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This Department of Defense (DOD) Homeland Security (HLS) Joint Operating Concept (JOC) was produced by the Strategy Division (J5S), US Northern Command (USNORTHCOM), in accordance with direction set forth in the Transformation Planning Guidance (TPG), dated April 2003, and the Joint Operations Concepts (JOpsC) Paper, dated November 2003.

The DOD HLS JOC serves as one of the Joint Requirements Oversight Council (JROC) directed four initial supporting JOCs. The JOCs for Major Combat Operations, Stability Operations, and Strategic Deterrence are under development by other Combatant Commands.

This document represents the first iteration in a continuing process to mature and finalize the concept presented herein. It has been developed in accordance with the guidelines and principles defined in the JOpsC, the TPG, and the Defense Adaptive Red Team (DART) working paper entitled "A Practical Guide for Developing and Writing Military Concepts."

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PREFACE

The future Joint Force, in close coordination with multi-national, interagency, and non-government partners, will operate in a complex and uncertain global security environment in which adversaries seek to apply asymmetric threats to perceived vulnerabilities. International organizations, nation states, rogue states, and terrorist organizations are prominent actors in this environment. Taken together, these have led to a shift in the characteristics of joint warfare and crisis resolution. By extension, the Joint Force's role in this security environment has changed.

The Range of Military Operations (ROMO)[1] identifies activities for which the Joint Force must prepare. The ROMO reflects this changed security environment and is the foundation for the development of the Joint Operations Concepts (JOpsC) – a strategic guidance document that identifies the future capabilities and modes of operation needed to realize the Chairman's vision of achieving Full Spectrum Dominance in the Joint Force. JOpsC serves two roles. First, the JOpsC is a concept paper that describes how the Joint Force is envisioned to operate in the next 15-20 years. Second, the JOpsC is the overarching concept for a new family of joint concepts that describes the attributes and capabilities that tomorrow's Joint Force requires. JOpsC helps guide the development of Joint Operating Concepts, Joint Functional Concepts, and Joint experimentation, all designed to assist in the development of enhanced joint military capabilities needed to protect and advance US interests.

This new family of joint concepts will play a central role in the capabilities-based methodology for Joint Force development. This concept paper is an important extension of that effort. As you read and use this concept paper, it is important to understand its role in helping guide the Joint Force and enhancing joint warfighting capabilities – two of the Chairman's key strategic priorities.

[1] See JROCM 023-03, Interim Range of Military Operations, 28 January 2003.

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PART ONE: EXECUTIVE SUMMARY

Introduction

A secure homeland is the Nation's first priority and is fundamental to the successful execution of its military strategy. As America moves into the 21st Century, the Homeland[2] is confronted with a wide spectrum of threats ranging from traditional national security threats (for example, ballistic missile attack) to law enforcement threats (for example, drug smuggling). For the American people and the Federal government, this is a conceptual spectrum with clear definitions of both ends and less clarity in the middle where the two ends blend together. In the middle is a "seam" of ambiguity where threats are neither clearly national security threats (the responsibility of the Department of Defense [DOD]) nor clearly law enforcement threats (the responsibility of the Department of Homeland Security [DHS], the Department of Justice [DOJ], or other agencies). Because of the nature of this spectrum and the difficulty in identifying threats in the "seam" as either national security threats or criminals, no single federal department or agency is solely responsible for securing the Homeland against all threats. Thus, the military will continue to play a vital role in securing the Homeland through military missions overseas and by executing Homeland Defense (HLD) and Civil Support (CS) missions, and supporting Emergency Preparedness (EP) planning activities. However, it is critical to understand the distinction between the role DOD plays with respect to National Security and the role of the DHS as lead federal agency (LFA) for Homeland Security (HLS), as defined in the National Strategy for Homeland Security (NSHLS)[3] (see Figure ES-1). While there is significant overlap between DOD's role and that of DHS, DOD's role extends beyond the scope of the NSHLS

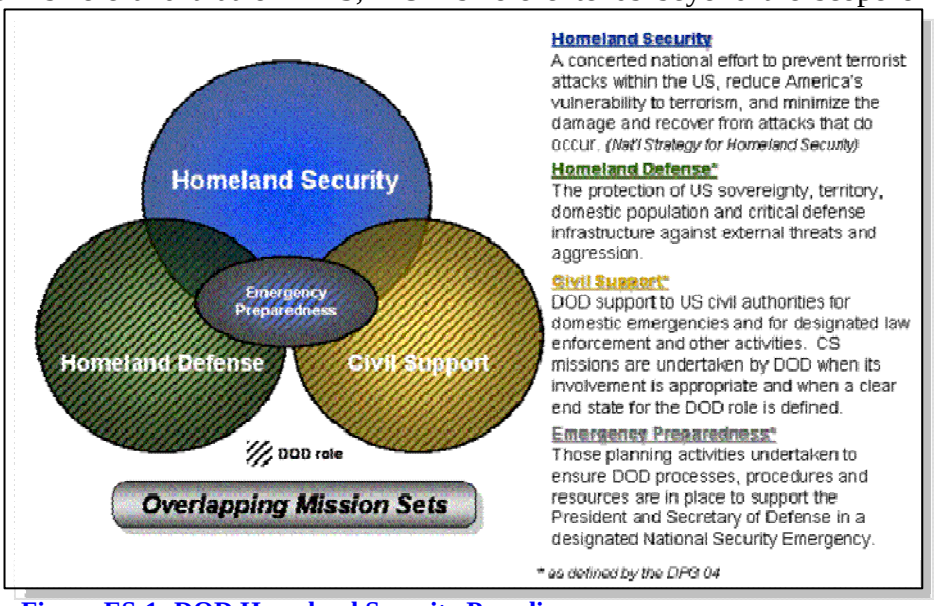

Figure ES-1: DOD Homeland Security Paradigm

[2] For the purposes of this document, the term "the Homeland" (with a capital H) is considered to include the 50 States, US territories and possessions in the Caribbean Sea and Pacific Ocean, and the immediate surrounding sovereign waters and airspace.

[3] *National Strategy for Homeland Security*, July 2002.

paradigm (strictly concerned with terrorist attack) to address conventional and unconventional attacks on the Homeland by ***any*** adversary (including, but not strictly limited to, terrorists). As with traditional military operations conducted overseas, HLD operations fall under the lead responsibility of DOD, while other federal departments and agencies (DHS or the State Department, for example) support DOD's efforts. Similarly, there is overlap between DOD's CS operations and DHS efforts – for example, in the event of a terrorist attack DOD could be directed by the President or Secretary of Defense to provide capabilities to support damage mitigation and recovery efforts – yet, again, DOD also conducts CS operations unrelated to HLS (for instance, providing support for natural disaster relief).

With this paradigm in mind, this DOD HLS Joint Operating Concept (JOC) describes how DOD intends to perform its responsibilities associated with securing the Homeland, to include HLD, CS, and EP. This JOC describes how the Joint Force will plan, prepare, deploy, employ, and sustain the force in the 2015 timeframe to detect, deter, prevent, and defeat attacks against the Homeland, provide military forces in support of civilian authority, and plan for emergencies. This concept serves to guide the development of desired future capabilities within a specific segment of the Range of Military Operations that includes HLD and CS missions, and EP planning activities.

Description of the Problem

Confronting the US in the pursuit of a secure Homeland, between now and 2015, is a dangerous and uncertain strategic environment. Increasing political, economic, ethnic, and religious divisions; the diffusion of power among hostile state and non-state actors; population growth and a scarcity of natural resources; and the proliferation of dangerous technologies and weaponry are dramatically increasing the range of threats to the US and its global interests. These threats will continue to be diverse and difficult to predict. Since the US cannot know with confidence which nation, combination of nations, or non-state actor(s) will pose a threat, DOD must focus planning and operations on ***how*** a potential adversary ***could*** threaten the US rather than on a specific adversary. Potential attacks by both state and non-state actors will rely on surprise, deception, and asymmetric warfare to achieve their objectives.

To meet the challenges in this strategic environment associated with securing the Homeland, DOD must plan for and be able to simultaneously **defend** the Homeland, **provide support** to civil authorities as directed, and **help prepare** for emergencies. HLD operations ensure the integrity and security of the Homeland by detecting, deterring, preventing, and defeating external threats and aggression as early and as far from US borders as possible. Mission sets for HLD include: (1) National Air and Space Defense, (2) National Land Defense, (3) National Maritime Defense, and (4) Cyber Defense. In addition, DOD may also be directed to support a LFA with capabilities unique to DOD that can be used to mitigate and manage the consequences of natural or man-made disasters, including chemical, biological, radiological, nuclear, or high-yield explosive (CBRNE) events. Mission sets for CS include: (1) Military Assistance to Civil Authorities (MACA), (2) Military Support to Civilian Law Enforcement Agencies (MSCLEA), and (3) Military Assistance for Civil Disturbances (MACDIS). Additionally, DOD has responsibilities to help plan and prepare for emergencies. Mission sets for EP include: (1) Continuity of Operations, (2) Continuity of Government, and (3) other EP roles as directed by the President.

Synopsis of the Central Idea

Realizing that the first line of defense is performed overseas through traditional and special military operations to stop potential threats before they can directly threaten the Homeland, but that not all potential threats can be prevented, a strategic concept that embraces a layered defense is required. Within such a concept, the transit of threats from their source to their target in the Homeland presents DOD with a series of opportunities to detect, deter, prevent, or defeat the threat. The central idea of this concept is to provide defense using integrated operational and tactical offensive and defensive measures to defeat external threats and aggression as far from the Homeland as possible. Figure ES-2 is a graphical depiction of this

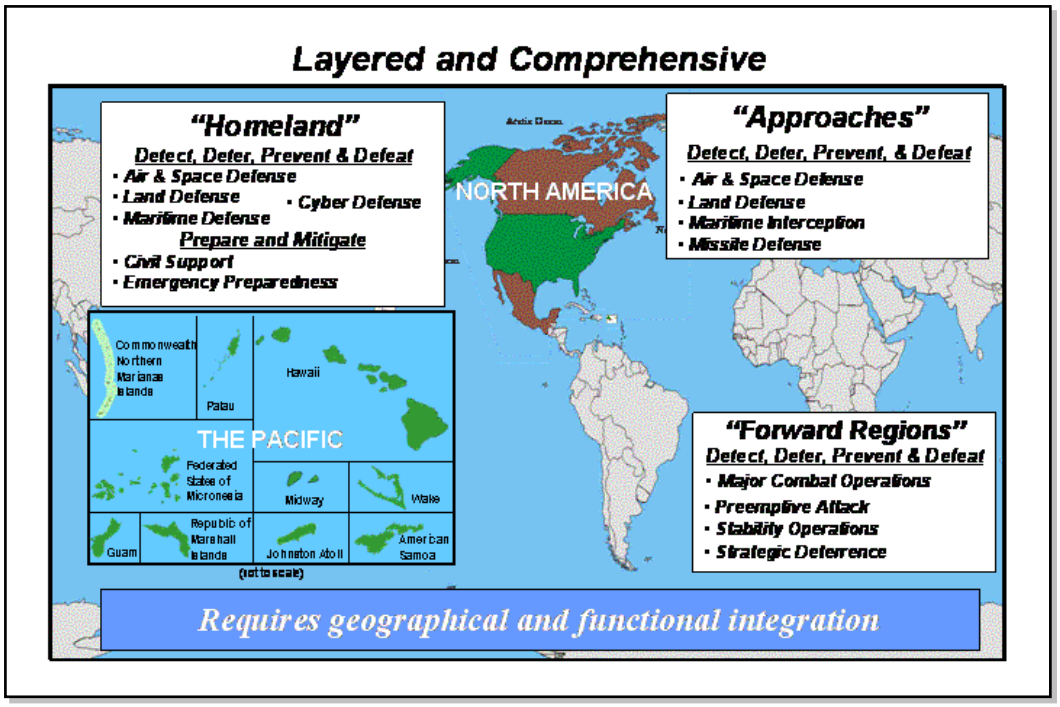

Figure ES-2: DOD HLS JOC Strategic Concept

strategic concept, which divides the world into three regions and conceptually divides how DOD missions will be performed to produce a layered and comprehensive defense. While the three regions are not strictly defined and may overlap or change depending on the situation, DOD will require geographical and functional integration since threats may cross domains or overlap the areas of responsibility (AORs) of two or more combatant commands. The three regions are:

- **Forward Regions** – The Forward Regions are foreign land areas, sovereign airspace, and sovereign waters outside the Homeland. DOD's objective in these regions is to detect, deter, prevent, and defeat threats and aggression aimed at the US before they can directly threaten the Homeland. This objective can be achieved independently, through preemptive attack (if actionable intelligence is available), or in conjunction with major combat operations, stability operations, and/or strategic deterrence.
- **Approaches** – The Approaches is a conceptual region extending from the limits of the Homeland to the boundaries of the Forward Regions that is based on intelligence – once intelligence has indicated a threat is en route to the Homeland, it is considered

to be in the Approaches. DOD's objective in this region is to detect, deter, prevent, and defeat transiting threats as far from the Homeland as possible. This objective is achieved through surveillance and reconnaissance, missile defense, air defense, land defense, and maritime interception.

- **Homeland** – The Homeland is a physical region that includes the 50 states, US territories and possessions in the Caribbean Sea and Pacific Ocean, and the immediate surrounding sovereign waters and airspace. DOD's objective in this region is to detect, deter, prevent, and defeat aggression and defend against external threats. This objective is achieved through air and space defense, land defense, maritime defense, and cyber defense. In addition, to achieve CS and EP objectives, DOD must also prepare for and be able to mitigate the effects of catastrophic emergencies and be prepared to support civilian agencies against internal threats or national emergencies if directed by the President.

Necessary Capabilities and Attributes

In order to detect, deter, prevent, and if necessary, defeat potential threats to the Homeland and to implement the strategic concept depicted above, future joint forces should possess a number of capabilities. These include the ability to:

- Detect, prevent, (including through deterrence and preemptive attack) and defeat potential threats to the Homeland as they arise in the Forward Regions.
- Detect, deter, prevent, and defeat ballistic missile threats to the Homeland.
- Detect, deter, prevent, and defeat airborne threats to the Homeland.
- Detect, deter, prevent, and defeat hostile space systems threatening the Homeland.
- Detect, deter, prevent, and defeat maritime threats to the Homeland.
- Detect, deter, prevent, and defeat land threats to the Homeland.
- Detect, deter, prevent, and defeat physical and cyber threats to DOD assets in the Homeland.
- Collaborate with other federal agencies; conduct or facilitate vulnerability assessments; and encourage risk management strategies to protect against and mitigate the effects of attacks against the Defense Industrial Base.
- Project power to defend the Homeland.
- Prepare for and mitigate the effects of multiple simultaneous CBRNE events.
- Conduct HLD and CS operations and EP planning activities while operating as LFA, providing support to a LFA, and during transitions of responsibility.
- Conduct HLD and CS operations and EP planning activities when responsibilities overlap and in the absence of a formal designation of LFA.

- Support a prompt and coordinated federal response for HLD and CS missions and EP planning activities; and facilitate and streamline rapid decision-making on supported-supporting relationships among agencies and actors..

These capabilities are made possible by several enablers common to all DOD operations, including: (a) collaborative and interoperable DOD and interagency partner unity of effort; (b) situational awareness and shared understanding of the operating environment; (c) command, control, communications, and computer (C4) systems and processes; (d) robust interagency coordination (e) the full DOD portfolio of military force application options, (f) force protection activities, (g) sufficient logistics, and (h) the infusion of capabilities-based transformational technologies as they become available.

In order to be able to meet its HLD, CS, and EP responsibilities in 2015, the Joint Force should embody a number of key attributes. Those attributes are: (1) Fully Integrated, (2) Expeditionary, (3) Networked, (4) Decentralized, (5) Adaptable, (6) Decision Superior, and (7) Effective.

Conclusion

This JOC scopes the depth and breadth of HLD and CS operations and EP responsibilities confronting DOD in 2015 and outlines how DOD will accomplish them, as well as the capabilities and attributes it will require to overcome a challenge of this magnitude. In so doing, this JOC serves to guide the development of other joint concepts and provides the foundation for the development and acquisition of new capabilities required to secure the Homeland.

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PART TWO: DETAILED DESCRIPTION

INTRODUCTION

To support Transformation, the Secretary of Defense directed the Joint Chiefs of Staff to develop a family of concepts to guide the capabilities-based defense strategy required for the Joint Force to meet the challenges of the 21st Century. The Joint Operations Concepts (JOpsC) Paper supports strategic documents such as the National Security Strategy (NSS), National Military Strategy (NMS) of the Department of Defense (DOD), National Strategy for Homeland Security (NSHLS), Defense Planning Guidance (DPG), Strategic Planning Guidance (SPG), and Transformation Planning Guidance (TPG) (see Appendix A: References for a complete listing) by describing how DOD intends to operate within the next 15 to 20 years. As the overarching articulation of how DOD will operate across the entire range of military operations (ROMO), the JOpsC describes in detail the attributes the future Joint Force must possess in order to operate successfully. Based on the unifying framework of the JOpsC, Joint Operating Concepts (JOCs) guide the development of desired future capabilities within specified segments of the ROMO necessary to realize the JOpsC attributes. Joint Functional Concepts delineate how DOD will integrate a set of related military tasks to attain the desired capabilities within specific functional areas. The JOCs and Joint Functional Concepts provide direction and guidance for the development of Service and Enabling Concepts, which, in turn, generate requirements for systems development and/or non-materiel solutions needed to realize desired future capabilities.

Purpose

This DOD Homeland Security (HLS) JOC describes how DOD intends to perform its responsibilities associated with securing the Homeland, to include Homeland Defense (HLD), Civil Support (CS), and Emergency Preparedness (EP) in the 2015 timeframe. It describes how the future Joint Force will plan, prepare, deploy, employ, and sustain the force in detecting, deterring, preventing, and defeating attacks against the Homeland, providing military forces in support of civilian authority, and planning for emergencies. While it does not provide detailed Service requirements or address particular systems, this document provides a conceptual perspective to facilitate joint experimentation and assessment activities and assists in the development and integration of subsequent Joint, Enabling, and Integrating concepts by identifying capabilities required to conduct HLD and CS operations, as well as EP planning activities. This concept also provides the conceptual framework for analyzing HLD, CS, and EP capabilities and requirements.

National Challenge

As America moves into the 21st Century, the Homeland is confronted by a spectrum of threats ranging from traditional national security threats (for example, ballistic missile attack) to law enforcement threats (for example, drug smuggling) (see Figure 1). For the American people and the Federal government, this is a conceptual spectrum with clear definitions of both ends and less clarity in the middle where the two ends blend together. In the middle is a “seam” of

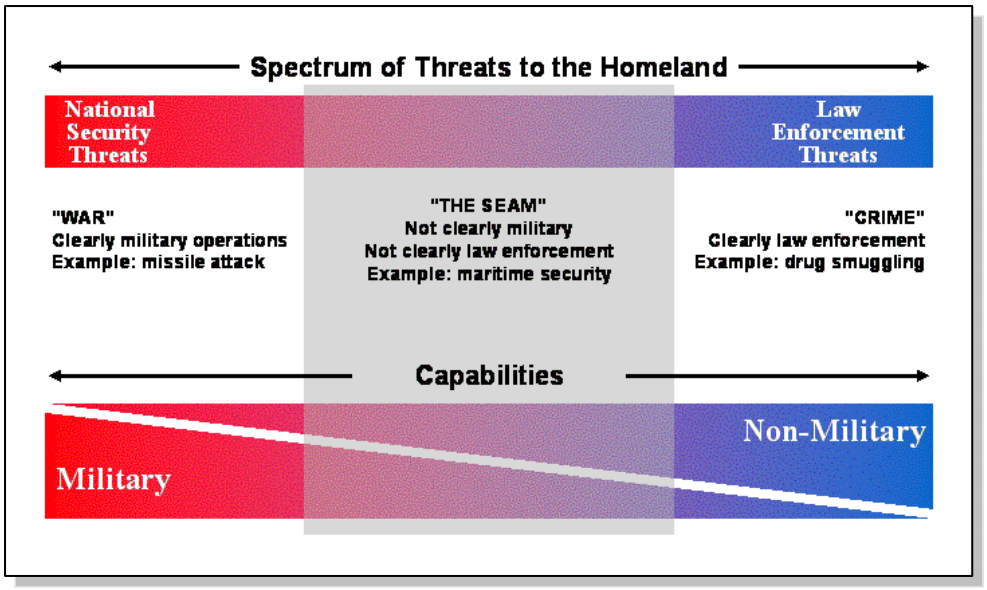

Figure 1: National Challenge

ambiguity where threats are neither clearly national security threats (requiring a military [DOD] response capability) nor clearly law enforcement threats (requiring a non-military response capability from the Department of Homeland Security [DHS], the Department of Justice [DOJ], or other agency). Within this "seam" are threats such as transnational terrorist groups that challenge the delineation of responsibility between DOD and DHS, DOJ, or other agencies because it is difficult to label them as either a national security threat or a law enforcement threat. Determining whether a particular adversary is one or the other will depend on the circumstances at the time and who is best capable to lead the Nation's efforts. Because of the nature of this spectrum, a coordinated, integrated, and coherent national effort will be essential in securing the Homeland against all threats.

This absence of a clearly defined border between the overlap of DOD and DHS, DOJ, or other agency responsibilities is an inherent strength for the Federal government as it allows the President to determine which threats are best met by law enforcement and which require military response. This absence of clear lines of responsibility in the "seam" between "war" and "crime" also is an enabler for DOD because in most cases it will limit military involvement in law enforcement and allow DOD to focus on warfighting responsibilities. The current NSHLS recognizes overlap in military and non-military capabilities by defining homeland security as a "concerted national effort to prevent terrorist attacks…" where the "concerted national effort" is based on "the principles of shared responsibility and partnership" between various federal, state, and local agencies and with the American people.[4] The overlap of DHS, DOJ, or other federal agency and DOD's domestic role in the Homeland supports the national strategy by providing the Federal government with military and non-military options to address a specific threat.

The implications of the spectrum of threats between "war" and "crime" will continue to challenge planning for HLD and CS missions, and EP activities, especially until policies,

[4] *National Strategy for Homeland Security* (Government Printing Office, July 2002).

procedures, statutes, and legal authorities are clarified through legislative and/or executive action. In the interim, DOD must be capable of operating against adversaries in the "seam" should the President so direct. For example, under existing legislation, or the President's Constitutional authority, DOD may be directed to move against specific threats in the approaches to the United States or against any threatened use of a weapon of mass destruction. As the current NSS concludes, "To defeat this [terrorist] threat we must make use of every tool in our arsenal – military power, better homeland defense, law enforcement, intelligence, and vigorous efforts to cut off terrorist financing." Though this national challenge may create overlap and redundancy in capabilities between DOD and its interagency partners, maintaining this "seam" will serve to prevent gaps in government-wide counter-terrorism capabilities and will provide the President the flexibility to confront adversaries across the threat spectrum.

Operational Environment

The "seam" between pure HLS and HLD missions in the spectrum of threats (see Figure 1 on the previous page) complicates planning and execution for DOD in the operational environment. Within the Homeland, DOD must be able to interact at an appropriate level with other government agencies and States and Territories responsible for protecting their citizens. In order for DOD to operate as an effective military force while performing HLD and CS missions or EP planning activities in this area, the role and capabilities of the National Guard must be synchronized and integrated in the overall effort, whether these forces are in State or Federal status. Such a construct necessitates cooperative planning and exercises. The National Guard is organized, trained, and equipped by the Department of Defense, and can operate in all traditional DOD missions within the spectrum of Title 10, 32, or State active duty forces. Additionally, the National Guard in State status possesses many of the attributes required of an effective Joint Force, yet remains responsive to State sovereign authorities free of the limitations that constrain federal forces. This provides the capability to execute a synchronized military response in those areas where DOD Title 10 forces may be unable to operate. Whether built into OPLANS and CONPLANS as friendly forces available for coalition-style, cooperative operations, or addressed directly as assigned forces under specified command arrangements, the use of these National Guard forces helps bridge the gap and eases the problem of operating in the "seam."

Homeland Security Paradigm

A secure Homeland is the Nation's first priority and is fundamental to the successful execution of the Nation's military strategy. It is also essential to America's ability to project power, sustain a global military presence, and to honor its global security commitments. The military will continue to play a vital role in securing US territory through the execution of homeland defense and civil support missions, as well as emergency preparedness planning activities (as defined in Figure 2 on the next page and in Appendix B: Key Definitions). As shown in Figures 2 and 3, HLS is not synonymous with HLD, nor are HLD, CS, and EP subordinate to HLS. On the contrary, while HLS, as defined in the NSHLS, is concerned solely with preventing and mitigating the effects of terrorist attacks, DOD's concern cannot be limited to terrorists. DOD must account for conventional or unconventional attacks by any adversary (including, but not strictly limited to, terrorists). When DOD conducts military missions to defend the people or territory of the Homeland at the direction of the President, this is HLD.

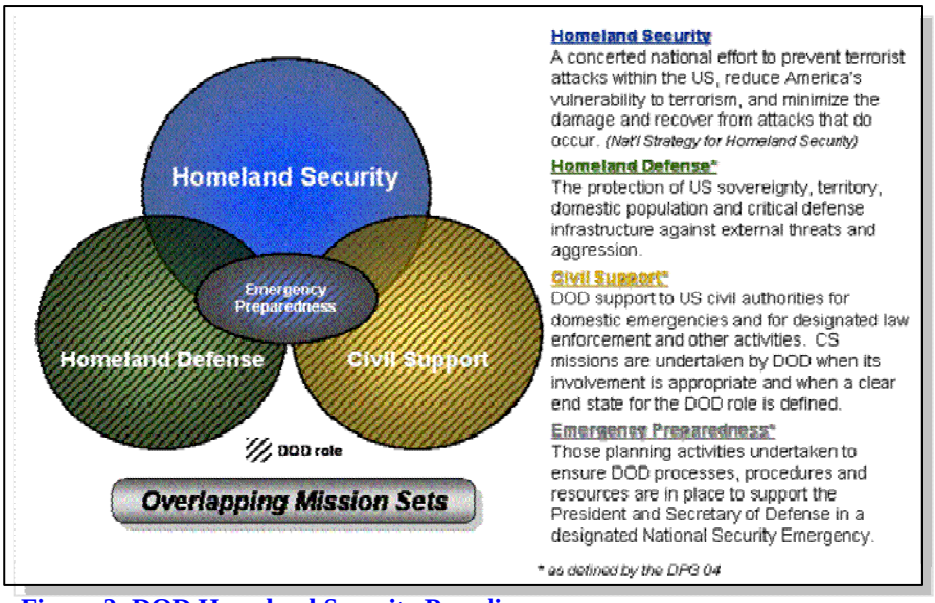

Figure 2: DOD Homeland Security Paradigm

As with military missions abroad, DOD will be the Lead Federal Agency (LFA) for HLD, with other departments and agencies in support of DOD efforts. Circumstances in which DOD supports the broader efforts of the federal, state, and/or local government, as coordinated by and in cooperation with the DHS or another agency as LFA, are appropriately described as civil support.

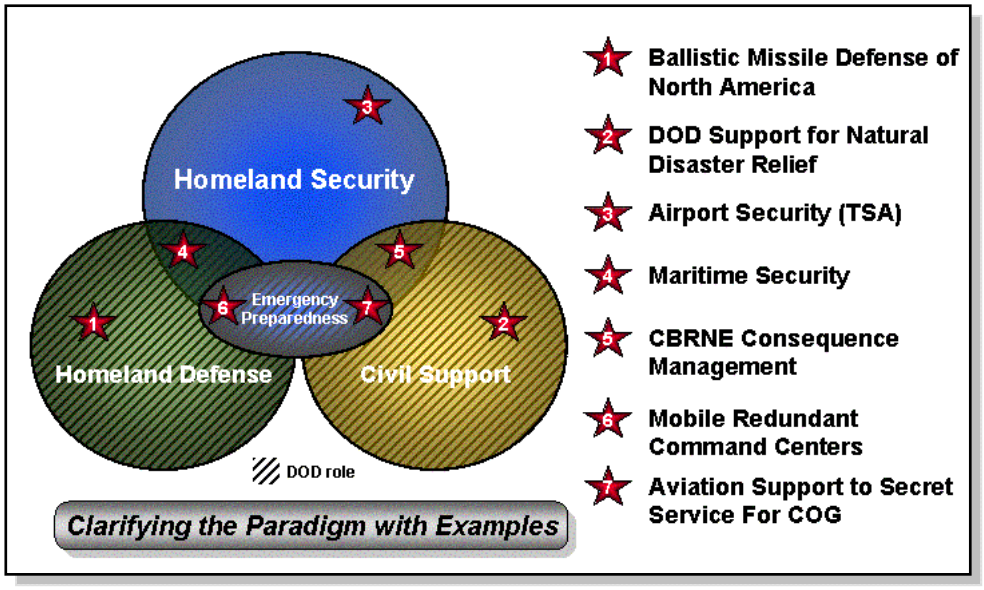

Figure 3: DOD Homeland Security Paradigm Examples

In these cases, DHS (or another LFA) coordinates activities and DOD is prepared to support the plans that are developed. In the same way that some aspects of HLD are unrelated to HLS, some aspects of DOD's CS functions are unrelated to terrorism and do not fall under HLS, yet DOD can still provide other unique capabilities in support of civilian authorities (for example, support for natural disaster relief). Similarly, some aspects of HLS fall outside the

purview of DOD. These functions (such as airport security measures enacted by the Transportation Security Administration [TSA]), fall under the lead of DHS (or another LFA). Where a particular scenario or incident falls within this paradigm is not for DOD (or DHS) to decide. As shown in Figure 4, this responsibility rests with the President as Commander-in-Chief and Chief Executive. In many cases, the answer is unequivocal. In clear cases of foreign aggression and threats to national security, DOD will be directed to conduct HLD operations necessary to defeat an attack (including, if applicable, actions taken in anticipatory self-defense to preempt an attack before it takes place). In cases with clear law enforcement responsibility, the President will direct DHS, DOJ, or other agency to assume LFA responsibility for HLS, and DOD may or may not be directed to perform a supporting role. It is also possible for the President to direct the transition of LFA responsibility during a crisis from DOD to another Federal agency or vice versa should changing circumstances warrant (for example, if law enforcement capabilities are unexpectedly exceeded).

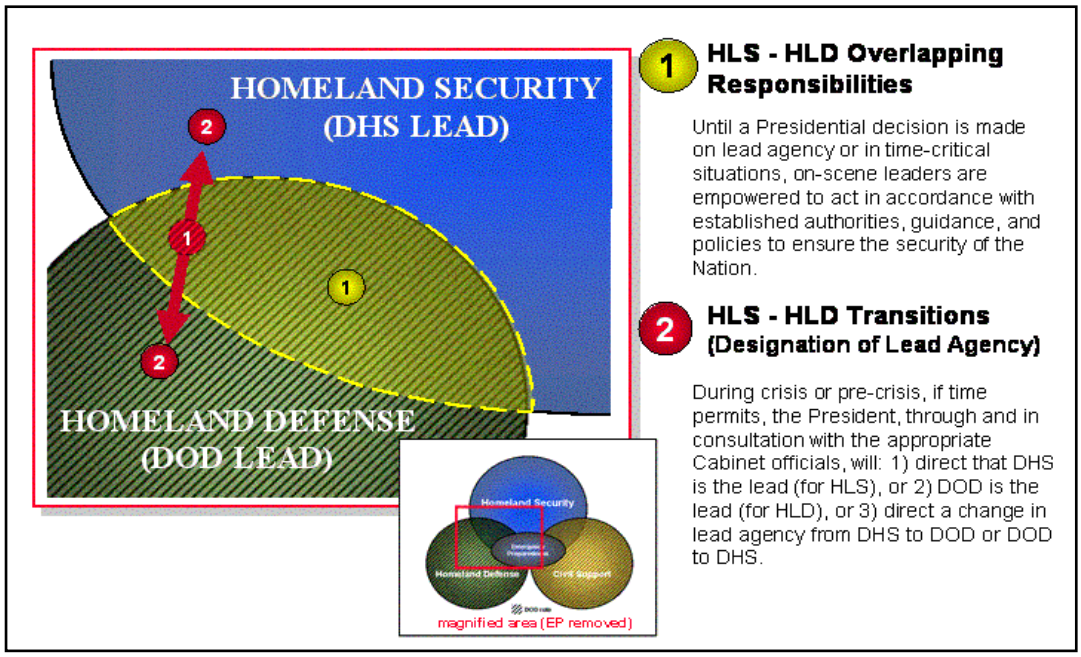

Figure 4: DOD HLS Paradigm Seams and Transitions

LFA responsibility in situations that are neither clearly military nor clearly law enforcement is a complex challenge, especially in time sensitive situations lacking Presidential directive. In those situations where both DOD and DHS, DOJ, or other on-scene agency have the required capabilities, but lack a formal Presidential directive, the on-scene leadership must be empowered to take whatever actions are deemed necessary and appropriate, in accordance with pre-established authorities, guidance, and policies, to ensure the security of the Homeland.

TIMEFRAME, ASSUMPTIONS, AND RISKS

This DOD HLS JOC describes how the ***future*** Joint Force will plan, prepare, deploy, employ, and sustain forces and/or capabilities in support of HLD and CS operations and EP planning in the 2015 timeframe.

The following assumptions frame the DOD HLS JOC and provide the context under which this JOC applies:

- There will be a persistent threat to the Homeland that will be increasingly diverse and difficult to predict. Potential adversaries will benefit from the ongoing proliferation of key technologies, including: tactical, cruise, and ballistic missiles with supporting architectures; chemical, biological, radiological, nuclear, or high yield explosives (CBRNE) hazards, including weapons; information warfare; and emerging technologies.

- When appropriate, the US will act with other nations to provide a multi-national approach to defeating shared threats (for example, participation in coalitions or international agreements, such as the North American Aerospace Defense Command). However, the US will maintain a unilateral capability to act militarily to protect vital national interests.

- Canada, Mexico, and The Bahamas, as well as Pacific Rim countries such as The Philippines, Japan, and South Korea will remain friendly and generally cooperative. Security arrangements, alliances, and coalitions will continue to enable the US and its partners to shape the strategic landscape, protect mutual and shared interests, and promote regional stability.

- The DHS will remain the LFA for the national homeland security mission and the DOJ will remain the LFA for counter-terrorism in US territory. The responsibility for homeland defense will remain with DOD, with appropriate geographic combatant commanders as the leads in their respective areas of responsibility (AORs) and with functional combatant commanders as the lead for specifically-designated functions within select missions. Civil support missions and emergency preparedness planning will remain important functions to be undertaken at the direction of the President and/or the Secretary of Defense. CS primarily will be undertaken in a supporting role to a LFA, while DOD can perform certain EP functions in either a support or lead role in accordance with Executive Orders and contingency plans.

- During times of crisis or pre-crisis, the President, through and in consultation with the appropriate Cabinet officials, will direct whether a given situation is HLS (with DHS, DOJ, or other agency as LFA) or HLD (with DOD as LFA) based on whether threats are best met by military or by non-military capabilities. If time does not permit such direction, on-scene leadership will be empowered to take whatever actions – in accordance with pre-established guidance and authorities – they deem necessary and appropriate to secure the Homeland.

Risks that could invalidate this concept include:

- Any changes in the role of the military in America between now and 2015 could alter the paradigm by which DOD acts in a lead role for HLD and in a supporting role for CS. It could also affect the legal framework (such as the Posse Comitatus Act) that governs DOD support (assessed as low risk).

- The emergence of a hostile global peer competitor, though unlikely within the specified timeframe, could represent a significant challenge to US freedom of action and the ability to project power overseas, as well as induce a significant reprioritization of US national security objectives and defense resources.

DESCRIPTION OF THE PROBLEM

Strategic Environment

As described in current and previous NSS and NMS documents, the highest priority of the US military is to defend the Nation from national security threats and foreign aggression. To meet responsibilities associated with securing the Homeland, DOD must simultaneously defend the Homeland, provide support to civil authorities as directed, and help prepare for emergencies. Confronting the US in this pursuit is a dangerous and uncertain strategic environment that will continue to pose challenges between now and 2015. Increasing political, economic, ethnic, and religious divisions; the diffusion of power among hostile state and non-state actors; population growth and a scarcity of natural resources; and the proliferation of dangerous technologies and weaponry are dramatically increasing the range of threats capabilities to the Homeland and US global interests. There are also implications for policy, authorities, and responsibilities posed by the "seam" between war and crime (see Figure 1). These conditions are likely to endure and will both challenge and help shape the future Joint Force as it transforms to develop the capabilities required for future operations. Several evolving trends within the strategic environment underscore the need for change and form the backdrop against which DOD will operate while conducting operations in the 21st Century. These trends include:

- A continued requirement for military power to protect and advance US global interests and commitments.
- A Joint Force battlespace that continues to be global and extends from the Homeland, to include cyberspace and space, and spans the operating areas of multiple Combatant Commands.
- A continued increase in the use of asymmetric approaches that avoid US strengths and attack US vulnerabilities, requiring continued vigilance, continued adaptation to adversary capabilities, and a continuing focus on homeland security by the US.
- A continued increase in the speed and scale of the proliferation of missile technology and the spread of CBRNE weapons and their means of delivery, posing a fast-growing challenge to land, maritime, air, cyber, and space capabilities at home and abroad.
- A continued heavy reliance by DOD on coordination and synchronization with interagency and multi-national partners.
- Greater access by potential adversaries to a global commercial, industrial, and informational base, providing them with niche capabilities intended to impede or defeat the capabilities or will of the US.
- Continuous adaptation by potential adversaries as US capabilities evolve.

Threat to the Homeland

The threat to the Homeland will continue to be diverse and difficult to predict. The US faces a range of state and non-state threat capabilities to its security – some known and some unknown – that fall into three broad categories: (1) hostile states using conventional or strategic capabilities; (2) hostile states employing asymmetric means of attack; and (3) non-state actors using asymmetric means of attack. The technical advances of hostile state actors and the diffusion of key technologies to non-state actors will endure and bring expanded capabilities to potential adversaries and increased risks to the Homeland. Furthermore, the proliferation of technology and the continued advancement of weapons and delivery systems will provide destructive mechanisms and the ability to deliver them to an increasing number of adversaries, who will continue to threaten US territory, population, and critical infrastructure. Since the US cannot know with confidence which nation, combination of nations, or non-state actor(s) will pose a threat in the future, the focus of planning and operations will be on how a potential adversary could threaten the US – that is, on the destructive mechanism and delivery means – rather than on a specific adversary or adversaries.

"There are many threats against this nation, and they will take many forms. They range from the threat of major war to the faceless threat of terror."
– Quadrennial Defense Review

The destructive mechanisms of concern include, but are not limited to: nuclear fission and fusion devices, contagious and non-contagious biological agents, chemical agents, radiological dispersion devices, conventional (perhaps enhanced) weapons or improvised explosives, cyber attacks, and the use of civil equipment and facilities as weapons. Each of these has the potential to cause significant psychological and/or physical damage to US territory, population, and critical infrastructure, and could be deployed by hostile states or non-state actors. These threats to the Homeland could be delivered by numerous means. Potential delivery systems include, but are not limited to: ballistic missiles, both intercontinental (ICBM) and sea-launched (SLBM); cruise missiles, including air-launched (ALCM), sea-launched (SLCM), and ground-launched (GLCM); unmanned and manned aircraft; man-portable air defense systems (MANPADS); and various ground and sea vehicles. In addition, a weapon could be acquired overseas and smuggled (by any means) into the Homeland either fully assembled or in pieces; or it could be built from scratch locally and delivered to its target by any of the means listed above.

Potential adversary objectives include: inflicting large numbers of American casualties; destroying significant property; disrupting the US economy; damaging US agriculture (food industry); creating psychological shock to reduce public support for specific US policies; and impeding US military deployment, command and control, or other activities. Potential attacks by both hostile states and non-state actors will rely on surprise, deception, and asymmetric warfare and will cover the range of activities from acquisition of material and know-how to delivery of individual weapons, or coordinated attacks with multiple weapons of the same or different types.

Missions to be Accomplished

DOD must plan for and be able to simultaneously defend the Homeland, provide support to civil authorities as directed, and help prepare for emergencies. By so doing, DOD helps preserve the Nation's freedom of action and ensures the ability of the US to project and sustain

power wherever and whenever it chooses. DOD's responsibilities for securing the Homeland fall into three areas: HLD and CS operations and EP planning activities.

Homeland Defense (HLD): The protection of US sovereignty, territory, domestic population, and critical infrastructure against external threats and aggression *(DPG 04)*.

HLD operations ensure the integrity and security of the Homeland by detecting, deterring, preventing, and defeating threats and aggression against the US as early and as far from its borders as possible so as to minimize their effects on US society and interests.[5] This defense must be proactive, externally focused, and conducted in depth by layering integrated military, interagency and multi-national partner capabilities beginning at the source of the threat. The mission sets for HLD include the following[6]:

- **National Air and Space Defense**: All measures of HLD taken to detect, deter, prevent, defeat, or nullify hostile air, missile, and space threats against US territory, domestic population, and critical infrastructure.
- **National Land Defense**: All measures of HLD taken to detect, deter, prevent, defeat, or nullify hostile land threats against US territory, domestic population, and critical infrastructure.
- **National Maritime Defense**: All measures of HLD taken to detect, deter, prevent, defeat, or nullify hostile maritime threats against US territory, domestic population, and critical infrastructure.
- **Cyber Defense**: All ***defensive*** information operations (particularly computer network defense [CND]) taken to detect, deter, prevent, defeat, or nullify hostile cyber threats against DOD assets and the Defense Industrial Base.

Civil Support (CS): DOD support to US civil authorities for domestic emergencies and for designated law enforcement and other activities. CS missions are undertaken by the Department when its involvement is appropriate and when a clear end state for DOD's role is defined *(DPG 04)*.

In addition, DOD may also be directed to assist civilian authorities in order to save lives, protect property and public health and safety, or to lessen or avert the threat of a catastrophe. DOD maintains many unique capabilities that can be used to mitigate and manage the consequences of both natural and man-made disasters, and must be prepared to provide support to state and local authorities[7], if requested by the LFA. The President and the Secretary of Defense determine priorities regarding what DOD resources will be made available for CS. The mission sets for CS include:

- **Military Assistance to Civil Authorities (MACA)**: A mission set of CS entailing natural or man-made disasters, CBRNE consequence management (CM), and other support as required.

[5] Strategic Deterrence and HLD are intrinsically related in that each builds upon and supports the other. For more information on Strategic Deterrence, see the Strategic Deterrence JOC (see reference nn).
[6] Key Terms are defined (with source information) in Appendix B: Key Definitions.
[7] Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, American Indian tribes can also request support from the Federal government.

- **Military Support to Civilian Law Enforcement Agencies (MSCLEA)**: A mission set of CS that includes support to civilian law enforcement agencies. This includes, but is not limited to: combating terrorism, counter-drug operations, border patrol augmentation, and critical infrastructure protection.
- **Military Assistance for Civil Disturbances (MACDIS)**: A mission set of CS involving DOD support, normally based on the direction of the President, to suppress insurrections, rebellions, and domestic violence, and provide federal supplemental assistance to the states to maintain law and order.

In addition to the HLD and CS missions, DOD has certain responsibilities to help prepare for emergencies. These responsibilities fall into one of three mission sets for EP:

Emergency Preparedness (EP): Those planning activities undertaken to ensure DOD processes, procedures, and resources are in place to support the President and Secretary of Defense in a designated National Security Emergency *(DPG 04)*.

- **Continuity of Operations (COOP)**: The degree or state of being continuous in the conduct of functions, tasks, or duties necessary to accomplish a military action or mission in carrying out the national military strategy. COOP includes the functions and duties of the commander, as well as the supporting functions and duties performed by the staff and others acting under the authority and direction of the commander.
- **Continuity of Government (COG)**: A coordinated effort within each branch (Executive, Legislative, and Judicial) to ensure the capability to continue minimum essential functions and responsibilities during a catastrophic emergency. COG activities involve ensuring the continuity of minimum essential branch functions through plans and procedures governing succession to office and the emergency delegation of authority (when and where permissible and in accordance with applicable laws); the safekeeping of vital resources, facilities, and records; the improvisation of emergency acquisition of vital resources necessary for the continued performance of minimum essential functions; the capability to relocate essential personnel and functions to alternate work sites and to reasonably sustain the performance of minimum essential functions at the alternate work site until normal operations can be resumed. COG is dependent upon effective COOP plans and capabilities.
- **Other EP roles**: In addition to COOP and COG, if the President directs, DOD may be tasked with additional missions relating to EP.

Successful accomplishment of DOD's responsibilities is predicated upon the determination of required doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) capabilities, and the implementation of command, control, communications, computers, intelligence, surveillance, and reconnaissance (C4ISR) constructs to facilitate the synchronization of these capabilities. The degree of success in each mission set is difficult to measure, as much of the HLS mission involves deterrence and dissuasion (concepts not easily quantified). Nevertheless, the bottom line is clear: DOD cannot and will not fail. Success in the HLD mission is defined as the preclusion of a significant attack upon the Homeland. For CS, success is defined as responding, when directed and within required timeframes, to 100% of requests for assistance (RFAs) approved by the President and/or

Secretary of Defense. Success in the EP mission is defined as DOD's contribution to the development of a viable and executable emergency preparedness strategy.

SYNOPSIS OF THE CENTRAL IDEA

A Strategic Concept for HLD, CS, and EP

The most important purpose and highest priority for DOD is the defense of the Homeland against external threats and foreign aggression. In this core mission, DOD is responsible for deterring attacks against the US, its territories, and possessions. Should deterrence fail, DOD requires a defense that is proactive, externally focused, and conducted in depth beginning at the source of the threat. Realizing that the first line of defense is performed overseas through traditional and special military operations to stop potential threats before they can directly threaten the Homeland, but that not all potential threats can be prevented, a strategic concept that embraces a layered defense is required. The transit of threats to the Homeland from their source to their target presents DOD a series of opportunities to detect, deter, prevent, or defeat the threat and avoid the requirement to mitigate its effects. While DOD will require capabilities to detect and defeat external threats and aggression anywhere in the world, DOD's goal will continue to be to defeat threats as far from the Homeland as possible.

This strategic concept also supports and embraces the present strategy of deterrence through certain overwhelming retaliation and of preemption in anticipatory self-defense through a neutralizing first strike capability.[8] In addition, it emphasizes the critical importance of preventing attacks on the Homeland and mitigating their effects should they occur. To meet this complex challenge, the planning and execution of military operations need to be integrated and

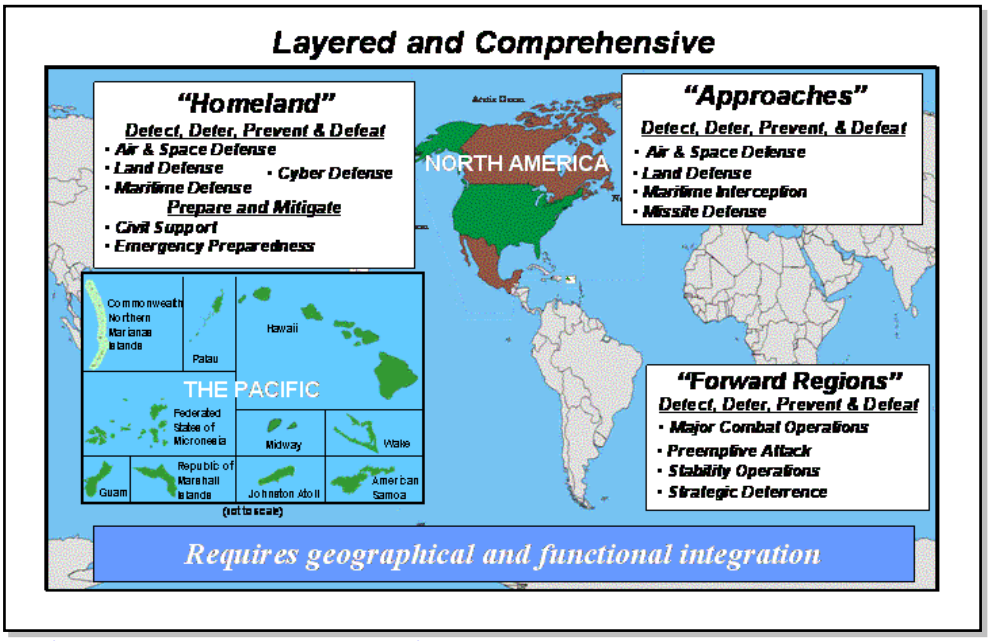

Figure 5: DOD HLS JOC Strategic Concept

[8] Deterrence and preemptive attack (as Global Strike) are also addressed in the Strategic Deterrence JOC see (reference nn).

synchronized within a larger national security strategy construct and conducted in coordination with other government agencies and allies.

The central idea of this concept is to protect the Homeland from external threats and aggression using integrated operational and tactical offensive and defensive measures. Figure 5, a graphical depiction of this strategic concept, divides the world into three regions and conceptually illustrates how DOD missions will be performed in each region to produce a layered and comprehensive defense of the Homeland:

- **Forward Regions** – The Forward Regions are foreign land areas, sovereign airspace, and sovereign waters outside the Homeland. In the Forward Regions, the objective is to detect, deter, prevent, and defeat threats and aggression against the US before they can directly threaten the Homeland. This can be achieved independently, through preemptive attack (if actionable intelligence is available), or in conjunction with major combat operations, stability operations, and/or strategic deterrence. DOD will focus its capabilities in order to create an overwhelming first layer of Homeland defense while engaging emerging threats as far from the Homeland as possible. Military operations in the Forward Regions will often require DOD to coordinate with other nations in order to synergize efforts to protect US interests. Furthermore, military operations will likely occur within the operating areas of multiple Combatant Commanders and will require coordination among multiple sovereign nations/governments/agencies and militaries in addition to internal DOD coordination.
- **Approaches** – The Approaches is a conceptual region extending from the limits of the Homeland to the boundaries of the Forward Regions that is based on situation-specific intelligence. Once intelligence has indicated that a threat is en route to the Homeland from a foreign point of origin, it is considered to be in the Approaches. Military operations in the Approaches will focus on detecting, deterring, preventing, and defeating transiting threats as far from the Homeland as possible using the entire DOD portfolio of available capabilities. Military operations in the Approaches will often require DOD to coordinate with other federal agencies and nations in order to synergize efforts to protect the Homeland. To meet this objective, DOD will focus on surveillance and reconnaissance, active missile defense, air defense, land defense, and maritime interception.[9]
- **Homeland** – The Homeland is a physical region that includes the land masses of CONUS, Alaska, and Hawaii; US territories and possessions in the Caribbean Sea and Pacific Ocean; and the immediate surrounding sovereign waters and airspace. In this region, the DOD objective is to detect, deter, and prevent aggression and defend against external threats – potentially while simultaneously supporting power projection for decisive military operations in the Approaches and/or Forward Regions. Military operations in the Homeland will often require DOD to coordinate with local or state governments, other federal agencies, and/or non-government agencies in order to protect US sovereignty, territory, and domestic population. To

[9] Definitions for Air Defense and Maritime Interception are included in Appendix B: Key Definitions.

achieve these objectives, DOD will focus on the mission sets for HLD of air and space defense[10], land defense, maritime defense, and cyber defense. In addition, to achieve CS and EP objectives, DOD must also prepare for, and be able to mitigate the effects of, catastrophic emergencies, including CBRNE events, and be prepared to support civilian agencies against internal threats or national emergencies if directed by the President.

The boundaries between these three regions are not strict, and the regions may overlap or change depending on the situation. However, regardless of the situation, DOD will require geographical and functional integration since threats may cross domains or overlap the AORs of two or more combatant commands. The desired end state for this strategic concept is an ongoing series of synergistic operations to detect, deter, prevent, and defeat external threats and aggression in order to safeguard the nation's way of life, freedom of action, and, when required, capacity to project decisive military power overseas. Thus, the defense must be both layered and comprehensive and must encompass the capabilities of DOD, state and local authorities, and interagency and multi-national partners.

In the Homeland, there are three circumstances[11] that govern DOD involvement in HLD and CS operations and EP planning:

1. **In Extraordinary Circumstances,** DOD would conduct military missions such as ballistic missile defense (BMD), combat air patrols, or maritime defense operations as the lead in defending the people and the territory of the US, supported by other agencies. Included in this category are cases in which the President, exercising constitutional authority as Commander-in-Chief and Chief Executive, authorizes military actions to counter threats within the US, as well as steady-state operations in which DOD is preparing and/or posturing for extraordinary circumstances.
2. **In Emergency Circumstances,** such as responding to an attack or to catastrophic natural/man-made events (for example, forest fires, floods, hurricanes, or tornadoes), DOD could be directed to act quickly to provide capabilities that other agencies do not possess or that have been exhausted or overwhelmed. In such circumstances, other federal agencies take the lead and DOD supports.
3. **In Limited-Scope Missions** (such as special events [for example, Olympics] or assisting other federal agencies to develop capabilities to detect chemical and biological agents), other agencies have the lead and DOD supports.

These three circumstances are neither mutually exclusive nor static. At any given time, DOD could be conducting multiple operations concurrently under some or all of these circumstances. Furthermore, any number of potential scenarios could necessitate a transition among the circumstances (for example, transitioning from a "limited scope" mission to "emergency circumstances" after a terrorist attack at a special event).

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[10] In accordance with existing agreements with Canada, DOD performs air defense of the US and Canada, in cooperation with Canadian military forces.

[11] Source: Secretary of Defense testimony to the Senate Appropriations Committee, 7 May 2002, and codified in the *National Strategy for Homeland Security*, July 2002, p. 13.

NECESSARY CAPABILITIES AND ATTRIBUTES

Desired Future Capabilities

In order to implement the DOD HLS JOC strategic concept, future joint forces should possess a number of capabilities. These future capabilities identify what DOD must be able to do in order to detect, deter, prevent, and if necessary, defeat potential attacks on the Homeland, or to mitigate the effects of attacks that do occur.[12] These capabilities are closely linked with the attributes (discussed following the capabilities) that characterize the future Joint Force, which will be able to accomplish the HLD and CS missions and EP planning activities. The capabilities required to implement the strategic concept include the ability to:

- **Detect, prevent, (including through deterrence and preemptive attack) and defeat potential threats to the Homeland as they arise in the Forward Regions.**

  Detecting and preventing attacks before they can be set in motion or defeating them once initiated is the best way to ensure a secure Homeland. US military presence in the Forward Regions will continue to serve as a deterrent to potential attacks on the Homeland. This presence will be enhanced through shared information among US and multi-national agencies on known or suspected threat countries, organizations, and individuals. Sharing of information, knowledge, and teamwork with friendly nations through theater security corporation programs will further the detection and deterrence of threats within the Forward Regions. However, the ability to conduct preemptive attacks (which can range in size and complexity from a single strike to major combat operations) must also be an available option for senior decision-makers. These strikes could include targeting key development nodes, command and control systems or processes, or the weapons system itself at any point during the development and preparation process before an attack on the Homeland is actually initiated. Illustrative preemptive attacks include a strike in the Forward Regions to prevent ballistic missile launch by destroying the delivery systems and/or enabling infrastructure prior to launch or destroying adversary aircraft before takeoff.

  (This capability is also addressed in the Strategic Deterrence JOC under Global Strike).

- **Detect, deter, prevent, and defeat ballistic missile threats to the Homeland.**

  The objective of missile defense in 2015 will be to protect the US, our friends and allies, and our deployed forces. This will be accomplished by a combination of (a) preemptive actions aimed at detecting and preventing missile attacks prior to launch by destroying the delivery systems and enabling and sustaining infrastructure before they can be employed (in the Forward Regions); (b) regionally-oriented defenses that protect deployed forces (a force protection responsibility), and (c) missile defense for the Homeland. Dependent on timely, reliable, and accurate early warning information, this capability must provide a

[12] These capabilities support the six critical operational goals identified on p.30 of the 2001 QDR (see reference ll).

layered defense that allows multiple engagement opportunities throughout the boost, midcourse, and terminal phases of a missile's flight in order to negate or defeat an attack as far from the Homeland as possible.

(This capability is also discussed in the Strategic Deterrence JOC under Active and Passive Defenses).

- **Detect, deter, prevent, and defeat airborne threats to the Homeland.**

  National air sovereignty is essential to keep the Homeland safe while ensuring maximum use of the airspace for commercial and civilian activities. Detection of airborne threats in the Homeland or in the Approaches is complicated in that attacks can be either externally or internally initiated and may not be easily differentiated from benign air activity. Thus, this capability must provide the ability to detect and prevent threats early, determine intent of threats, and provide sufficient warning to defeat threats before they reach their intended target. This is a complex challenge that, due to the significant overlap between national security and law enforcement, will require close cooperation, coordination, interoperability, and collaboration between DOD and its interagency partners.

- **Detect, deter, prevent, and defeat hostile space systems threatening the Homeland.**

  Space defense should focus on detecting, identifying, tracking, and preventing/negating adversary space systems supporting attacks on the Homeland. This includes the ability to conduct space negation, whereby adversary space systems are any or all of the following: deceived, disrupted, denied, degraded, and/or destroyed (including attacks against ground-based support and launch infrastructures in the Forward Regions, possibly in coordination with related or unrelated ongoing military combat operations).

  (This capability is also discussed in the Strategic Deterrence JOC under Space Control).

- **Detect, deter, prevent, and defeat maritime threats to the Homeland.**

  Maritime security is essential to keep the Homeland safe while maximizing commercial and civilian benefit. This is a complex task in that hostile maritime platforms may not be easily differentiated from benign activity, and any disruption of commercial trade could lead to significant detrimental financial implications. It is also critical for DOD to maintain unrestricted freedom of movement in order to ensure the ability to deploy forces overseas. This capability must provide for the detection, localization, evaluation, sorting, and possible interception, by force if necessary, of maritime traffic to prevent or defeat an attack. Coordination and interoperability with local, state, and federal law enforcement agencies (particularly the US Coast Guard) are important in this effort due to their regulatory and law enforcement roles, which overlap significantly in the maritime environment with DOD's national security responsibilities. Additionally, sharing of information and cooperation with allied nations in regards to maritime activities could greatly assist in the early detection and interception of maritime threats.

- **Detect, deter, prevent, and defeat land threats to the Homeland.**

  In the land domain, protecting the Homeland from national security threats and foreign aggression is the foremost responsibility and highest priority of the US Armed Forces and a primary mission for the Reserve Components. While the likelihood of a land invasion of the Homeland in the 2015 timeframe is remote, this capability must provide the United States the ability to counter a range of possibilities – from conventionally equipped militaries to small, elusive adversaries able to employ the most sophisticated technologies. The Joint Force requires the ability to defend bases, installations, critical infrastructure, national borders, and US sovereignty against National Security threats as directed by the President. This capability must provide the ability to detect and prevent threats early, determine intent of threats, and provide sufficient warning to defeat threats before they reach their intended target. This is a complex challenge that, due to the significant overlap between national security and law enforcement, will require close cooperation, coordination, interoperability, and collaboration between DOD and other federal agencies and between the US and its multi-national partners.

  If the land threat exceeds local, state, and non-DOD federal capabilities, the President may direct DOD to take the lead to counter the threat. Neither the Posse Comitatus Act nor any other federal statute denies or limits the President's use of the Armed Forces when countering a National Security threat. Short of a Presidential directed DOD response to an invasion of the Homeland, the land defense mission remains an inherent protection and law enforcement responsibility of DOD's interagency partners. DOD must also be prepared to support other federal agencies in a civil support role when directed by the President or the Secretary of Defense based upon the principles of cooperation, partnership, the rule of law, and civilian control of the military. Military involvement will be part of a synchronized strategic approach involving federal, state, and local resources, as directed, to defeat or otherwise respond to any adversary threat to the homeland.

  (DOD's ability to conduct land defense is also discussed in the Major Combat Operations Joint Operating Concept).

- **Detect, deter, prevent, and defeat physical and cyber threats to DOD assets in the Homeland.**

  Protecting defense critical infrastructure and assets is essential in order to maintain DOD's ability to project power, conduct traditional and special military operations, and secure the Homeland. While some aspects of this capability will take place during operations, the majority of the actions necessary to achieve this capability must be taken prior to the commencement of operations. In order to achieve this capability, the Joint Force must first determine what infrastructure is critical to the completion of its missions, systematically and comprehensively assess vulnerabilities, detect the emergence of threats, and then put into place physical and electronic barriers, security protocols, and consequence management

procedures necessary to protect that infrastructure and ensure continuity of operations in the event of an attack on, or failure of part of, that infrastructure. Because an effective infrastructure is crucial to modern warfighting, this capability is intrinsically linked to strategic deterrence, as well as major combat and stability operations.

(The capability to protect DOD installations and facilities is also discussed in the Protection Functional Concept).

- **Collaborate with other federal agencies; conduct or facilitate vulnerability assessments; and encourage risk management strategies to protect against and mitigate the effects of attacks against the Defense Industrial Base**.

  Protecting the Defense Industrial Base, whose unauthorized exploitation or destruction could have a catastrophic impact on not only the Nation's prestige and morale, but also on DOD's ability to complete its assigned warfighting missions, is paramount. DOD must have the capability to work with all relevant Federal departments and agencies to identify, prioritize, and coordinate the protection of all Defense Industrial Base critical infrastructure and key resources. DOD and its Interagency partners must develop vulnerability assessments and risk management strategies designed to prevent and if necessary, reduce the consequences of failures, whether caused by terrorist and non-terrorist acts/events. The ability to share information about physical and cyber threats, coupled with direct collaboration between DOD and its interagency partners will enable mutual understanding and identification of indicators and precursors of an attack and allow for adequate preventive measures to be taken. This capability is intrinsically linked to strategic deterrence, as well as major combat and stability operations.

- **Project power to defend the Homeland.**

  To be able to detect, deter, prevent, or defeat threats in the Approaches and/or in the Forward Regions before they reach the Homeland, DOD must be able to rapidly and effectively deploy and sustain forces in and from multiple dispersed locations to respond to crises, to contribute to deterrence, and to enhance regional stability. Projecting US military power globally and conducting effective theater-level military operations (including major combat or stability operations) are essential contributors to HLD because they serve as visible deterrents to potential adversaries and reduce instability that can incite potential adversaries to act. In addition, forward deployed forces can be made available to rapidly conduct preemption or interception operations. This capability is closely tied to strategic deterrence, as well as major combat and stability operations.

  (This capability is also addressed by the Overseas Presence discussion in the Strategic Deterrence JOC and in the Focused Logistics Functional Concept).

- **Prepare for and mitigate the effects of multiple simultaneous CBRNE events.**[13]

  Among the threats facing the Homeland, one of the most severe is the threat of CBRNE attacks or emergencies. These events present not only an extreme danger to the US population, but could also adversely impact the ability of the Joint Force to project power from the Homeland. DOD will require capabilities and forces uniquely qualified and trained for CBRNE events. These forces must be prepared to support DOD requirements on DOD bases and installations as well as local, state, and federal agencies overwhelmed in an emergency. This capability must include forces and assets able to provide agent detection and assessment, agent containment, quarantine, evacuation, force protection, decontamination, medical operations in a contaminated environment, and medical surge capabilities. These forces and assets must be available in a timely and reliable manner, and capable of deploying and sustaining themselves (potentially in an austere or contaminated environment).

  (The capability to mitigate the effects of CBRNE events is also discussed in the Protection Functional Concept).

- **Conduct HLD and CS operations, and EP planning activities while operating as the LFA, providing support to a LFA, and during transitions of responsibility.**

  Providing robust and rapid response in coordination with other federal, state, and local agencies is a critical aspect of DOD's ability to provide security to the Homeland. DOD must be able to accomplish this mission as both a LFA and a supporting federal agency. DOD must develop the policies, processes, and procedures to ensure that, regardless of which Federal agency has responsibility, operations critical to the security of the nation are conducted rapidly, correctly, and in the best interests of the nation.

  During the course of a HLD or CS operation or EP planning activity, LFA responsibility may change. The period where lead responsibility transitions from one agency to another is especially challenging. Policies and procedures should enable and facilitate continuous and effective operations during this transition. DOD must also ensure DOD HLD, CS, and EP capabilities can function during this transition of operational lead agency.

- **Conduct HLD and CS operations and EP planning activities when responsibilities overlap and in the absence of formal designation of LFA.**

  DOD must be prepared to ensure the security of the Nation during time critical situations where responsibilities may overlap between federal agencies, as well as when LFA has not been formally designated for a given situation. This potential "seam" between HLS and HLD requires the development of authorities and procedures to ensure the ability to communicate and operate with other federal agencies in these challenging situations. These authorities should include, but not

[13] This capability is inherently linked to capabilities relevant for force protection (FP) in Major Combat or Stability Operations (decontamination or protective gear, for example) that could be employed by joint forces wherever they are required.

be limited to: interagency coordination, communications interoperability, pre-approved "use of force" policy, ability to control operational assets and funding obligations, and entrance and exit strategies for DOD involvement.

During these time-critical situations where operations are required to protect the Homeland prior to a Presidential decision on LFA, DOD will require authorities and policies to empower on-scene leaders to take lead responsibility or to provide support to other federal agencies. In these situations, DOD must develop the ability to work closely with other federal, state, and local agencies to ensure that critical operations are conducted, that security of the Homeland is the overarching goal, and that questions regarding the absence of a formally designated LFA do not lead to inaction or delayed actions.

- **Support a prompt and coordinated federal response for HLD and CS missions, and EP planning activities; and facilitate and streamline rapid decision-making on supported-supporting relationships among agencies and actors.**

  DOD must be prepared to ensure the security of the Homeland during time critical situations by rapidly energizing military command and interagency partner linkages to recommend and facilitate decisions. This ability includes rapid crisis action planning and intelligence sharing to support the appropriate Cabinet officials in their process of designating LFA responsibilities. This capability will enhance DOD response times during a crisis and improve multi-agency coordination for HLD and CS operations, as well as EP planning activities. This ability should include, but not be limited to: interagency coordination, communications interoperability, pre-approved rules on intelligence sharing, and policies/procedures on entrance and exit strategies for DOD involvement.

  During a HLD, CS, or EP crisis, the potential ambiguity of agency and actor responsibilities requires the development of appropriate authorities and procedures to ensure the ability to rapidly recommend and decide supported-supporting relationships.

Enabling Capabilities

Enabling capabilities provide the foundation essential to the successful execution of the capabilities discussed above:

- Ensure a collaborative and interoperable DOD and interagency partner unity of effort against threats to the Homeland, to include consequence management operations.
- Develop and maintain situational awareness and shared understanding throughout the HLD/CS/EP environments.
- Develop and maintain a robust, redundant, secure, decentralized, distributed, collaborative, and interoperable command, control, communications, computers, and intelligence (C4I) system and process.
- Develop and maintain robust interagency coordination to include communications interoperability, intelligence sharing, and policies / procedures on entrance and exit strategies for DOD involvement.

- Apply force selectively and precisely in order to achieve the desired effect wherever and whenever required using the full portfolio of available capabilities.
- Provide protection for DOD forces, assets, installations, and critical defense industrial base infrastructure.
- Ensure the delivery of equipment, supplies, and personnel in the right quantities, to the right place, at the right time to support HLD, CS, and EP objectives.
- Develop and acquire transformational technologies through a streamlined cycle for capabilities-based acquisitions.

(These Enabling Capabilities are also addressed in Functional and Integrating Concepts).

Joint Force Attributes

To be able to accomplish the missions and objectives associated with the capabilities above, the Joint Force[14] must possess a number of attributes. Each attribute is a characteristic essential for the Joint Force to be able to successfully accomplish HLD and CS missions and EP planning activities. They were derived from and build upon the attributes identified by the JOpsC. Each attribute is defined and related to HLD, CS, and EP, and each attribute is accompanied by metrics (listed as sub-bullets), which are the *objective* and *quantitative* measures used to evaluate the attributes. The metrics listed are an initial version that will mature as the concept itself matures and evolves. Joint Force attributes for HLD, CS, and EP include:

- **Fully Integrated** – All DOD component capabilities are born joint and are able to integrate into a focused effort with a unified purpose. Forces employed for HLD and CS operations must be able to work not only with every Service (Army, Navy, Air Force, Marines, Coast Guard), including Reserve Component forces, but also special operations forces, interagency elements (the Bureau of Customs and Border Protection, for example), and forces employed by multi-national partners (Canadian or Mexican forces, for example). In addition, they must be able to work towards a common objective with any of these forces in any domain (for example, air-based forces able to coordinate with maritime forces). This attribute is measured by:
  - Degree of interoperability (the percentage of stakeholders that can participate in a collaborative command, control, communications, computers, and intelligence system that includes connectivity among stakeholders, including within DOD and between DOD and non-DOD players [for example, Interagency or Coalition partners]).

JOINT FORCE ATTRIBUTES FOR HLD, CS, and EP

Fully Integrated
Expeditionary
Networked
Decentralized
Adaptable
Decision Superior
Effective

[14] As defined in the JOpsC (footnote 1, p.3), the term "the Joint Force" in its broadest sense refers to the Armed Forces of the United States, while the term joint force (lower case) refers to an element of the Armed Forces that is organized for a particular mission or task (for example, a joint task force).

- **Expeditionary**[15] – Rapidly deployable, employable, and sustainable throughout the global battlespace regardless of anti-access or area-denial environments and independent of existing infrastructure. Being expeditionary will allow the Joint Force, along with partners and allies, to seize and maintain the initiative required to accomplish its mission. It will enable operational forces to conduct prompt HLD and CS missions in response to taskings with variable degrees of urgency (from time-critical or fleeting to predictable) and to respond with the operational or even global reach required to deal with a threat wherever necessary. This attribute is measured by:
    - Response time (the time from initial notification to capability employment),
    - Redeployment time (the time from redeployment notification to capability employment at a second locale),
    - Reach (a measure of how far forward effects can be brought to bear), and
    - Staying power (the amount of time a capability package can be employed using only organic equipment and resources).
- **Networked** – Linked and synchronized in time and purpose – allowing dispersed forces to communicate securely, maneuver, and share a common operating picture. Being networked allows the activities required of disparate forces to be coordinated to achieve a desired end-state in a dynamic environment by facilitating communication from national and strategic leaders to combatant commanders and from combatant commanders to operational and tactical warfighters, as well as interagency and multi-national partners. It includes both technical linkages, as well as relationships built on training and working with each other over time. This attribute is measured by:
    - Coverage (the area of persistent regard/awareness),
    - Timeliness of information (the time elapsed from initial detection of a target/track to the point in time that the information reaches the end-user and the decision is made to take or not take action),
    - Information pull (the time required for required information other than orders [for example, situational awareness information] to be made available for access by appropriate DOD and other interagency partner response elements), and
    - Degree of interoperability (the percentage of stakeholders that can participate in a collaborative C4I system that includes connectivity among stakeholders, including within DOD and between DOD and non-DOD players [for example, Interagency or Coalition partners]).

[15] While anti-access and infrastructure independence may be of limited applicability in the Homeland and the Approaches (where joint forces are unlikely to encounter them), they are important in the Forward Regions. Area-denial environments could be encountered anywhere, including in the Homeland (in a contaminated environment caused by a CBRNE event, for example).

- **Decentralized** – Uses collaborative planning and shared knowledge and understanding to empower subordinate commanders to compress decision cycles. Based on common real-time situational awareness and a clear understanding of Secretary of Defense directions, strategic objectives, and commander's intent, a decentralized Joint Force can conduct operations at lower echelons, thereby allowing greater autonomy and freedom of action (in accordance with objectives and intent) to permit subordinate commanders to seize the initiative and exploit fleeting opportunities. Decentralized execution is a critical attribute for Joint Forces conducting HLD and CS operations, since in the steady-state operating environment, there will be a limited number of "stand-by" forces available for employment in any particular engagement or contingency. This attribute is measured by:
    - Timeliness of information (the time elapsed from initial detection of a target/track to the point in time that the information reaches the end-user and the decision is made to take or not take action),
    - Decision implementation time (the time elapsed from a commander's decision to the time when orders are received by appropriate Joint Force response elements), and
    - Autonomy (the degree of autonomy for lower-echelon forces to take action as required).
- **Adaptable** – Trained and ready forces that are tailorable and scalable, prepared to quickly respond to any contingency. Adaptability ensures that the Joint Force (or elements thereof) can shift rapidly from one mission to another and can adapt to changing conditions. It ensures that forces can be committed to one mission in a steady-state environment (for example, HLD), yet remain trained and ready to be committed to another mission (for example, major combat operations) that could occur in another region or operational area. Adaptable forces also have the flexibility to offer commanders a spectrum of means to achieve an objective (for example, non-lethal or lethal engagements). This attribute is measured by:
    - Survivability (the percentage of mission effectiveness lost, over time, due to opposition, including casualties inflicted on friendly forces directly or indirectly by the threat),
    - Readiness (the ability of US military forces to fight and meet the demands of the military strategy), and
    - Versatility (the percentage of missions/tasks the Joint Force can perform across the range of potential HLD, CS, and EP taskings and the flexibility to adapt to dynamic situations).
- **Decision Superior** – Gain and maintain information superiority to allow the force to shape the situation or react to changes. Information superiority allows Joint Force Commanders, supplied and informed with a common situational awareness fed by all-source information sharing, to assess and plan multiple options and to make timely and accurate decisions in order to achieve the desired effect and outcome. Decision superiority is critical for HLD and CS missions to be able to direct forces in a

complex dynamic environment to apply force against fleeting targets or changing situations, potentially in time-critical situations. This attribute is measured by:

- Coverage (the area of persistent regard/awareness),
- Timeliness of information (the time elapsed from initial detection of a target/track to the point in time that the information reaches the end-user and the decision is made to take or not take action),
- Decision quality (the percentage of decisions that produce the intended effect),
- Decision implementation time (the time elapsed from a Commander's decision to the time when orders are received by appropriate Joint Force response elements), and
- Information pull (the time needed for required information other than their orders [for example, situational awareness information] to be made available for access by appropriate DOD and interagency partner response elements).

- **Effective**[16] – The ability to bring to bear the effects required to detect, deter, prevent, defeat, or if necessary mitigate the effects of an attack using any of DOD's portfolio of abilities (including, for example, lethal or non-lethal force, information operations, military presence, decontamination, etc.) in a timely manner while minimizing collateral effects. Effective Joint Forces provide commanders with the ability to apply force precisely and selectively in proportion to the nature of the threat. This attribute is measured by:
  - Precision (the accuracy of capabilities employed),
  - Collateral damage (the amount of unintentional negative impact or effect caused),
  - Probability of "kill" (where "kill" is used to denote inflicting the desired effects upon the target/situation – whether lethal, non-lethal, or those effects required for CS missions or EP planning activities such as decontamination), and
  - Applicability (range of targets/situations against which effects can be brought to bear).

[16] *Effective* is based on the JOpsC attribute *Lethal*, defined as the capability to destroy an adversary and/or his systems in all conditions and environments using kinetic and/or non-kinetic means. For the purposes of the DOD HLS JOC, *Lethal* was determined as not broad enough in connotation to address all potential variations of effects (or Force Application) that DOD could be called upon to provide (for example, Visit, Board, Search, and Seizure (VBSS), Offensive Information Operations, Military Presence, Decontamination, Security Augmentation, etc.).

APPLICATION & INTEGRATION OF MILITARY & INTERAGENCY PARTNER FUNCTIONS

In fulfilling its responsibilities across the range of HLD, CS, and EP, DOD applies several standardized functions – each embodied in a Joint Functional Concept. Each of these functions has unique applications with respect to DOD's responsibilities associated with HLD, CS, and EP, as detailed below.

Battlespace Awareness

Battlespace Awareness is the ability of the Joint Force Commander to understand the operational environment, the full array of interagency capabilities, and the adversary. To ensure DOD can detect, deter, prevent, and defeat threats to the Homeland and assist in mitigating the effects of attacks that do occur, the Joint Force Commander must have a comprehensive understanding of the battlespace (within the limits set by law). This includes the capability to detect the full range of threats – conventional and unconventional – enabled through an interlocking field of sensors with deep reach and remote surveillance capability, fused with national-level intelligence collection and analysis to provide common situational awareness across the spectrum of participants for all domains in the operating environment (air, space, land, maritime, and cyber).

Command and Control

Command and Control is the exercise of authority and direction by a properly designated commander over assigned and attached forces and equipment in the accomplishment of the mission. To ensure DOD can meet its responsibilities for HLD, CS, and EP, the Joint Force Commander, leveraging battlespace awareness, develops multiple courses of action, recommends the best course of action, and directs force employment using a decentralized, networked, and collaborative C4ISR capability that facilitates rapid speed of command and connectivity with all relevant parties (Joint, Interagency, state and local, and Multi-national).

Force Application

Force Application is the sum of all actions taken to cause a desired effect on an adversary. To ensure DOD can detect, deter, prevent, and defeat threats to the Homeland early in their development, the Joint Force Commander must be able to employ the full range of military capabilities, in coordination with other elements of national power, necessary to create the desired effect on an adversary. Such capabilities include the ability to defeat both conventional and unconventional (for example, CBRNE) attacks across the entire operating environment (air, space, land, maritime, and cyber). In most instances, DOD will be required to respond quickly (potentially in a time-sensitive situation) and will need to apply force selectively and with precision. Just as important is a targeting process facilitated by rules of engagement that ensure the correct target is identified and engaged with a level of force commensurate to the threat posed. DOD HLD forces must be capable of precisely and selectively targeting hostile threats covered or concealed by civilian assets while avoiding collateral damage. The Joint Force Commander requires the capability to apply the appropriate effects against threats to the Homeland, in coordination with the Interagency effort, in a manner that is proactive/offensive in

nature, externally focused, and conducted in depth by layering integrated military and interagency capabilities, beginning at the source of the threat with increasing robustness in the Approaches and finally the Homeland. When used in a CS role, DOD forces should be employed in accordance with established policy (for example, use of force policy), guidance, and authorities.

Focused Logistics

Focused Logistics is the ability to provide the Joint Force Commander the right personnel, equipment, supplies, and support in the right place at the right time, and in the right quantities, across the entire ROMO. To ensure DOD can conduct HLD operations, or if directed, conduct CS missions, the Joint Force Commander should be able to deploy rapidly and sustain capabilities in area-denial or contaminated environments independent of existing infrastructure. Forces for HLD and CS should be self-sustaining and possess tactical, operational, and strategic mobility within identified timelines in response to deployment orders. They should also be capable of operating throughout the strategic context (that is, Homeland, Approaches, and Forward Regions) with little warning and in any operational environment. In addition, Joint Force logistical capabilities are, in some instances, particularly relevant for CS missions (for example, medical supplies, airlift, logistical assistance, etc.).

Protection

Protection is the sum of all actions taken to prevent an adversary's effect on the Joint Force, the population that the Joint Force protects, and critical infrastructure. To ensure DOD can perform its responsibilities associated with securing the Homeland and ensure the US ability to project power, the Joint Force Commander should protect all critical bases of operation, the forces that may be required, and other essential critical infrastructure as directed. To provide continuous and effective protection, the Joint Force should be capable of timely threat detection, assessment, and warning in order to prepare and employ decisive counter-measures. Because CBRNE weapons pose a unique and catastrophic threat, special measures must be taken to mitigate the effects of their use. Key components of protection include, but are not limited to: counter-proliferation, an effective defensive umbrella against missile attack, and the capability to assist civilian authorities, if so directed, in managing the consequences of natural and man-made hazards (including incidents involving CBRNE weapons or materials).

IMPLICATIONS

Joint Implications.

HLD, CS, and EP are by nature joint endeavors. No individual Service has or will have sufficient resources to perform DOD's responsibilities in these areas unilaterally. Consequently, future Joint Force Commanders will require the implementation of a Joint construct that provides for subordinate command relationships on a permanent (for example, Standing Joint Force Headquarters (SJFHQ)) and/or ad hoc (for example, Joint Force Headquarters (JFHQ)/Joint Task Force (JTF)) basis. In addition, the Joint command and control construct should consider all aspects of active duty, reserve component, civilian, and contractor support. As a result, changes

in Joint concepts, policies, authorities, organizations, and technology may be required to synchronize the efforts of the DOD community with respect to HLD and CS operations and EP planning activities.

Interagency Partner Implications.

DOD must remain committed to working with its interagency partners. Accordingly, DOD must bolster its connectivity and interoperability within the interagency organizations involved in HLS, particularly DHS and DOJ, to provide a robust defense-in-depth. DOD should ensure that the determination and refinement of military force requirements, capabilities, and attributes necessary to meet HLS, CS, and EP responsibilities are congruent with the efforts of the other interagency entities while ensuring its full mission readiness to conduct HLD operations.

Multi-national Implications.

Problematic international strategic trends, to include the proliferation of dangerous technologies and weaponry, exponentially increase the range of potential threats confronting the Homeland, as well as the fact that such threats may originate in or pass through foreign nations. As a result, the US military cannot limit HLD activities to the Homeland; rather DOD efforts should be based on a layered, comprehensive spatial strategy that extends both to the Approaches and to Forward Regions (as depicted in Figure 5, the DOD HLS JOC Strategic Concept). Successful accomplishment of HLD, CS, and EP responsibilities beyond US borders will require the unfettered projection of military power to areas where threats to the Homeland originate. Accordingly, DOD should vigorously pursue theater security cooperation and continue to place appropriate emphasis upon international security agreements, alliances, coalitions, and bilateral arrangements that serve collective interests and demonstrate a commitment to HLS and HLD.

RELATED ISSUES

Securing the Homeland is a complex challenge that includes some elements of many related issues. A number of these issues are important and distinct enough to merit clarification of how they relate to homeland security and to the concepts covered in this JOC. These issues are addressed below.

Critical Infrastructure Protection (CIP)

For DOD, CIP is an overarching term that has HLD, CS, and EP implications. According to the current Office of the Secretary of Defense (OSD) and Joint Staff draft working definition, CIP refers to "the identification, assessment, and security enhancement of physical and cyber assets and associated infrastructures essential to the execution of the NMS. CIP is a complementary program linking the mission assurance aspects of Anti-terrorism, Force Protection, Information Assurance, Continuity of Operations, and Readiness programs."[17] According to this definition, CIP is concerned with the assurance of assets that provide services

[17] Working definition from draft DODD 3020 and draft CJCSI 3209.01.

or products that DOD requires to enable it to accomplish missions to deter aggression, project forces, and conduct operations. Physical protection is one of many possible risk mitigation activities that could be considered. Direction to protect critical assets outside of direct DOD ownership or control originates from senior military leaders (for example, the President or Secretary of Defense) and, for the purpose of this JOC, these remediation activities, including protection, are considered routine functions carried out by relevant installation commanders or DOD asset owners (as a complement to Force Protection/COOP functions). However, DOD may also be called upon to protect civilian critical infrastructure (for example, bridges, power plants, etc.) unrelated (or only tangentially so) to DOD's military missions. In these cases, CIP could be a HLD mission with DOD in the lead, or take on a CS connotation, specifically identified as one component of MSCLEA. This is a critical distinction for two reasons: (1) use of force policy will differ between the HLD and CS CIP paradigms, and (2) while the HLD CIP functions are part of DOD's day-to-day mission, the CS CIP functions are undertaken only if directed by the President or Secretary of Defense and only if they do not negatively impact DOD's primary warfighting mission.

Force Protection

Force Protection refers to "actions taken to prevent or mitigate hostile actions against DOD personnel (to include family members), resources, facilities, and critical information. These actions conserve the force's fighting potential so it can be applied at the decisive time and place and incorporate the coordinated and synchronized offensive and defensive measures to enable the effective employment of the Joint Force while degrading opportunities for the enemy. Force protection does not include actions to defeat the enemy or protect against accidents, weather, or disease."[18] HLD and Force Protection are closely related. In fact, Force Protection is a key enabling function carried out continuously in the conduct of DOD's HLS responsibilities. Accomplishment of HLD protects DOD installations and facilities, as well as the general population and territory of the Homeland. DOD has a specific responsibility to defend military installations and DOD-owned or leased facilities against CBRNE attacks. This responsibility is closely related to the HLD mission in that carrying out homeland defense tasks protects DOD installations and facilities in CONUS, Alaska, Hawaii, and US territories and possessions, as well as the general population and territory of the US. A crucial element of that responsibility involves collecting and evaluating non-validated threat information for base defense. The responsibility differs from the HLD mission in that defending against CBRNE is the responsibility of civil authorities, notably the DHS, when viewed from the perspective of the US as a whole. Thus prevention of many plausible attacks involves the combined efforts of the Intelligence Community, DHS, law enforcement, and DOD. DOD may well perform in support of these civil authorities as described previously in this concept. For example, DOD might help the DHS in the event a state or non-state actor has introduced into or found within the US the components and material to manufacture a weapon. However, regardless of DOD's LFA role at any given time, the last line of defense for its own installations and facilities is a DOD responsibility. DOD is also responsible for protecting personnel from CBRNE attacks, responding to such attacks with trained and equipped emergency responders, and ensuring that installations are able to continue critical operations during an attack and resume essential

[18] Joint Publication 1-02.

operations after an attack. However, while Force Protection activities also apply to DOD personnel, installations, and facilities overseas, these activities are not within the purview of DOD's HLS responsibilities.

Information Operations

Information Operations (IO) involve actions taken to affect adversary information and information systems while defending one's own information and information systems. IO includes both offensive IO and defensive IO. Offensive IO is "the integrated use of assigned and supporting capabilities and activities, mutually supported by intelligence, to affect adversary decision-makers to achieve or promote specific objectives. These capabilities and activities include, but are not limited to: operations security, military deception, psychological operations, electronic warfare, physical attack and/or destruction, and special information operations, and could include computer network attack."[19] In 2015, offensive IO abilities, including computer network attack, will be among the portfolio of abilities available to commanders and may provide a less lethal, less destructive means of preventing or defeating threats.

Defensive IO is "the integration and coordination of policies and procedures, operations, personnel, and technology to protect and defend information and information systems. Defensive information operations are conducted through information assurance, physical security, operations security, counter-deception, counter-psychological operations, counter-intelligence, electronic warfare, and special information operations. Defensive information operations ensure timely, accurate, and relevant information access while denying adversaries the opportunity to exploit friendly information and information systems for their own purposes."[20] The physical elements of defensive IO (such as operations security and physical security) are sub-elements of Force Protection, a day-to-day continuous mission for installation and unit commanders. Cyber-based defensive IO elements, on the other hand, deal with highly specialized capabilities that are, for the purposes of this document, addressed under the HLD mission set of Cyber Defense.

Active and Reserve Components – the Total Force

As an integral component of the Joint Force, the Reserve Component (which includes both Reserve and National Guard forces) plays a key role in all of DOD's responsibilities associated with HLD, CS, and EP. The dual role of Reserve Component units often cause them to be deployed locally within the first 24 hours of a HLD or CS mission. Additionally, the Reserve Component often possesses specialized HLD and/or CS skills that are limited in the Active Component of DOD. While Reserve Component forces can provide smaller units or even individuals as augmentation or replacements for HLD and/or CS missions, the Reserve Component will continue to play a vital role in the traditional military operations conducted overseas. Their specialized low density/high demand skill sets – coupled with their unique relationship with civil authorities at the local, state, and federal levels – ensure that they will

[19] Joint Publication 1-02.
[20] Joint Publication 1-02.

remain a vital partner for the Active Component in the proactive layered defense of the Homeland.

KEY RELATIONSHIPS

The Joint Chiefs of Staff and the TPG identified three additional initial JOCs to be completed along with this DOD HLS JOC. These other JOCs (Major Combat Operations, Stability Operations, and Strategic Deterrence) are closely interrelated and linked with the ideas and concept presented in this document. While these other concepts are addressed in a number of areas within this document, the relationships between this JOC and the other three JOCs warrant further discussion and clarification. These relationships are addressed below.

Major Combat/Stability Operations

Major Combat and Stability Operations are linked with the DOD HLS JOC in several key ways. In the most basic sense, a secure Homeland is a prerequisite for undertaking Major Combat and/or Stability Operations in that it ensures and protects DOD's ability to deploy forces overseas in order to project power and conduct these operations. Potential adversaries could be tempted to target attacks against "rear areas" in the Homeland (for example, military units' home bases or major deployment centers) in an attempt to forestall US deployment for overseas operations. In another sense, HLS is related to Major Combat and/or Stability Operations in that an attack on the Homeland may provoke Major Combat and/or Stability Operations in retaliation (for example, the Afghanistan campaign in response to the 11 September 2001 terrorist attacks). However, a key distinction between the DOD HLS JOC and those addressing Major Combat Operations and Stability Operations is that this JOC does not address taking the battle to the adversary, except where narrowly focused on disrupting through preemptive attack an adversary's emerging capability to threaten the Homeland.

Strategic Deterrence

Strategic Deterrence and DOD's efforts to secure the Homeland are intrinsically linked. Strategic Deterrence is the prevention of aggression or coercion by adversaries that could threaten vital interests of the US and/or our national survival. Strategic Deterrence prevents an adversary from choosing grievous courses of action affecting the US by means of decisive influence over their decision making. The objective of Strategic Deterrence is to convince potential adversaries that courses of action that threaten US national interests will result in outcomes that are decisively worse than they could achieve through alternative courses of action available to them. Effective strategic deterrence requires strategic forces and capabilities that provide the President with a wider range of military options to either (a) deny an adversary the benefits of his actions, (b) impose costs on the adversary, or (c) induce adversary constraint. Specific capabilities required for Strategic Deterrence will vary significantly from adversary to adversary, but include nuclear weapons, force projection, global strike operations, active and passive defenses, strategic deterrence information operations, influence operations, and space control activities. These efforts are enabled by global situational awareness, command and control, overseas presence, and allied military cooperation and integration. Strategic deterrence is a continuous activity that provides global influence. Thus, HLS, HLD, and Strategic

Deterrence have the same goal – namely, preventing attacks against the Homeland – but while Strategic Deterrence is focused on influencing an adversary's decision to attack the Homeland, HLS and HLD are focused on active and passive prevention of attacks an adversary may have already set in motion.

CONCLUSION

The events of the early 21st Century have resulted in a NSS that re-emphasizes the importance of DOD's primary military mission: the defense of the Homeland against external threats and foreign aggression. Future adversaries – faced with the increasing conventional superiority of a deployed US military force – will seek to threaten US centers of gravity, allies, and friends. DOD's responsibilities associated with HLD, CS, and EP are essential to the protection of the Nation, its political institutions, and its capacity to project instruments of national power.

This JOC scopes the depth and breadth of HLD, CS, and EP responsibilities confronting DOD in 2015 and outlines how DOD will accomplish them, as well as capabilities and attributes it will require to address a challenge of this magnitude. In so doing, this JOC will guide the development of and foster the integration of DOD's Joint Functional Concepts, Enabling Concepts, and Integrating Concepts with ancillary HLS applications in order to provide the foundation for the development and acquisition of new capabilities through changes in DOTMLPF. Similarly, this JOC provides other concept developers with the DOD HLS JOC strategic concept and operational context from which they may derive or amplify particular military functions across the range of HLD, CS, and EP mission sets.

This JOC discusses Joint, Interagency, and Multi-national implications of DOD's role in HLS, and highlights the need for DOD to mature its relationships with partners in the Interagency and Multi-national communities to ensure geographical and functional integration necessary for DOD to perform its responsibilities to secure the Homeland. DOD must work with its interagency partners and with other nations through designated and approved channels of communication to ensure unity of effort. This will allow the leadership to better identify and assign HLS roles and corresponding resources for the future.

PART THREE: APPENDICES

APPENDIX A: REFERENCES

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APPENDIX B: KEY DEFINITIONS

Air Defense: All defensive measures designed to destroy attacking enemy aircraft or missiles in the Earth's envelope of atmosphere, or to nullify or reduce the effectiveness of such attack (JP 1-02).

Attribute: A testable or measurable characteristics that describes an aspect of a system or capabilities. Specifically, a characteristic of the Joint Force (CJCSI 3170.01C).

Capability: The ability to execute a specified course of action (CJCSI 3170.01C).

Civil Support (CS): Department of Defense (DOD) support to US civil authorities for domestic emergencies and for designated law enforcement and other activities. Civil Support missions are undertaken by the Department when its involvement is appropriate and when a clear end state for the Department's role is defined (DPG).

Continuity of Government (COG): A coordinated effort within each branch (Executive, Legislative, and Judicial) to ensure the capability to continue its minimum essential functions and responsibilities during a catastrophic emergency. COG activities involve ensuring the continuity of minimum essential branch functions through plans and procedures governing succession to office and the emergency delegation of authority (when and where permissible and in accordance with applicable laws); the safekeeping of vital resources, facilities, and records; the improvisation of emergency acquisition of vital resources necessary for the continued performance of minimum essential functions; the capability to relocate essential personnel and functions to alternate work sites and to reasonably sustain the performance of minimum essential functions at the alternate work site until normal operations can be resume. COG is dependent upon effective COOP plans and capabilities (PDD 67).

Continuity of Operations (COOP): The degree or state of being continuous in the conduct of functions, tasks, or duties necessary to accomplish a military action or mission in carrying out the national military strategy. It includes the functions and duties of the commander, as well as the supporting functions and duties performed by the staff and others acting under the authority and direction of the commander (JP 1-02).

Cyber Defense: All *defensive* information operations (particularly computer network defense [CND]) taken to detect, deter, prevent, defeat, or nullify hostile cyber threats against DOD assets and the Defense Industrial Base (original DOD HLS JOC definition).

Defensive Information Operations: The integration and coordination of policies and procedures, operations, personnel, and technology to protect and defend information and information systems. Defensive information operations are conducted through information assurance, physical security, operations security, counter-deception, counter-psychological operations, counter-intelligence, electronic warfare, and special information operations. Defensive information operations ensure timely, accurate, and relevant information access while denying adversaries the opportunity to exploit friendly information and information systems for their own purposes (JP 1-02).

Emergency Preparedness (EP): Those planning activities undertaken to ensure DOD processes, procedures and resources are in place to support the President and Secretary of Defense in a designated National Security Emergency (DPG).

Homeland Defense (HLD): The protection of US sovereignty, territory, domestic population and critical defense infrastructure against external threats and aggression (DPG).

Homeland Security (HLS): A concerted national effort to prevent terrorist attacks within the US, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur (National Strategy for Homeland Security).

Information Operations (IO): Actions taken to affect adversary information and information systems while defending one's own information and information systems. IO includes both offensive IO and defensive IO (JP 1-02).

Joint Functional Concept: A description of how a future JFC will integrate a set of related military tasks to attain capabilities required across the range of military operations. Joint functional concepts derive specific context from the JOCs and promote common attributes in sufficient detail to conduct experimentation and measure effectiveness (JOpsC).

Joint Operating Concept (JOC): A description of how a future Joint Force Commander (JFC) will plan, prepare, deploy, employ, and sustain a Joint Force against potential adversaries' capabilities or crisis situations specified within the range of military operations. Joint Operating Concepts serve as "engines of transformation" to guide the development and integration of joint functional and Service Concepts to joint capabilities. They describe the measurable detail needed to conduct experimentation, permit the development of measures of effectiveness, and allow decision makers to compare alternatives and make programmatic decisions (JOpsC).

Joint Operations Concepts (JOpsC): An overarching description of how the future Joint Force will operate across the entire range of military operations. It is the unifying framework for developing subordinate joint operating concepts, joint functional concepts, enabling concepts, and integrated capabilities. It assists in structuring joint experimentation and assessment activities to validate subordinate concepts and capabilities-based requirements (JOpsC).

Maritime Interception: The detection, localization, evaluation, sorting, and possible stopping and boarding, by force if necessary, of commercial and noncommercial maritime traffic in order to deter, destroy, or seize contraband cargo, persons, or flagged vessels. These operations are carried out under the authority provided by international law, treaty, agreement, or UN resolution and sanction (Joint Staff J-5 working definition).

Metric: A standard of measurement; a means of specifying values of a variable or position of a point. Characteristics of a good metric are (a) specific – so that it targets areas to be measured; (b) measurable – so that objective data can be collected; (c) relevant – so that it avoids measuring performance that is not important; and (d) simple – so that it is easy to understand and provides impact (Joint Operating Concept Terms of Reference).

Military Assistance for Civil Disturbances (MACDIS): A mission set of civil support involving DOD support, normally based on the direction of the President, to suppress insurrections, rebellions, and domestic violence, and provide federal supplemental assistance to the states to maintain law and order (JP 3-26 draft).

Military Assistance to Civil Authorities (MACA): A mission set of civil support entailing natural or man-made disasters, CBRNE consequence management, and other support as required (JP 3-26 draft).

Military Support to Civilian Law Enforcement Agencies (MSCLEA): A mission set of DOD support to civil authorities that include to civilian law enforcement agencies. This includes, but is not limited to: combating terrorism, counter-drug operations, border patrol augmentation, and critical infrastructure protection (JP 3-26 draft).

National Air & Space Defense: All measures of Homeland Defense taken to detect, deter, prevent, defeat or nullify hostile air, missile, and space threats, against US territory, domestic population, and critical infrastructure (Joint Staff J7 working definition, modified JP 1-02 definition of aerospace defense).

National Land Defense: All measures of Homeland Defense taken to detect, deter, prevent, defeat or nullify hostile land threats against US territory, domestic population, and critical infrastructure (Joint Staff J7 working definition).

National Maritime Defense: All measures of Homeland Defense taken to detect, deter, prevent, defeat or nullify hostile maritime threats against US territory, domestic population, and critical infrastructure (Joint Staff J7 working definition).

Offensive Information Operations: The integrated use of assigned and supporting capabilities and activities, mutually supported by intelligence, to affect adversary decision-makers to achieve or promote specific objectives. These capabilities and activities include, but are not limited to, operations security, military deception, psychological operations, electronic warfare, physical attack and/or destruction, and special information operations, and could include computer network attack (JP 1-02).

APPENDIX C: ACRONYM LIST

ALCM.....Air-Launched Cruise Missile
AOR.....Area of Responsibility
BMD.....Ballistic Missile Defense
C4I.....Command, Control, Communications, Computers, and Intelligence
C4ISR.....Command, Control, Communications, Computers, Intelligence, Surveillance, and Reconnaissance
CBRNE.....Chemical, Biological, Radiological, Nuclear, or High Yield Explosives
CIP.....Critical Infrastructure Protection
CJCS.....Chairman of the Joint Chiefs of Staff
CJCSI.....Chairman of the Joint Chiefs of Staff Instruction
CJCSM.....Chairman of the Joint Chiefs of Staff Memorandum
CM.....Consequence Management
CND.....Computer Network Defense
COG.....Continuity of Government
CONUS.....Continental United States
COOP.....Continuity of Operations
CS.....Civil Support
DART.....Defense Adaptive Red Team
DHS.....Department of Homeland Security
DOD.....Department of Defense
DOJ.....Department of Justice
DOTMLPF.....Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, and Facilities
DPG.....Defense Planning Guidance
EO.....Executive Order
EP.....Emergency Preparedness
FP.....Force Protection
GLCM.....Ground-Launched Cruise Missile
HLD.....Homeland Defense
HLS.....Homeland Security
HSPD.....Homeland Security Presidential Directive
ICBM.....Intercontinental Ballistic Missile
IO.....Information Operations
JFHQ.....Joint Force Headquarters
JOC.....Joint Operating Concept
JOpsC.....Joint Operations Concepts
JROC.....Joint Requirements Oversight Council
JROCM.....Joint Requirements Oversight Council Memorandum
JTF.....Joint Task Force
JW&CR.....Joint Warfare and Crisis Resolution
LFA.....Lead Federal Agency
MACA.....Military Assistance to Civil Authorities

MACDIS.....Military Assistance for Civil Disturbances

MSCLEA .....Military Support to Civilian Law Enforcement Agencies
NORAD……..North American Aerospace Defense Command
NSCbT .....National Strategy for Combating Terrorism
NSHLS.....National Strategy for Homeland Security
NMS ……..National Military Strategy
NSS .....National Security Strategy
OSD.....Office of the Secretary of Defense
PDD.....Presidential Decision Directive
QDR .....Quadrennial Defense Review
RFA.....Request for Assistance
ROMO.....Range of Military Operations
SJFHQ.....Standing Joint Force Headquarters
SLBM.....Submarine-Launched Ballistic Missile
SLCM.....Sea-Launched Cruise Missile
SPG…… Strategic Planning Guidance
TPG.....Transformation Planning Guidance
TSA.....Transportation Security Administration
US .....United States
USCENTCOM……United States Central Command
USEUCOM ……United States European Command
USJFCOM.....United States Joint Forces Command
USNORTHCOM.....United States Northern Command
USPACOM .....United States Pacific Command
USSOCOM…… United States Special Operations Command
USSOUTHCOM.....United States Southern Command
USSTRATCOM.....United States Strategic Command
USTRANSCOM…… United States Transportation Command
VBSS.....Visit, Board, Search, and Seizure
WMD .....Weapon of Mass Destruction

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