week enemy force desertions or surrender

The product of this process for the joint force commander is a JMETL, to include tasks along with associated conditions and standards, tied to a mission.

The result of this three step process is a series of JMETs, with associated conditions and standards, which serve as the joint force commander's mission-based warfighting requirements. In addition, the joint force commander has identified supporting tasks, some of which provide links to the JMET of supporting joint force commanders or of subordinate commands.

Summary

This handbook describes the process of JMETL development – paving the way for planning and conducting joint training.

The process of JMETL development involves the examination of the missions of a combatant commander, subordinate joint force commander, and functional or Service component commanders in order to establish required warfighting capabilities consisting of joint tasks, conditions, and standards. This handbook is intended to assist the combatant commands describe required capabilities in a form useful in the planning, execution and assessment phases of the joint training system. Further, it should aid resource providers and the Joint Staff in examining and coordinating joint training requirements among a number of combatant commands with diverse missions. The next phase of the joint training system begins with the development of a joint training plan delineating how combatant commanders allocate their joint training resources to meet JMETL requirements.

Glossary of Terms

AO	Area of Operations
AOR	Area of Responsibility
CJCS	Chairman, Joint Chiefs of Staff
CJCSI	Chairman, Joint Chiefs of Staff Instruction
CJCSM	Chairman, Joint Chiefs of Staff Manual
CINC	Commander in Chief
CJTF	Commander Joint Task Force
COA	Course of Action
CONUS	Continental United States
HA	Humanitarian Assistance
JFACC	Joint Force Air Component Commander
JFC	Joint Force Commander
JMET	Joint Mission Essential Task
JMETL	Joint Mission Essential Task List
JOA	Joint Operational Area
JoinTCAT	Joint Training Computerized Analysis Tool
JSCP	Joint Strategic Capabilities Plan
JTF	Joint Task Force
JTTP	Joint Tactics, Techniques, and Procedures
LOC	Lines Of Communication
LRC	Lesser Regional Contingency
MOOTW	Military Operations Other Than War
MRC	Major Regional Contingency
NATO	North Atlantic Treaty Organization
NCA	National Command Authority
NEO	Noncombatant Evacuation Operation
OPLAN	Operation Plan
OPORD	Operation Order
OPSEC	Operations Security
PO	Peace Operation
POD	Point of Debarkation
ROE	Rules of Engagement
SOC	Special Operations Command
TPFDD	Time Phased Force Deployment Data
UCP	Unified Command Plan
UJTL	Universal Joint Task List
UNAAF	Unified Action Armed Forces



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