

USAWC STRATEGY RESEARCH PROJECT

**BEYOND THE PORT SUPPORT ACTIVITY; THE ROLE OF THE PORT TASK FORCE IN
CONDUCTING RECEPTION, STAGING AND ONWARD MOVEMENT IN EUROPE**

by

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ABSTRACT

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FM 100-17-3, Reception, Staging, Onward Movement and Integration (RSOI) loosely outlines possible command and control relationships. Doctrine and force structure must respond to the environment of small-scale contingencies as well as major combat operations. Military Traffic management Command has responsibility as the Port Manager, but has neither the structure nor span of control to cover all the tasks required to operate in the uncertain environment which characterized many of the former republics of Yugoslavia, the Warsaw Pact and even our NATO ally Greece. Critical combat support and combat service support structure needs to be placed back in the active duty component. In response to requirements in the Balkans, USAREUR's 21st TSC established an RSO organization to facilitate transfer of authority every six months. Based on this successful model, a port task force that includes all the JRSOI functions and also includes force protection responsibilities needs to be codified in Army doctrine.

After a review of the strategic context, current doctrine and emerging concepts, the author will draw on his experience, as the commander of two operations, one for SFOR and one for KFOR, to document the roles, missions and functions of the USAREUR model.

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BEYOND THE PORT SUPPORT ACTIVITY; THE ROLE OF THE PORT TASK FORCE IN CONDUCTING RECEPTION, STAGING AND ONWARD MOVEMENT IN EUROPE

INTRODUCTION

Since the end of the Cold War, our strategy of forward presence has radically changed to one of power projection. As the old borders have crumbled and conflict has erupted in often austere regions, the US military has found itself deploying to unlikely areas including the Persian Gulf, the Balkans and even East Timor. The current strategic environment includes multiple simultaneous small-scale contingencies (SSC) and the full-scale preparation for future operations in Iraq, a major war.

The recently published National Security Strategy, and all the nested strategies below it, recognizes the need to deploy a decisive force rapidly. Through studies like the Joint Mobility Requirements Study and the Army Strategic Mobility Plan, huge amounts of resources have created, or enhanced, Army Pre-positioned Stocks and the fleet of very capable Large Medium Speed Roll-on/Roll-off ships. We have focused on upgrading capabilities through the procurement of new systems or the upgrade of infrastructure. We have failed to significantly increase the depth and breadth of organizations capable of executing these missions. "Recent force structure reductions, decreased forward presence, reduced defense funding, and increased operations tempo exacerbate current inefficiencies and make modernization and improvement of the current joint deployment and redeployment processes vital to achieving the National Military Strategy."¹

This paper will examine the last phase of the deployment process, Joint Reception, Staging, On-ward Movement and Integration (JRSOI), and then illustrate key points by examining a case study of these operations in the Balkans. It will examine the following issues:

- Doctrine and force structure are built to respond to full, high-intensity major combat operations and not to multiple, small-scale contingencies. We have invested heavily in materiel solutions to deployment weaknesses, but Army doctrine is relegated to transportation tactics, techniques and procedures instead of an operational mission.

- A large part of the Army's combat support and combat service support (CSS) force structures, particularly at echelons above Corps (EAC), are not resident in the active force. The active force is small, multi-tasked and incapable of meeting mission requirements at the present operational tempo without significant augmentation.
- Military Traffic Management Command (MTMC) can adequately meet its continental US (CONUS) transportation mission only after mobilizing the reserve component and is limited outside the continental US (OCONUS) to that of port management.
- JRSOI is conducted at a place which generally resembles an intermediate staging base (ISB) requiring both aerial and sea ports, transportation mode transfer points, staging areas, marshalling areas and life support areas. This task must be preformed by a command over and above the port support activity. A port task force that includes all the JRSOI functions and also includes force protection responsibilities needs to be codified in Army doctrine.
- There is no single deployment integrator for the Joint Force Commander (JFC) requiring a multitude of complex and often ambiguous command relationships.

While the Theater Support Command (TSC) and the Cargo Transfer Company initiatives made some marginally effective organizational changes, the Army is severely limited in the scope of operations. By relying on the reserve component for, at best, 50% of our capability (e.g. total terminal units) and, at worst, to 100% of our capability (e.g. Port Security units). Some would argue for more force structure or a larger US Transportation Command (USTRANSCOM) role. Most of the doctrine concerning JRSOI has relegated the mission to a logistics function and, generally, it falls into the transportation community; however, it is clearly an operational mission. Instead of trying to document the need for more transportation force structure and confusing the issue of who is in charge of a port, the Army should capitalize and formalize the tactics, techniques and procedures for conducting this mission, regardless of dedicated force structure. JRSOI should be a battle task under the mission essential task of deploy/redeploy required of all units. Whether deploying or not, most units will be in the process of deploying or acting as a "pusher" for those units that are in the active phase of deploying until it is their turn.

JRSOI are integral parts of the Army's power projection capability. Since Operation Desert Shield, an enormous amount of energy has been focused on improving the Army's ability to accomplish this mission within detailed standards. The advent of US involvement in the Balkans, which requires Transfers of Authority (TOAs) four times a year, required new ways of resourcing this mission. A TOA is the central integration process by which one unit relieves another unit. It greatly expands the time window when both forces are on the ground simultaneously, incorporating a "right seat" "left seat" model to ensure a unit is certified to execute its new mission. Subordinate units are required to build capability before a new task force headquarters assumes the entire mission.

The Balkans is representative of the typical SSC challenges Army forces will face in projecting power, short of a major war and mobilization. Although doctrine exists to perform JRSOI, it relies on units that are not in the active component and, thus, not available to execute as often, nor for as long as the SSC missions typically require. Furthermore, most of the doctrine focuses on the individual pieces of JRSOI and not the entire mission. For instance, MTMC is undisputedly the worldwide single seaport manager (SPM), but it does not autonomously have resources to provide the myriad functions of an intermediate staging base, which is a de facto RSO node.

The attacks of September 11th, 2001 highlighted the always high concern for working in an uncertain threat environment. A secure environment is essential to conducting RSO effectively and efficiently while recognizing the inherently vulnerable nature of the process. Additionally, as the Army quickly moves to an interim force and adopts the deployability goals of transformation, the requirements of conducting RSOI are greatly accelerated. This paper will attempt to link the conceptual framework of RSOI, ISB and the handoff between the strategic and operational levels of maneuver. It will use JRSOI in the Balkans as a case study to illustrate a mature theater coping with two simultaneous SSCs without the benefit of mobilization.

INSIDE JRSOI

This paper will address the current strategic environment the US military. Three SSC's: Bosnia, Kosovo, Afghanistan, and the full-scale preparation for future major combat operations in Iraq. The distinguishing features of this strategic context include: a continuous appetite for rapid deployment, the inability to use reserve component forces that aren't activated, the reliance on unit rotations and their cyclical demand for

wholesale deployment and redeployment of a force, the uncertain security environment and the cost-benefit of increasing preparedness.

JRSOI is the final phase of the joint deployment process. It is also the handoff between the strategic and operational levels. Fundamentally, it is a sequential regeneration of combat power, or reassembly of units that were broken down to suit the limitations of the transportation system. The principles of JRSOI include unity of command, synchronization and balance.² JRSOI is inherently joint, but within this paper, it will primarily address the Army perspective of operations. The fundamental question is: who does JRSOI?

JOINT DOCTRINE

Joint doctrine clearly specifies that the supported Combatant Commander is responsible for JRSOI in the Theater. Joint doctrine defines a Global Distribution System made up of two primary segments. "The first segment is the strategic-national LOC segment composed of points of origin or sources of supply external to a supported combatant commander's area of responsibility (AOR). The second primary LOC segment in the global distribution system is the in-theater segment that extends from ports of debarkation, points of origin, or sources of supply to final destinations or points of need internal to an AOR. Operation of the in-theater portion of the global distribution system is the responsibility of the supported combatant commander."³ Clearly there is a seam in the deployment process that ideally is minimized, yet provides an opportunity for friction.

The supported Combatant Commander normally delegates the responsibility for operation of terminals to the proper service component commanders. As an example, the Combatant Commander may assign air terminal responsibilities to the Commander of Air Forces and water terminal operations to the Army or Navy Component Commander. It is also evident that the Army, as the primary force involved in peacekeeping and humanitarian operations, has the predominant requirements for this mission.⁴ The JFC will routinely assign the Army Service Component Commander (ASCC) as executive agent for JRSOI. The ASCC will typically designate the senior support commander to provide unity of command to execute JRSOI, and specific units will be assigned or placed under the operational control of the senior support command to provide operational capability.

The arrival of strategic air and sealift will be controlled by the JFC through the USTRANSCOM element attached to his staff. Strategic lift assets remain under command of USTRANSCOM, as a supporting Combatant Commander, and cannot be retained or diverted by the JFC without concurrence of USTRANSCOM. The aerial and seaports of debarkation will normally be managed by AMC (Air Mobility Command) and MTMC respectively, under the SPM concept and operated by the designated logistics command under command and control (C2) of the JFC.⁵ As a source of friction, USTRANSCOM's assertiveness is often confused as a line of command authority. The "who is in charge" question requires resolution early in the planning process.

ARMY DOCTRINE

There is tremendous doctrinal ambiguity concerning this mission in Army field manuals, in fact, the joint publications are much more current and detailed. Army manuals give more discussion to what a port support activity (PSA) is than defining the overall mission in terms of an organization. From an Army doctrine perspective, ambiguity is a feature of most of the Theater level CSS doctrine. This is in recognition of the Combatant Commander's flexibility to tailor forces as required by his unique geographic circumstance. Further, each supported Combatant Command is completely different in terms of maturity, assigned forces and priority for planning and execution. The transportation community developed a family of manuals to layout the doctrinal basis for deploying Army units. The execution of reception activities is found in transportation field manuals that describe organization and tactics, techniques and procedures for terminal operations. All of these manuals are out of date and priority for revision is with the deployment manuals.

Operationally, the ASCC is focused on the reception, staging an onward movement. The TSC is the main Army support command available to the ASCC to provide JRSOI support to major operations.⁶ The TSC and its area support groups are normally responsible for planning and executing RSO operations, to include security.⁷ The TSC mission involves a wide array of operational-level CSS functions and operations. Operational-level CSS focuses on theater support operations that involve force generation, force sustainment and redeployment. Many of these ASCC CSS functions support Army forces and other services, nations, and agencies when the ASCC has lead service responsibility. The TSC is the critical link between strategic agencies and commands (such as, USTRANSCOM, Defense Logistics Agency, and

Army Materiel Command (USAMC) and units in theater. Organizationally structured with a Distribution Management Center (DMC) and a Theater Materiel Management Center (MMC), the TSC provides the centralized and integrated end-to-end visibility and control of the distribution system from factory to foxhole.

The TSC is not, however, the employment headquarters and should not be tasked to conduct JRSOI holistically. "RSO&I is a process by which combat power is generated. Often viewed as a logistics problem, it is, in fact, a critical operational challenge that relies on a logistical infrastructure for successful execution."⁸ The operational commander retains responsibility to track and report through operational channels the build-up of combat capabilities.⁹ As the "customer", the operational employment headquarters drives the required delivery date and integration of the force, and retains decision-making authority for all priorities and schedules. The TSC enables JRSOI and can conduct a majority of the tasks associated with the mission, but it is typically not an employment headquarters and fills a supporting role only. Further doctrinal clarity on the execution responsibility distinction is required.

WHO EXECUTES JRSOI?

In answering the "who executes JRSOI" question, the answer is numerous organizations and activities, but there is clearly a line of command authority which goes from the supported Combatant Commander to the Joint Force or Army Component Commander who will typically delegate portions of the task to its senior logistics command, the TSC. "Successful JRSOI is characterized by three overarching principles: unity of command, synchronization, and balance."¹⁰ These principles ultimately prescribe placing a single headquarters in charge. The days of the all-purpose, doctrinal threat template are gone, just as the days of a single-prescription Army doctrine where one concept fits all. Logisticians still support the three levels of war – strategic, operational and tactical – the added challenge is ensuring that relevant information flows not only vertically but also horizontally so that all levels have the same common operating picture simultaneously. In accordance with FM 3.0, Operations, support was divided into three levels: strategic-theater, operational, and tactical. At the strategic-theater level, the Combatant Commander makes the final decisions on all actions to support the theater. Reception, the unloading of personnel and equipment from strategic or operational transport, marshalling local area transport (if required), and

providing life support and force protection to the deploying personnel are often the interface between the strategic and the operational levels.

USTRANSCOM is a supporting command and performs planning, strategic movement on common user transportation and executes SPM functions for aerial and seaports. Because of the limited resources and its wide scope of operations, MTMC routinely functions as a port manager and would require extensive external augmentation to perform as a port operator. Short of mobilization, MTMC has more responsibility than capability.

MTMC, as the SPM, is an integral part of any JRSOI Port Task Force (PTF). The PTF is a command resourced with adequate capability to conduct the entire mission, not just the reception portion. Typical missions include all the tasks required to establish and operate an ISB. The ISB as the place where JRSOI is conducted is defined as "a tailorable, secure command and control, combat support, and combat service support staging, support, and sustainment base and transportation node established by the Joint Force Commander and located near, but not in, the theater area of operations."¹¹ Port management is a very specific, highly defined mission with detailed tasks and functions. Operating an ISB is clearly something quite different, requiring different competencies and resources.

USTRANSCOM'S CONTRIBUTION

The MTMC active component (AC) force structure is composed of Terminal Transportation Brigades (TTB) for C2 and Transportation Battalions for terminal operations. The Brigades execute the command's DOD-assigned responsibility as the single port manager for common-user seaports. The battalions conduct both CONUS and OCONUS terminal operations. In 2000, MTMC initiated a program to streamline the AC battalions. The program resulted in the standardization of AC unit staffing at reduced strengths. AC battalions are made up of only twenty-six personnel. OCONUS, these battalions rely on reserve component detachments, Contract Supervision (CS), Cargo Documentation (CD) and Automated Cargo Documentation (ACD) detachments to execute their port manager functions. All units require commercial and/or military stevedores to conduct terminal operations.¹²

MTMC has instituted organizational change to support JRSOI by developing deployment support teams (DSTs) to act as, or augment the port manager in ports of debarkation. The DSTs are task-organized, pulling assets from across MTMC and

incorporating RC detachments made up of soldiers, civilians and foreign local nationals. DSTs are designed to provide the JFC capability to perform port operations at locations where no DOD port facilities exist. A typical DST is not fixed, but will generally range between six and fifteen personnel, based on mission analysis. A DST is established to direct water terminal operations, including supervision of movement operations, contracts, cargo documentation, security operations and the overall flow of information. "Deployment support teams provide us with the flexibility to rapidly deploy our port operations capabilities anywhere in the world," said Col. Peter J. Gitto, Commander of the 599th Transportation Group describing DST support to Operation Enduring Freedom at Diego Garcia. To illustrate the level of operational tempo MTMC is supporting, Major General Kenneth Privatsky, MTMC Commander, testified before Congress in July, stating: " In the past 18 months, we have conducted 62 exercises/deployments."¹³ Leveraging technology, the DST can stay connected and maintain situational awareness, while providing, arguably, its most valued service: long-term business relationships with local port service companies acting as the port operators. The development and employment of DSTs is an innovative response to constrained resources and increasing demands.

In its major command reorganization of 2000, MTMC centralized management of its core business and operations in the former Deployment Support Command at Fort Eustis, Virginia. The new MTMC Operations Center, led by a one-star general, approves all port security planning and remains in constant communication with the supported geographic combatant commands, deploying units, commercial port and carrier industries and the various government organizations involved that have a coordinating role in the process. MTMC now has a robust twenty-four hours a day/seven days a week operations center that is monitoring worldwide deployments and other surface transportation from a single location. This capability has enhanced support to port operations and improved reaction to any issues, quickly and decisively. Additionally, the MTMC Operations Center receives and disseminates intelligence updates keyed to operations worldwide.¹⁴ In fact, this organizational "flattening" through centralized management has been so successful that MTMC is examining elimination of the Group Headquarters.¹⁵

With reorganization have come dangerous perceptions, as indicated by a recent Transportation Center study to reorganize MTMC. "Today MTMC is an efficient business organization which accomplishes its stated mission. However, it has separated

itself from the mainstream Army and has moved away from its deployment support and training mission moving more and more to the operation of ports, "assisting units" (with no formal responsibilities in execution) to deploy from post, camps, and stations.¹⁶ Realistically, MTMC can provide the JFC limited port management capability performing the strategic hand-off to the operational reception of forces.

PORT MANAGER

As port manager, MTMC can perform the following functions: participate in mission development and analysis, conduct assessments of ports (to include a transportation engineering estimate), establish liaison with host nation port authorities for acquiring terminal facilities and related services, develop statements of work and contract for stevedoring and related terminal services (where such services are commercially available) and cargo stow planning. MTMC's port manager administers Military Sealift Command (MSC) ocean carrier contracts, books vessel charters and provides liaison with the vessel captain. MTMC participates in the planning and execution of redeployment, workloads the port (such as providing vessel discharge priorities, ship schedules and manifest data to the port operator, based on JFC requirements). The port manager provides inter-theater documentation oversight, documentation services for MSC-negotiated commercial liner contracts and communication/automation technical support for transportation/logistics automation systems related to theater water terminals.¹⁷ The performance of the port manager mission involves extensive coordination and dependence on a number of interrelationships (within the military, among diverse federal and state agencies, foreign ministries and agencies, as well as commercial activities.)

PORT OPERATOR

Port operations are the most resource intensive, requiring the manpower to physically perform the myriad tasks. The port operator of a contingency seaport of debarkation (SPOD) has a wide range of functions, essentially executing the plan and direction of the port manager. These functions may include: port preparation and improvement, cargo discharge and upload operations and cargo documentation. It may also include harbor craft services, heavy lift services, and port clearance command and control. Port security for vessel and cargo are required in accordance with Army and TRANSCOM Regulation. TTBs are designed to both manage and operate a port, but

they are they have not been activated to support SSCs. The TTB has organic Port Security Companies, but these assets are typically dedicated to the CONUS strategic seaports. While MTMC can contract stevedore and longshoreman to handle general cargo and wheeled vehicles, it must rely on the Theater Aviation Intermediate Maintenance (AVIM) Battalion for the reception or upload of helicopters. For Navy and Marine JRSOI, the Naval Cargo Handling and Port Group are the port operators and rely on the DST to oversee port operations and provide cargo in-transit visibility.

The port operator owns the PSA. "The PSA is a temporary military augmentation organization comprised of personnel with specific skills that aid the port manager in receiving, processing, and clearing cargo at the port. The MTMC port manager determines the required composition of the PSA and coordinates the necessary capabilities. Again, the assets for the PSA may come from MTMC, ARFOR, contract sources or a combination of these. The PSA works directly for the port operator, who reports to the port manager. The size and composition of the PSA varies according to METT-TC. However, the PSA always needs four basic elements: command (such as a company or battalion headquarters), movements (drivers to move cargo and vehicles from the vessel to the marshaling area), maintenance (to ensure operability of materiel handling equipment and recovery vehicles); and security (to provide port-side security)."¹⁸ Again, the doctrine shows some ambiguity particularly if the port operator is contracted in which case the PSA may report to the overall PTF commander or the port manager.

THE THEATER SUPPORT COMMAND

The TSC is the main operational Army support command responsible to provide JRSOI support. Its subordinate organizations include those that provide traditional CSS functions.¹⁹ The TSC, however, has many challenges in conducting JRSOI, which require augmentation and direction from the ASCC.

The TSC and the cargo transfer company were the Army's organizational solution to the RSOI process. The TSC is the senior Army multifunctional combat support and combat service support organization in theater and was established to execute RSOI and sustain the ground campaign in an overseas theater. It has no fixed structure. The structure is tailored to meet the unique missions of a specific theater and may include functional and multifunctional organizations. Although it is not prescribed in doctrine, it may include many of the major functional commands in the ASCC such as the

TRANSCOM, the engineer command (ENGCOM), Medical Command (MEDCOM), etc... These functions are all parts of joint logistics, demonstrating some organizational rationale behind this type of force tailoring. Most theaters include the TRANSCOM, the Theater Movement Control Agency (TMCA) and the Theater Materiel Management Center under the TSC. When combined with the DMC organic to the TSC Support Operations, all the capabilities for the Theater Distribution Center are centralized in one organization. The TSC also has a large staff with theater responsibility for host nation support liaison, contracting, an USAMC logistics assistance office, DLA liaison, and, in the case of US Army Europe (USAREUR), operational control of the base support infrastructure for deployment. Organic units also provide multifunctional combat service support, aviation intermediate maintenance, functional ammunition and explosive ordnance disposal and transportation.

The TSC is the nexus for distribution-based logistics. DMCs are organized within the Support Operations sections of the Army's multifunctional combat service support headquarters -- Theater, Corps and Division Support Commands. The DMC provides the single point of management, integration and synchronization of distribution through the exercise of tasking authority and staff supervision over the materiel management center and movement control center. The TSC DMC integrates the total strategic, operational and tactical logistics capabilities to provide reliable, effective and efficient distribution within the theater of operation. The synchronization of supply and transportation functions is perhaps the single most important aspect of distribution-based logistics. A fully task-organized DMC is designed to synchronize distribution requirements and deconflict competition for distribution resources in the area of operations.²⁰

The TSC also has an organic Theater Transportation Movement Control Center integral to the TMCA, which manages all surface transportation within the theater. This organization coordinates personnel and materiel movement, including diplomatic clearances and customs. It monitors decentralized operations of movement control teams throughout the theater and provides visibility over all standing transportation movement requests in order to improve efficiency and effectiveness throughout the theater. It works in concert with the ASCC, Deputy Chief of Staff for Operations (DCSOPS) or G-3, Movement Operations Center and the Combatant Commanders Joint Movement Center.

Host nation (HN) support and the challenge faced in civil-military operations are the function of a robust G-5 and a habitual direct support relationship with a Civil Affairs Group. In European Command (EUCOM), the 21st TSC Commander is the senior US representative to the NATO National Territorial Logistics Commanders Forum, which includes not only standing members of the alliance, but countries competing to gain entry into NATO. As part of the Combatant Commanders engagement plan, many of these bilateral and multi-lateral relationships are delegated through the ASCC to the TSC commander.

The TSC is built around two enabling concepts to enhance its ability to support power projection: split based operations and modularity. The TSC organizes for deployment by forming an early entry module, or EEM, and expands to a Theater Force Opening Package (TFOP) while leaving much of its structure in place, but by remaining situationally aware via communication and automation connectivity provides reach back support and augmentation as required.

The TSC is not without its inherent challenges, similar to the constraints discussed for MTMC. Every TSC is a multi-component organization with various degrees of assets in the Reserves or National Guard. Again, the challenge of activating Reserve Component soldiers for overseas deployment training for the duration of a mission is unfeasible, requiring numerous rotations to meet a two or three month mission. "As the TSC has been given numerous logistics operational missions, TSC leaders have begun to identify shortfalls in its capabilities. Theater constraints limit the number of Active Component personnel available. The TSC Commander is then faced with the reality of having less than 50 percent of his Active component staff available daily. This problem is hard to overcome. TSC staffing agreements were negotiated between component leaders after the Gulf War. The environment was sterile and predictable in the early 1990s as the military was downsized. Yet today the TSCs are supporting ever-increasing operational needs with less than a full complement of logisticians."²¹

Active Component units have significant garrison support responsibilities and habitual direct support relationships with EAC units, or back-up support to units at echelons above division. The TSC, as an echelon above division unit has no organic medical capability and must rely on the Medical Command for augmentation. Generally operating in an austere environment, the numerous nodes rely on a strategic communications backbone primarily for assured secure voice and data signal support. The TSC must be augmented by the Signal Command to provide C2. Various other

augmentation capabilities are requested including linguists, military working dogs, fire fighting, inshore underwater security, etc...The TSC cannot fulfill the requirements of conducting JRSOI for SSCs without significant augmentation from combat support, medical and reserve component units. It becomes the integrator and major force provider for what truly is a collective effort.

DIRECTOR OF TRANSPORTATION FORCES: A CONCEPT

The TSC only controls theater forces. There is still a handoff from the strategic segment of deployment to the operational segment that creates a seam in control. One of the ways to address this problem is to leverage the success of the Director of Mobility Forces or (DIRMOBFOR). USTRANSCOM has a history of adaptation and innovation. Since its activation in the late 1980's, TRANSCOM has developed techniques and standing operating procedures that have proven successful in managing aircraft in overseas theaters and improving the integration of strategic and operational air movements. The DIRMOBFOR, formed with a one-star flag officer from its US Air Force component, Air Mobility Command, has proven successful at integrating the "end to end" air movement operation in support of Combatant Commanders. This DIRMOBFOR addresses the joint jurisdiction of transportation processes given limited service component organizational structure and competencies (Air Component Commander).

There is no TRANSCOM surface capability to integrate surface and air strategic movements with JRSOI into theater. The DIRMOBFOR has no surface counter part. There is no single officer who reports to the JFC and TSC commander to integrate surface/air inbound shipments and arrivals with operational surface movements. A possible solution is to leverage the DIRMOBFOR concept by creating a Director of Transportation Forces (DIRTRANSFOR). This capability would entail the single coordination and execution of all transportation EAC units in the theater, both mode operations and movements. Put another way, Commander, USTRANSCOM, presently lacks the capability to provide the ASCC, TSC or other joint designated logistics commanders (FSSG, etc) with the capability to establish the architecture for force and materiel tracking. The Component Service Commander lacks the capability to address the joint jurisdiction of transportation processes that exceed the competencies and structure of the service component.²²

A CASE STUDY

Both the limited resources versus mission requirements and the requirement for unity of command demand efficient and effective operations in order to preserve the force and satisfy the Joint Force Commander. Faced with this daunting challenge, Operations in the Balkans, either Task Force Eagle (TFE, Stabilization Force - SFOR) in Bosnia, or Task Force Falcon (TFF, Kosovo Force - KFOR) in Kosovo, have developed just such a concept of operations. The rest of this paper will examine the practical application of doctrine limited by supporting operations short of major war. The JFC, in both operations, retains C2 of JRSOI while the appropriate service component performs its service specific responsibilities.

The ASCC in EUCOM is United States Army Europe – 7th Army, a Major Army Command, which commands and controls base support and deployment support, while performing other wartime executive agency to support operations. The 21st Theater Support Command provides command and control for logistics and RSO as a standing, specified mission. USAREUR has a successful history of port operations in support of the Balkans. Beginning in 1995 in Rijeka, Croatia and including missions in Koper, Slovenia; Thessaloniki, Greece; Burgas, Bulgaria; and Constanta, Romania, these missions have supported repetitive six month rotations for each of the respective task forces.

USAREUR has developed goals for strategic responsiveness by developing its Logistics XXI and Power Projection axes as part of the USAREUR Theater Plan. The goal is to focus toward truly achieving a single sustainer and a CSS structure built around a distribution-based logistics system and complemented by integration of contract augmentation across the full spectrum of operations. Achieving velocity and precision in the distribution-based logistics system of the future will be the critical elements in overcoming cultural demands and the continuously competing demands on both strategic and intra-theater lift.²³ USAREUR's logistics imperatives are: peacetime readiness; rapid force projection; RSOI; tactical and operational sustainment and vertical integration – tactical to wholesale, despite a constant balancing of available resources.²⁴

MISSION

Operate a multi-port, multi-mode reception, staging and onward movement site in a foreign country in order to meet transfer of authority timelines; then, reverse RSO the redeploying force as soon as possible to facilitate reconstitution.

Key Tasks:

- Operate a Sea Port of Debarkation/Embarkation.
- Operate an Aerial Port of Debarkation/Embarkation.
- Receive soldiers and equipment into theater.
- Staging, assembling, holding, and organizing arriving personnel and equipment into units and forces, incrementally building combat power and preparing units for onward movement.
- Onward movement by operating a railhead and trailer/container terminal to move materiel from reception facilities and marshalling or staging areas to tactical assembly areas (TAAs) or other theater destinations.
- Provide a Life Support Area.
- Protect the Force.

ORGANIZATION

THE USAREUR DCSOPS validating strategic transportation requirements through its movement operations center (MOC) which also formulates policy, assists in planning and works closely with the EUCOM JMC. The MOC facilitates Balkans transportation requirements by hosting a flow conference approximately one hundred and twenty days out from the TFF/TFE TOA to bring all the players together and issue guidance and suspense dates for movement plans. This flow conference marks the stand-up of the planning cell for the executing headquarters assigned this mission. The PTF will validate its planning approximately two months out by participating in a TOA rehearsal of concept and pre-deployment site surveys.

The TSC has established a yearly mission rotation cycle using its subordinate units and the TSC early entry module (EEM). A similar cycle was developed for normal support slices including a Military Police platoon and Customs detachment from the TSC's organic 95th MP Battalion, a Movement Control Team from the TMCA's 14th Transportation Battalion (Movement Control), a fly-away communications force enhancement module from the 5th Signal Command's 2nd Brigade and a helicopter PSA

from the TSC's AVIM battalion provides expertise in shrink-wrapping, loading and stow planning for Army aircraft.

PORT MANAGER

A solution to the command and control issue in the Balkans is a partnership between a JFC designated and resourced PTF and an MTMC DST as the port manager. The Port Task Force is generally an ASCC combat service support battalion or higher headquarters. The task force headquarters is oriented outward to the external issues facing the port environment and the port manager is oriented within the port on both management and operation. MTMC's 598th Terminal Transportation Group based in Rotterdam, the Netherlands, executes the MTMC mission throughout EUCOM. Its subordinate battalion, the 893th Transportation battalion based in Livorno, Italy, has responsibility for the Balkan ports. A DST is designated to plan and operate as the seaport manager. The DST provides stow-planning, contracting, cargo documentation and, twenty-four hours out from ship arrival, an MSC liaison officer. They rely on the PTF for life support, force protection and selected PSA augmentation to a contracted port operator. The DST is under the tactical control (TACON) of the PTF and reports through the PTF with information continuing to flow through its parent unit and documentation data through the Global Transportation Network.

MTMC is given primary responsibility for everything within the seaport perimeter and contracts for all services, usually through a commercial port-handling agency. This has included, but is not limited to: security, stevedores, longshoreman, materiel handling equipment, sanitation and lashing teams. MTMC is subsequently reimbursed for cost and can maintain a minimum footprint for the shortest duration. This port manager role also facilitates long-term habitual relationships between the host nation port authorities since they typically deal with the same people regardless of the RSO Task Force structure. In foreign countries, long-term personal relationships with individuals who speak the native language are vital to crossing cultural boundaries. Building on past successes cements trust and credibility, eliminating the need to start from scratch for each mission. MTMC's mission is a subset of the entire RSO process. They receive limited direction while providing key transportation data not only to the JFC, but also to the worldwide operations and logistics community through in-transit visibility.

PORT OPERATOR

The port operator is a combination of commercial contractor, a PSA provided by the TFE or TFF and a sizable helicopter support slice provided by the Theater AVIM, 2-502nd Aviation Regiment. Work loaded by the port manager, the port operator physically executes all the tasks to load or unload ships with one exception -- aviation. Helicopter operations are becoming routine and, in some cases, are the dominant customers. Aviation RSOI requires technical specialties resident in the TSC. A team of DYNCORP contractors, augmented by crews and an AVIM team provided by the inbound unit with military supervision provided by the 2-502nd, conduct aviation maintenance operations. Port operations generally consist of off-loading, dense parking and removal of shrink-wrap shipping materials, re-assembly and ground maintenance operational checks. Conversely, aircraft must be disassembled, washed, cleared by customs and shrink wrapped in order to stage for loading. Unloading and loading helicopters is fraught with problems. Every ship is different and MTMC must contend with contracting issues because local stevedores generally want to be paid for loading, regardless of whether they actually do the loading or not. Because of the high dollar and potential for accidents, only aircraft mechanics experienced in this operation are allowed to load and unload helicopters. Loading aircraft is more of an art than a science. Individual aircraft are dense-packed onto a ship in the order they will be unloaded. Certain aircraft can only be towed tail first and there are ramps inside most ships with which only an experienced crew should contend.

Flight operations are conducted at the port. It will consist of finalizing required maintenance test flights and marshaling for onward movement as they are called forward. Limited air traffic control is provided to ensure positive flight following and accountability at all times. An aviation safety officer provides a safety survey for all take-off and landing areas and provides detailed airport planning guidance and port flight procedures. Access to weather and filing/NOTAM (Notice to Airmen) agencies is an important service coordinated, in advance, with the US Air Force Weather Squadron in Germany. They provide and update a dedicated web page with forecasting. When required, the flight operations team can obtain short notice changes to diplomatic clearances through the PTF liaison officer serving with the Defense Attaché Office. Finally, flight operations coordinates medical evacuation, when available, and search and rescue if an aircraft experiences problems in flight. Since, generally, most of the maintenance test flight areas are over water, the PTF coordinates for a host nation

patrol/rescue boat to provide recovery/search and rescue. All of these operations are conducted through the detailed planning and coordination of the PTF staff.

HOST NATION SUPPORT

To mitigate the constraints placed on available manpower for any given mission, the TF can contract for functions or seek assistance from the host nation. Generally, this assistance is not free and requires either payment, or assistance in kind. Local municipalities offer much of the infrastructure surrounding the port. Local police, fire and hospital services require survey and assessment, but can relieve burdensome requirements. The HN military can offer additional resources such as military police, intelligence, divers, military working dogs, naval patrol and search and rescue assets.

The countries surrounding the Balkans have strict cross-border control requirements, which must be orchestrated by the PTF through a movement control team. Every soldier's name, rank, birth date, etc... has to be documented and tracked by a manifest. Every weapon has to be tracked by serial number. This information is supplied through the centralized national bureaucracy, outside of military channels, that control the country's customs and borders. The PTF positions a liaison cell in the appropriate national capitol, usually in the US defense attaché or the host military, to facilitate operations. With the help of the TMCA, Bulgaria has actually formed a National Logistics Coordination Center (NLCC) to ease civil-military and host nation support. The NLCC coordinates all PTF issues with the appropriate government ministry and serves as the one-stop-shop for all host nation coordination.

MEDICAL

Preventative medical assessments are conducted during a pre-deployment site survey to analyze all environmental factors, and initiate or update the medical intelligence estimate. There is no multifunctional medical structure above the division level, so medical support must come from the theater MEDCOM or in USAREUR from V Corps' Medical Brigade. The USAREUR medical planner coordinates mission support with the Medical Task Force (MTF) supporting either TFF or TFE. The MTF medical support team (MST) usually consists of one physician, one physician's assistant (PA), one medical operations officer, a medical NCOIC (noncommissioned officer in-charge), four medics, an ambulance and one makeshift "sick call/trauma - medical set."²⁵

Optimally, a Flight Surgeon leads the MST; but, if one is unavailable, phone consultation can work as a backup.

Their mission is to execute the theater evacuation policy and medical regulation directions. Capable of treating emergencies threatening life, limb, or eyesight the MST must be capable of evacuating patients to a local hospital for any medical emergency requiring further care or treatment. Local hospitals provide hospitalization capability for up to seventy-two hours. If the patient requires further care beyond seventy-two hours an evacuation decision is made to move the patient to the respective MTF Hospital or directly to Landstuhl Regional Medical Center in Germany.

"The commander's intent for the operation was to minimize the military presence at the port while still supporting and executing the mission. Based on this, medical planners developed a medical support plan that integrated host nation medical support to support TFR. The medical planners designed a medical support package with personnel and equipment to provide Echelon I medical support that would be integrated with host nation medical support for Echelon II and Echelon III medical care.¹²⁶

Additionally, under the supervision of the medical detachment and in coordination with the HN Ministry of Health, local medical support is arranged to provide ancillary medical care and medical supplies. Typically, additional medical support with a local physician, dentist, veterinarian and pharmacy is integrated into the medical support plan. The local physician is used as a backup to the military physician. Additional services such as radiology and laboratory services are contracted, as required. The dentist is used for extreme dental emergencies that cannot wait for evacuation to a US medical facility. A veterinarian provides care to the military working dogs. The pharmacy provides back-up or supplemental medications to the medical detachment. This arrangement allows for minimal deployment of US Army medical assets into the area of operations, but still provides the port population sufficient medical coverage with built-in redundancy. Unfortunately, wherever alternatives to soldier support cannot be obtained, additional soldiers must be deployed, which adds to the overall support requirements.

COMMUNICATIONS

The 5th Signal Command's 7th Signal Brigade provides strategic communications to Army forces in the theater. Due to the PTF's geographic isolation and requirement for secure communications, a standard strategic C2 force enhancement package (FEM) is deployed to support the PTF. This FEM is made up of a three-vehicle package that

provides the capability to communicate from any location, across the spectrum of networks, using various communication assets (i.e. Very High Frequency, Frequency Modulated and Satellite Communications). This autonomous capability provides the data pipelines for secure (SIPR), non-secure (NPRNET) data and worldwide port system (WPS) for DST. Twelve signal soldiers typically man this system, with an officer in charge who also doubles as the PTF signal officer (S-6). The S-6 prepares a frequency request to gain HN permission for the PTF to operate its communications equipment.

Automation is key to providing situational awareness for the PTF, the JFC and the worldwide logistics and operations community. Secure video-teleconferences are held daily with the RSO headquarters, and weekly at the Theater level. Force-tracking and daily situation reports are sent through secure e-mail. The PTF is able to track ship and aircraft schedules through a combination of MSC web sites as well as the Global Decision Support System (GDSS) and the Global Air Transportation Execution System (GATES) even when the DST is not part of the PTF. The USAREUR logistics automation division (LAD) installs radio frequency tag scanners and cargo is tagged at the point of embarkation. The TSC integrates the Joint Deployment Logistics Model (JDLM) to provide near-real time tracking of convoys and trains. The TMCA routinely uses satellite positioning to track all ground movements and the PTF is able to access this information via the worldwide web.

LIFE SUPPORT

Brown and Root Services Company (BRSC) supports the base support requirement for both Bosnia and Kosovo. The contracting section from the TSC Support Operations develops a statement of work, which is vetted through a joint acquisition requirements board, to provide life support to the Port TF. This support includes virtually anything the PTF Commander approves and can justify as support to the mission. BRSC typically provides a dining facility staff to prepare government furnished and supervised meal preparation. They operate a satellite arrival/departure airfield control group with appropriate materiel handling equipment and scales. An aircraft firefighting crew with D-19 fire truck provides contract emergency services. BRSC can provide ground maintenance, equipment wash racks, bulk refuel/defuel and hazardous materiel collection. Laundry, vector control and mail distribution were also typically contracted.

Morale, Welfare and Recreation (MWR) from the Base Support Battalions at Camps Eagle or Bondsteel have developed a port support package that BRSC

transports, sets up and redeploys for each operation. When the PTF is stuck on a relatively small working area for up to three months, exercise and entertainment equipment are essential to maintaining morale. The port is also supported by a deployable exchange from the Army Air force Exchange Service (AAFES).

FORCE PROTECTION

Arguably, force protection (FP) is the biggest concern for the PTF Commander because units are particularly vulnerable while executing JRSO. Risk assessments based on EUCOM, Army and USAREUR regulations are key to Antiterrorism/Force Protection planning and execution. The PTF Commander's real task comes down to synchronizing guidance, direction, intelligence, operational security, and cultural sensitivities with limited, but capable resources. Threat condition is set by EUCOM and is measured with local conditions to determine mitigating measures. All sorts of assets are available to the PTF including, but not limited to: Counter-Intelligence, military working dogs, in-shore naval security, HN military police, contract port security, waterborne fire-fighting, etc.

Priority of the force protection effort is usually: security of personnel, security of equipment, unimpeded flow of military traffic and HN relations. Similar to the MTMC relationship, an inside/outside ring method is used with outside or external patrols of HN police or contract security, and inside or internal patrols of US guards. The concept of operations is based on the authorities of the host nation who are generally responsible for the protection of personnel against civil disturbance, crime and similar threats. If host nation forces are unable or unwilling to provide the necessary protection, then the principle of using the minimum force necessary for self-defense, to defend designated protected persons, designated protected property and persons subjected to serious crimes in the presence of forces is followed. Responses to hostile acts or hostile intentions are directed against the source of the threat. Again, using only the minimum amount of force needed to mitigate the threat.

Use of deadly force is authorized only when lesser force is unreasonable or inadequate, and there is an immediate threat of a hostile act or clear evidence of hostile intent. If circumstances permit, attempts are made to use non-deadly force before resorting to deadly force. The probability of deadly force is tied to the threat condition and the force protection measures in force. All attempts to have the HN intervene are vigorously pursued and rules of engagement are trained and rehearsed throughout.

Standard measures emphasize access control, active patrolling and reporting, quick reaction force and flexible command and control to deal with emerging and imminent threats. Passive force protection, such as wearing civilian clothes off the RSO nodes, also plays to the cultural sensitivity associated with less than popular military operations. One of MTMC's many missions is that of the single container manager. In EUCOM they execute this mission through Ocean Cargo Clearance Authority (OCCA-North/South). Container barriers provide an outstanding force protection, limiting physical access and observation. By stacking twenty-foot containers two high along the length of a perimeter, a significant barrier can be assembled quickly. Unfortunately, some ports do not have the numbers of empty containers on site to provide for this requirement, but MTMC has visibility and will lease containers from across the theater.

One of the key planning considerations is the number and proximity of the seaport, airport, life support area, railhead, staging and marshalling areas. Each node has a force protection cost, and if the PTF has limited resources, this cost can be prohibitive. One solution is to seek facilities, which incorporate all the nodes in one footprint. During the mission in Koper, Slovenia, an life support area (LSA) was carved out of the port itself instead of attempting to house the PTF off-site and incurring the additional force protection and transportation costs. BRSC was contracted to setup and operate a temper-tent city within walking distance of the vessel roll-on/roll-off (RO/RO) berths.

Like any tactical base defense, the PTF force protection officer, S-2/3 and Commander conduct Intelligence Preparation of the Battlespace (IPB), and reconnaissance and surveillance (R&S) planning to develop the overall force protection plan. The key to effective planning and execution is using the host nation. This requires a thorough understanding of the peculiar capabilities and limitations, including the national and local political situation. The most important tool is credibility, which can only be established through communication, honesty and follow through. A military police liaison pays huge dividends, particularly when the host nation is providing the bulk FP resources. Regardless of country, law enforcement officials speak the same language and a trained MP provides valuable intelligence by looking for the right things and asking the right questions. Combined with a counter-intelligence team, civil affairs team and the MTMC-DST working with the commercial community, the PTF has some powerful collection assets.

OTHER CHALLENGES

This case study just hits on some of the myriad tasks required by the PTF to conduct RSO. The aerial port is a huge responsibility, and is handled by the PTF, without a single airman. The JFC treats a commercial airport as a satellite of the JTF aerial port of debarkation (APOD) and manifests from that location. The PTF is responsible for establishing a site, providing limited air traffic liaison, cargo and passenger loading with the assistance of a tanker airlift control element trained BRSC team.

The TSC must seek external support from many organizations. There are many and varied requirements when working in a foreign country. Linguist support is an example of a mission critical capability that TFE and TFF rely on extensively to operate in the former Yugoslavia. TRW Inc. provides contract linguists, including those holding clearances for work with classified information.

Both TFF and TFE use a badge system to assist in access control. A team is sent to the port to in-process the PTF as they arrived. This technique was repeatedly used to start integration at the reception point for incoming forces and to more efficiently transition soldiers into their mission.

If security is a primary concern of the PTF Commander, safety comes in a close second. By its very nature, JRSOI is, short of combat, the most dangerous mission to execute. Seaports are crowded, noisy, extremely busy places. Commercial operations are usually occurring side-by-side with the military operation except without the leadership rigor and safety precautions. Terminal operations require detailed planning, risk assessment and disciplined execution. The PTF requires a technical safety specialist for each type of operation. Aviation, marine, aerial and rail terminal safety officers are all required to ensure safe mission accomplishment. Training, rehearsals and personal protective equipment are integral pieces of the plan. One of the biggest challenges is limiting work sites to the minimal required personnel. Trying to enforce safety standards on HN contractors is extremely challenging and may come down to simply separating soldiers from contractors to ensure they are not in the way.

To mitigate the operational tempo of soldiers, virtually every aspect of the operation can be contracted. Contracting is a larger JTF responsibility and both TFE/TFF have regional contracting offices, principal authority responsible for contracting (PARC) that work for the European office of the Defense Contract Management Agency. This arrangement allows the JTF to use existing contracts across the theater to support

the mission more efficiently. The existing BRSC contract was simply modified to accommodate JRSOI. To ensure quality assurance, a government contract representative (COR) supervises all aspects of the contract. Without this capability, the size of the PTF would quickly expand. Contracting and COR duties are conducted by MTMC on the seaport, by the TSC for long term leases of facilities, by the PARC for major items and the PTF for minor items normally equivalent to government credit card purchases.

CONCLUSION

The key challenge of the JFC in conducting JRSOI is to synchronize the strategic through tactical build-up and application of combat power. Command authority for the execution of this mission is clearly with the supported Combatant Commander and is delegated to a commander at the point of execution -- the Port Task Force.

USTRANSCOM and its subordinate component commands assist by managing the defense transportation system, but clearly are not responsible for successful JSROI. The tyranny of peacetime personnel constraints dealing with a continuing, repetitive requirement necessitates partnerships at all levels and across every function in order to maximize efficiency and effectiveness in the long term. No single organization has all the assets and capability to execute JRSOI. The tasks remain the same, and commonly, the relative size of the support tail remains constant whether we deploy a battalion or a division. It is incumbent upon us to maximize efficiency without sacrificing force protection by pooling our resources and building flexible, mission tailored organizations.

Doctrine and force structure are evolving rapidly to embrace lessons learned and prepare for transformation. Currently, the Joint Publication on JRSOI is the best available document for current doctrine. Joint Forces Command is the JDP owner and continues to experiment and refine the doctrinal underpinnings, capabilities and direction for the Joint Force. A complete RSOI exercise is now held annually in Korea, but the Army must dedicate resources to stay in step with the current and interim force and transform for the Objective Force with the goal of minimizing the fracturing of units, which then require JRSOI before employment.

As an extension of distribution-based logistics, supply chain management is a major transformational concept borrowed from private industry. Increasingly, JRSOI is viewed as just another customer of the supply chain. USTRANSCOM, in partnership

with the DLA started a test called the Strategic Distribution Management Initiative (SDMI), a joint endeavor to improve the reliability and responsiveness of the defense distribution system.²⁷ SDMI has capitalized on the successes of the Army's velocity management program by systematically applying analysis and process improvements across the distribution supply chain. They are spreading these successes across the services and throughout the broader joint community. This test has evolved to the point that USTRANSCOM wants to incorporate DLA so that it gains "ownership" of the entire supply chain.

In a parallel, but parochial effort, USAMC is attempting to gain "ownership" of its own supply chain by proposing the incorporation of MTMC with a command relationship similar to MSC. It would support the mission of USAMC (primarily and routinely, the TSC's). One idea is to incorporate the current MTMC, active EAC transportation units, RC/NG EAC transportation headquarters and movement control units. As an adjustment to the transformation of installation management, Installation Transportation Offices would be incorporated as well. This organization would support the "end to end" deployment of Army forces, military equipment and materiel distribution from posts, camps, stations/depots and private shippers into OCONUS theaters.²⁸

While it is clear that neither MTMC, nor the TSC can support JRSOI alone, they can collectively make it work. MTMC is perceived to be a business, not a warfighting organization. The Army announced a pending reorganization of both organizations as part of the Headquarters Department of the Army Realignment Task Force Phase 3. "The realignments more clearly define responsibility and authority within functional areas; realign fragmented organizations; eliminate duplication of effort; incorporate, where appropriate, better business practices and organizational concepts; and optimize the use of technology."²⁹ The incorporation of the TSCs and MTMC into a single renamed USAMC should streamline organizational hierarchy, improve cooperation and support the ASCC with a more powerful logistics organization. When combined with the power of a DIRTRANSFOR integrating all the deployment players the JFC can expect increased visibility, velocity and control over this complex process.

The real danger of considering JRSOI, as a sub-component of the supply chain, is that it belittles its operational importance and continues to make it a logistics mission when, in fact, it is an operational mission. While the logistics community can be tasked with the RSO functions, the maneuver commander must perform integration of his force. Ultimately, the job of RSOI is the Theater Combatant Commander's. Strategic agility, a

tenant of Army transformation, is the throughput of combat power and the synergy of strategic movement with operational maneuver. Fighting from strategic distances equates to, the less JRSOI, the better.

The fact that much of the EAC and CSS force structure is not resident in the active force is not likely to change, but the issue is under examination by the highest levels of the Department of Defense. Donald Rumsfeld, Secretary of Defense, recently stated: "My personal view is that I've got a group of folks reviewing the current arrangement because my instinct is that it doesn't make sense to have the people who are required very early in a conflict in the reserves. I think we need to have those skills on active duty as well as in the Reserves and we need to be able to live in the world we're living in. Here we are, we've got some activity in Bosnia, we've got some activity in Kosovo, we're training some folks in the state of Georgia -- in the country of Georgia, we're helping out in the Philippines, we have force deployments in Afghanistan. There's no question but that this buildup for Iraq is a serious one in support of diplomacy. My view is that we need to come up with a proposal where we shift some of those skills and see that we have on active duty people who may be needed, for example, in an instance like this where it's not clear what's going to happen. And instead of having those critical skills only in the Reserve."³⁰

This study of JRSOI highlights the following issues:

- Doctrine and force structure must respond to the environment of small-scale contingencies. It is imperative that JRSOI is documented as an operational mission, not just a logistics function.
- Critical combat support and combat service support structure needs to be placed back in the active duty component.
- MTMC is limited outside the continental US (OCONUS) to that of port management.
- A port task force that includes all the JRSOI functions and also includes force protection responsibilities needs to be codified in Army doctrine.
- A single deployment integrator similar to the DIRMBOFOR could enhance the deployment process.

The key to meeting the operational tempo presented by the current strategic environment is a collaborative effort under the responsibility of a single commander. The principles of JRSOI are sound and are not dependant on scale. The difficult problem is resourcing the mission in the constrained environment of supporting small-

scale contingencies. When planning JRSOI the first consideration for command and control is the selection of an appropriately tailored and resourced Port Task Force not a tasking for a Port Support Activity. Army doctrine should recognize the added requirements for force protection, life support and the complexity of the entire mission instead of focusing on terminal operations. The continued successful execution of JRSOI in the Balkans and Southwest Asia are reinvigorating doctrine and have demonstrated the need for refining power projection concepts and organizations to enable rapid decisive operations any where in the world.

WORD COUNT = 9, 802

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a variety of international military and nonmilitary participants to be directed toward a common purpose.

Both approaches are desirable to coordinate the efforts of all key players in the JRSOI process, to include supporting combatant commanders for orchestration or en route infrastructure. Multinational unity of effort requires coordinated policy, a common understanding, and trust and confidence.

Synchronization links deployed personnel, equipment, and materiel in a timely manner. Ensuring visibility of assets between processing nodes is key to achieving synchronization of forces. A well-synchronized flow expedites buildup of mission capability and avoids saturation at nodes and along LOCs, thereby enhancing survivability.

Balance applies to managing the TPFDD flow by allowing a continuous and controlled flow of forces and supplies into and within the area of responsibility (AOR). Balance is achieved by ensuring that people, equipment, materiel, and information flow are directed at a rate that can be accommodated at every point along the entire network from origin to destination. Achieving balance can result in efficient JRSOI operations and help minimize the time required to complete JRSOI."

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GLOSSARY

AMC	Air Mobility Command
ASCC	Army Service Component Commander
BRSC	Brown and Root Services Company
CONUS	Continental United States
COR	Contract Officer Representative
CSS	Combat Service and Support
DIRMOBFOR	Director of Mobility Forces
DIRTRANSFOR	Director of Transportation Forces
DMC	Distribution Management Center
DST	Deployment Support Team
EAC	Echelons Above Corps
HN	Host Nation
ISB	Intermediate Staging Base
JDP	Joint Deployment Process
JFC	Joint Force Commander
JRSOI	Joint Reception, Staging, On-ward movement, and integration
MSC	Military Sealift Command
MST	Medical Support Team
MTMC	Military Traffic Management Command
OCONUS	Outside Continental United States
PARC	Contracting
PTF	Port Task Force
SDMI	Strategic Distribution Management Initiative
SPM	Single Port Manager
SSC	Small Scale Contingency
TFE	Task Force Eagle (SFOR - Bosnia)
TFF	Task Force Falcon (KFOR - Kosovo)
TMCA	Theater Movement Control Agency
TSC	Theater Support Command
USAREUR	United States Army Europe
USTRANSCOM	United States Transportation Command

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