



**UNITED STATES  
SPECIAL OPERATIONS  
COMMAND**



**CAPSTONE  
CONCEPT  
FOR SPECIAL  
OPERATIONS**

**2006**



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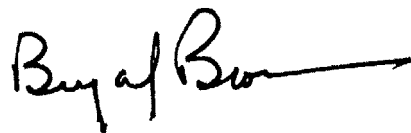
# COMMANDER'S FOREWORD

Not since World War II has this nation relied so heavily on its Special Operations Forces. Current conflicts test the very essence of our Special Operators; our training, our doctrine, and our resolve to defend our way of life. We have risen to this challenge and brought democracy to a region which has never before tasted the freedoms that we so readily defend. We are further engaged in bringing freedom to lands that have known only totalitarianism, dictatorships, or anarchy. Our mission is not complete, and our evolution to meet these and future challenges is unremitting.

Our commitment to this nation requires still more of our warriors. It requires a constant force evolution, not in response to our adversaries, but in advance of our adversaries. It requires a willingness to look beyond pressing issues of the day and prepare to engage an adversary that is not yet in our sights. This commitment transcends our loyalties to organization or to Service component and challenges us to see Special Operations Forces as a collective instrument of national strategic power.

The Capstone Concept for Special Operations is our overarching depiction of how the Special Operations community will support national strategic and military objectives beyond the Future Years Defense Plan. The evolution described within this concept is the result of years of research, wargaming, experimentation and lessons learned by our organizations and our warriors. This evolution is vital to our continued relevancy and our remaining the nation's premier fighting force.

The future is unknown, but our resolve to meet the future's challenges is firm. This concept will challenge us to further evolve in ways which are as unconventional as the warfare that we conduct. It will confront archetypes, challenge current doctrine, and require us to view the world of Special Operations as a collective capability as opposed to a collection of specialized warriors. We will meet this challenge, revolutionary as it is, and be fully prepared for tomorrow, in advance of tomorrow's adversaries.

A handwritten signature in black ink that reads "Bryan D. Brown" with a long horizontal line extending to the right from the end of the name.

**Bryan D. Brown**  
*General, U.S. Army*  
*Commander*

# CAPSTONE CONCEPT FOR SPECIAL OPERATIONS 2006

## I. Purpose and Scope

The United States and its allies will remain at war for the foreseeable future. We will continue to battle a networked, technologically modern adversary that utilizes non-conventional methods of warfare as its primary means of operation. Traditional concepts of military response will no longer succeed in defeating the current enemy or removing the underlying conditions that give rise to similar future adversaries. *In order for the U.S. to defeat these enemies, the U.S. Special Operations Command (USSOCOM) and the Joint Special Operations community must continue to develop and transform.* Change depends upon the new approaches and processes established in this Capstone Concept for Special Operations (CCSO).

...increased SOF capacity to perform more demanding and specialized tasks, especially long-duration, indirect and clandestine operations in politically sensitive environments and denied areas. For direct action, SOF will possess an expanded organic ability to locate, tag, and track dangerous individuals and other high-value targets globally. SOF will also have a greater capacity to detect, locate, and render safe WMD. For unconventional warfare and training foreign forces, future SOF will have the capacity to operate in dozens of countries simultaneously.

***2006 Quadrennial Defense Review***

or in partnership with multinational militaries and other governmental and non-governmental organizations. Additionally, the CCSO articulates the transformational concepts that will prepare and position Joint SOF to win the Global War on Terrorism (GWOT), also known as the Long War.

### USSOCOM VISION

To be the premier team of special warriors, thoroughly prepared, properly equipped, and highly motivated: at the right place, at the right time, facing the right adversary, leading the Global War on Terrorism, accomplishing strategic objectives of the United States.



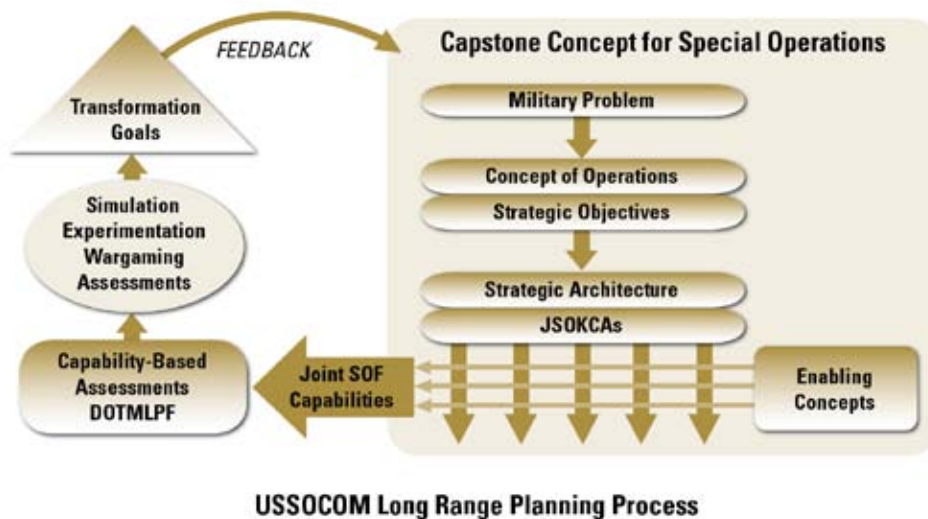
The CCSO is an overarching concept that broadly describes how USSOCOM will implement its Title 10 functions and Unified Command Plan (UCP) missions. Additionally, it outlines how Commander, USSOCOM intends to focus current and programmed Joint Special Operations Force (SOF) capabilities using the growth identified in the 2006 *Quadrennial Defense Review* (QDR) and 2006 *QDR Irregular Warfare Roadmap*.

Looking forward to just beyond the Future Years Defense Program (FYDP), the CCSO describes how Joint SOF will be expected to operate around the globe, conducting activities unilaterally



## II. The CCSO's Strategic Architecture

The CCSO is the intellectual foundation of the Command's Long Range Planning Process (LRPP) and guides the Command's transformational goals. It both expresses a SOF Challenge and delineates a Concept of Operations (CONOPS) with intended solutions. The solutions are presented as three overarching Strategic Objectives (GWOT Lead, Global Presence, and Global Expeditionary Force) that will transform Joint SOF. The CCSO also defines Joint Special Operations Keystone Capability Areas (JSOKCAs). The JSOKCAs outline five related operational and support functions that encompass the full range of capabilities necessary to achieve the three Strategic Objectives. In order to address capability gaps, the CCSO will identify Joint Special Operations Enabling Concepts (JSOECs) integral to Capabilities Based Assessment (CBA). (See Figure 1 below for a graphical representation of the Capstone Concept Architecture/CBA Relationship.)



*Figure 1. Capstone Concept Architecture/CBA Relationship*

Next, USSOCOM's Center for Special Operations Knowledge and Futures (SOKF) Division (J9), in collaboration with the Command's centers and components, will develop the JSOECs, then explore and validate them through simulation, experimentation, wargaming, and assessments that identify joint and component SOF Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, and Facilities (DOTMLPF) change recommendations and capability needs. This process will provide the Command with a mechanism for shaping future Joint SOF operating environments that will range from engagement in under-governed and ungoverned areas to unilateral and combined operations in governed countries.

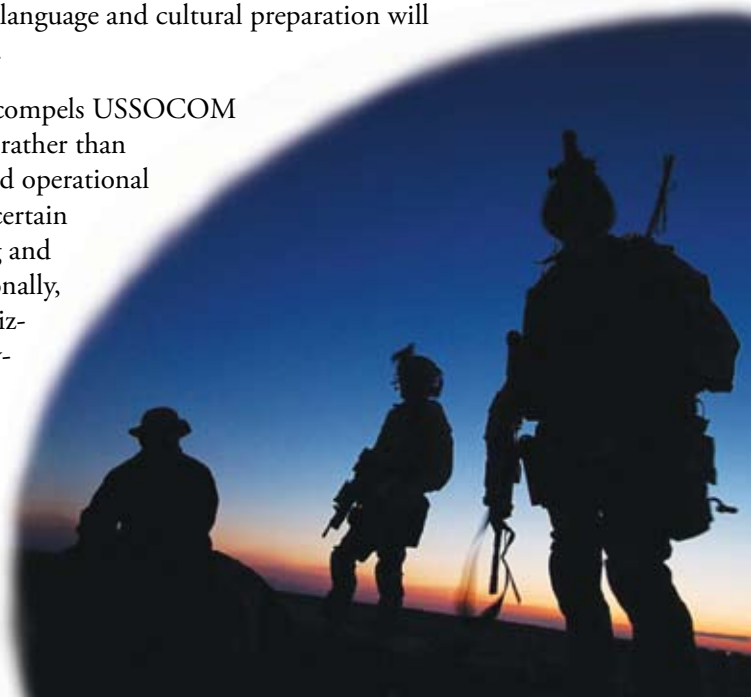
### III. Statement of the SOF Challenge

Since September 11th, the U.S. in general, and the Department of Defense (DoD) and US-SOCOM in particular, have been adjusting to realities of the GWOT. The primary responses have tended toward the traditional: changes to long-standing force structure, organizations, training patterns, command and control arrangements, and concepts of force presentation that were developed during World War II and sustained for almost a half century of the Cold War. However, the traditional threats of the last century are today eclipsed by a non-conventional enemy. We are—and will continue to be—in a war of conflicting ideas, ideologies, social values, and human rights against an adversary capable of taking advantage of and hiding within the very societies it seeks to destroy. This adversary is ideologically and religiously driven as well as globally networked. Conventional military responses are of limited use against them. In this war, traditional kinetic weapons are less important than the tools of influence, information, and intelligence.

Joint SOF are better suited to function in these non-traditional environments than are general purpose forces. However, SOF must continually optimize its manner of organizing, equipping, training, and educating to meet and defeat these enemies on a regional or global scale. USSOCOM must persist in developing and maintaining forces capable of multiple **operational** roles. SOF's *indirect* ability to influence and shape conditions in specific areas of strategic interest is essential as is its capability for maintaining a continuous presence. At the same time, SOF must not cease to cultivate its *direct* ability to find, fix, track, and eliminate specific enemy targets on a global basis. As a Command, USSOCOM must also direct attention toward its **strategic** war-directing capability in order to best function as the lead component for planning, prioritizing, and synchronizing all DoD efforts in the GWOT.

While striving to ensure that Joint SOF Command and Control (C2), force assignment, deployment authorization, and funding arrangements are responsive to meeting future challenges, USSOCOM must also optimally posture the Command for protracted irregular warfare on a global scale. That SOF maintains the ability to adapt to changing regional and global conditions is paramount. Appropriately tailoring Joint SOF packages comprised of warriors who possess competent regional language and cultural preparation will prepare SOF to keep fighting the Long War.

Addressing the challenges of the Long War compels USSOCOM to emphasize the use of indirect approaches rather than kinetic and direct activities at the tactical and operational levels. Concurrently, USSOCOM must be certain it continues to accentuate strategic planning and operational campaign development. Additionally, USSOCOM components must avoid organizing and presenting forces for theater employment independently of other component requirements in order to prevent episodic employments that are not linked to a purposeful campaign.



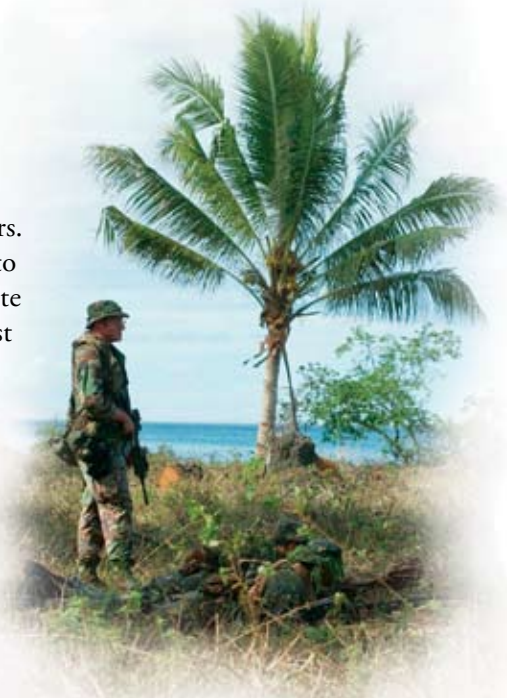
Continuing to follow the out-dated Cold War model of permanently assigning large numbers of SOF to specific overseas locations decreases overall Joint SOF flexibility. This model channels the attention of forces on regions that may not be priorities in the GWOT, creates unnecessary infrastructure costs, and sustains the requirement for duplicative C2 arrangements. In this model, as responsiveness declines, staffs proliferate. Collectively, these challenges impose stovepiped decision-making, impeding adaptability, flexibility, and responsiveness. They drive duplicative and overlapping planning initiatives, reduce effective and rapid information sharing, waste resources, and hinder efficient, centralized management of forces and capabilities. It is vital that SOF avoid the temptation of accepting Cold War methods of warfighting as the most appropriate for current operations or the conduct of the future Long War.

USSOCOM is committed to bold initiatives and new approaches that will ensure its future success. Change, however, cannot be imposed by decree; it must reach down from the top at the same time it reaches up from the bottom, and it must flow through the entire Joint SOF community. The wartime perils that menace this nation's citizens, our social order, economy, and future are real, powerful, and growing dangerously. In anticipation of such threats, USSOCOM will continue to nurture its capability of making the adaptations necessary to defeat the enemies of this country and prevail in the dynamic environment of tomorrow.

## **IV. Future Operating Environment**

U.S. policy makers will continue to be faced with a number of complex problems and potentially catastrophic threats that will require the integration of all instruments of national power and the cooperation of all government agencies and coalition partners. These instruments of power must collaborate fully if we intend to preserve and advance U.S. national security interests and promote conditions favoring democratic values abroad. USSOCOM must be prepared for a strategic environment characterized by geopolitical uncertainties, rapid technological advances, emerging and evolving threats, constrained resources, and evolving roles in the GWOT. Future challenges to international stability and security include the threat posed by the continued proliferation of weapons of mass destruction, including chemical, biological, radiological, and nuclear (CBRN) devices on a global scale. Terrorist groups with the ability to construct, move, and employ such weapons represent a growing peril.

Continued social and political instability fueled by pandemics, rampant urbanization, and resource competition over food, water, fuel, and market commodities, will provide ideal conditions for social confrontation, violent struggle, and eventual societal disintegration in many parts of the world. This disintegration requires Joint SOF to prepare for long-term local, regional, and global irregular warfare in areas of strategic interest.





Joint SOF must be ready to conduct direct action operations in uncertain conditions and possibly on a continual basis. They will have to operate simultaneously in multiple Geographic Combatant Command (GCC) Areas of Responsibility (AORs) against both local threats and elements of networked global enemies. For Joint SOF, the challenges are immense: how to train to the enormous and demanding range of functional skills necessary to execute USSOCOM's core tasks while adapting to the global demands of a generational war against unorthodox, extremist enemies.

The global nature as well as the local and regional focus of these threats obliges Joint SOF to apply new concepts of agile communications and information operations, intelligence, sustainment, mobility, organization, and operational employment. Joint SOF must achieve balance among multiple layers of GCC staffs, Theater Special Operations Commands (TSOCs), and Joint Special Operations Task Forces (JSOTFs) as well as interagency, multinational, and nongovernmental players. Hostile groups and individuals will continue to make use of failed and failing states to provide sanctuaries and bases for training, planning and logistical support. Populations in ungoverned or poorly governed areas will serve as recruitment pools and provide willing audiences for anti-Western or anti-American sentiment. As potential sanctuaries continue to spread globally, Joint SOF cultural and language preparation needs to become global in scope.

As USSOCOM prepares for the future, planners can assume that the United States will face almost no serious conventional threats from state-based adversaries in the current POM cycle, and it is unlikely the United States will face a "near-peer" threat to its global or regional influence through the FYDP. Still, Joint SOF must remain capable of engaging in traditional inter-state conflict, in combination with General Purpose Forces, against rogue states that possess CBRN weapons. Recurring concerns over possible (some say probable) CBRN weapons development and proliferation by rogue states and their surrogates will continue to present Joint SOF with a need to prepare operational-level plans to confront these regional threats. While countries such as Iran, North Korea and Syria fall into this category, they also continue to harbor, support, and fund regional and global terrorist organizations, making them adversaries in the GWOT as well as potential adversaries in inter-state conflict.

At the other end of the spectrum, regional and global networks of terrorist groups and cells will continue to seek the protection, freedom of information, and maneuverability that exist in modern democratic societies, including those of the United States and its allies. Recruitment, support, and preparation for terrorist attacks will take place within U.S. borders. These challenges can only be met by restructuring Joint SOF.

## **V. Concept of Operations (CONOPS)**

Bold new ideas must guide the future of Joint SOF. These ideas cannot be constrained by outdated policies or organizational imperatives. Global operational challenges, continuous wartime operations, budget realignments, shifting coalitions, demands for intelligence, new and unprecedented authorities for USSOCOM, and ever-present challenges of the GWOT have changed the landscape for preparation and employment of today's Joint SOF. These pressures will remain in the future operating environment.

While conducting surgical direct action operations on a regional and global scale is imperative for USSOCOM, Joint SOF must also be able to maintain persistent presence with small groups of regional and global experts in areas of strategic interest for the GWOT. Joint SOF can best wage protracted irregular warfare by building partner capacity, influencing stability, and developing operational and intelligence networks within important areas. The Command must help develop and prosecute regional and global strategic communications and information operation campaigns. Protracted irregular warfare requires permanent forward presence; however, because not all deployments will necessitate this presence, the Command will benefit by developing responsive expeditionary forces tailored to meet regional and global requirements.

Specified Joint SOF units will provide permanent forward presence required for prosecuting irregular warfare in the GWOT, and that forward presence will intentionally remain small. The majority of the force will be prepared to “fall in” on those forward units under expeditionary conditions to provide either direct or indirect support, depending upon requirements. Such an expeditionary posture will allow USSOCOM to manage the limited Joint SOF force more centrally, tailor appropriate support packages, and “surge” forces when circumstances dictate.

Repositioning the majority of Joint SOF to the Continental United States (CONUS) will allow USSOCOM to exercise greater management of SOF preparation, equipping, training, and individual career development. This relocation ensures USSOCOM can deploy the right forces with the proper skill sets to meet national tasking. Repositioning also increases maximum utilization of manpower resources at the same time it increases quality of life for Special Operations personnel.

The individual Joint Special Operations Warrior (JSOW) must be selected, trained, educated, equipped, and provided the experience necessary to become a “warrior system” appropriate for each unit of assignment and mission set. SOF warriors must be flexible, regionally oriented, and unrivalled specialists in the application of both direct and indirect Joint SOF skills.

To educate and train the force needed to meet both today’s and tomorrow’s environments, USSOCOM must strive to develop Joint SOF leaders who understand the operational and strategic capabilities of joint conventional, interagency, coalition, and non-governmental organizations to be employed in the GWOT, as well as against more traditional adversaries. This knowledge development will produce a cadre of highly competent, experienced operational and strategic level SOF planners. These individuals will comprehend and effectively integrate the full range of U.S. military, interagency, non-governmental, and coalition capabilities, allowing USSOCOM to better accomplish its mission of leading the planning, prioritization, and synchronization of all DoD efforts in the GWOT.

Joint SOF must remain masters of no-tech and low-tech warfare, but the uncertain operating environment of the future will demand that USSOCOM also identify new scientific and technological initiatives that support future operations, improve or expand core competencies, and address emerging capability gaps and opportunities. The Command will become a test-bed for innovative initiatives within the DoD agencies, Services, national laboratories, and industry, seeking to maintain close working relationships with organizations pursuing technologies most relevant to Joint SOF. USSOCOM will enhance its ability to influence

rapid fielding of Joint SOF-supporting technologies by expanding its experimentation, modeling and simulation, concept prototyping, and wargaming programs.

Joint SOF must continue to excel as forward deployed warrior-diplomats focused on building long-term, positive relationships throughout the world. Recognizing the historic propensity to emphasize direct, kinetic operations, USSOCOM will increase its ability to advise and render assistance to other nations' security forces, establish regional and global operational and intelligence networks, and prepare, if necessary, for follow-on employment. USSOCOM's indirect approach is key to long-term success in enhancing regional stability, preventing and defeating insurgencies, and waging irregular warfare offensively against hostile state and non-state enemies of the United States.

The environments that give rise to terrorism, insurgency, and instability require a commitment to critical core skills, Joint SOF career development, individual and organizational training, professional military education, and increased cultural acuity. Future USSOCOM investments across all DOTMLPF categories will focus on improving indirect capabilities: those that advance Unconventional Warfare, Foreign Internal Defense, Intelligence Operations, Civil-Military Operations, Psychological Operations, and other related efforts.

As a combatant command that also performs Service-like functions to train, equip, and organize forces, USSOCOM is committed to creating Joint SOF that are capable of both effective direct and indirect operations either unilaterally or with joint, interagency, and coalition forces, in fluid international partnerships, and with domestic and international civilian government and non-governmental agencies. This commitment requires assessment and modification of current recruitment, selection, education, training, and materiel acquisition practices to facilitate these relationships. The Command will create this balanced, fully interoperable, and networked Joint SOF through the robust concept development, assessment, experimentation, and validation process envisioned by this CCSO.



## **A. Strategic Objectives**

To meet future challenges, USSOCOM must achieve three Strategic Objectives. The Strategic Objectives describe broad Command responsibilities and, in so doing, provide a baseline for identifying near-term and future Joint SOF capability needs.

### **STRATEGIC OBJECTIVES**

- Department of Defense GWOT Lead : Plan, Prioritize, and Synchronize DoD global operations against terrorist networks
- Global Presence: Establish a worldwide persistent Joint SOF presence to shape operational environments
- Global Expeditionary Force: Provide quick reaction, mission-focused, task organized Joint SOF teams

#### **1. Department of Defense GWOT Lead: Plan, Prioritize, and Synchronize DoD global operations against terrorist networks**

The Commander, USSOCOM will continue to lead a global collaborative planning process that leverages the capabilities and expertise of all DoD components and results in decentralized mission execution by USSOCOM, other combatant commands, and interagency task forces against designated terrorist networks with global reach.

USSOCOM will establish both organizational structure and the processes necessary to accomplish the responsibilities tasked in the Unified Command Plan and described in approved GWOT contingency plans. The Command will establish efficient procedures to gain and share intelligence, planning, employment, and support information among combatant commands, the Joint Staff, and other DoD components. It will expand its liaison elements where appropriate and exchange liaison elements with all necessary DoD, interagency, and select coalition partners. It will seek to reduce artificial barriers to sharing classified information and develop and maintain a Common Global Intelligence and Operations Picture. Additionally, USSOCOM will join with DoD and other government agencies to develop and employ a global Strategic Communications plan to execute information operations specifically tailored to regional needs.

#### **2. Global Presence: Establish a worldwide persistent Joint SOF presence to shape operational environments**

Capitalizing on the strengths of Joint SOF in unconventional warfare, USSOCOM will establish a continuous presence in areas of strategic interest to the GWOT. When necessary, USSOCOM will integrate civil affairs, information operations, and foreign internal defense capabilities to develop global and regional networks with the capacity of shaping the operat-

ing environment and defeating the nation's enemies. Persistent presence in areas of GWOT interest is vital to long-term success in denying sanctuary, disrupting terrorist activities, enhancing regional security and stability, and defeating insurgencies. The creation of an environment hostile to terrorist networks will be accomplished by integrating joint, interagency, nongovernmental organization, and coalition partner capabilities.

Serving as strategic geographic anchors, small forward-based Joint SOF teams will be situated in or adjacent to critical and sensitive countries. They will build stability through sustained engagement over a period of years with host nation security forces. In this environment, **small** Joint SOF teams are the best choice for influencing the training, equipping, and employing of host nation security forces created to stabilize environments and build partner nation capacity. However, Joint SOF may also be employed in under- or ungoverned areas to defeat or prevent the development of terrorist capabilities. In such circumstances, SOF may be required to build their own clandestine support infrastructure.

Working with and through indigenous populations, small Joint SOF teams will provide intimate knowledge of ongoing activities within areas of interest. These forward-based anchor teams will expand or supplement liaison element efforts. They will have operational reach that enables quick employment in surrounding areas, and the forward-based teams will be organized to conduct protracted irregular warfare in support of USSOCOM or GCC strategic plans.

Anchor teams will be composed of career-tracked, regional experts who have or are developing expertise in language, customs, attitudes, and cultural beliefs common to their focus region. These individuals will be able to establish vital, trusting relationships with indigenous populations. Maintaining a prolonged presence will allow this select group of Joint SOF personnel to effectively integrate and influence host nation governments and their security forces at the same time they build partner capacity.



### ***3. Global Expeditionary Force: Create quick reaction, mission-focused, task organized Joint SOF teams***

Small, forward-based Joint SOF teams will support and be supported by larger expeditionary Joint SOF force packages composed of SOF, General Purpose Force, and interagency personnel rotating through land or maritime forward operating bases (FOB). Joint SOF rotational forces will continuously provide an appropriate force level to meet whatever timeline is required. Through this construct, Joint SOF units will continue to foster relationships with theater militaries, governments, non-governmental organizations, and other supporting agencies.

Joint SOF will continue to provide a strategic capability designed to achieve disproportionate effects in pursuit of US national interests. Joint SOF will remain a high demand, low density asset that will require considerable planning and coordination to ensure proper employment and prevent overextension. Re-posturing the preponderance of SOF to the United States will enhance oversight, planning, prioritization, and, most importantly, synchronization of the employment of Joint SOF assets for the GWOT. By consolidating most Joint SOF in CONUS, Commander, USSOCOM can more effectively and efficiently fulfill his role as both synchronizer and manager of Joint SOF. Commander, USSOCOM will be best positioned to prioritize activities and organize, equip, and size response forces tailored to specific regional needs.

In contrast to the contemporary model of relying on in-place SOF allocated to the TSOCs, the Commander, USSOCOM will synchronize GCC SOF requirements and provide forces to the GCCs using a process much like the current procedure for allocating carrier assets among geographic AORs. This model may change the structure, but it will not change the essential role of the TSOCs. As rotational Joint SOF deploy in theater, the TSOCs will maintain responsibility for the support coordination for these forces under the authority of the GCC. This may require that increased resourcing be provided to the TSOCs in order to employ, support, and sustain forward-based anchors and the expeditionary forces that will augment them under the new Joint SOF organizational construct.

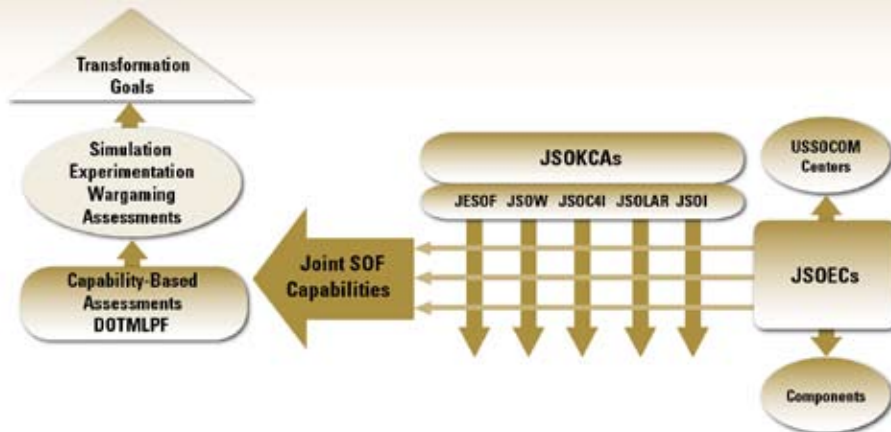
The expeditionary nature of Joint SOF will allow for tailorable force packages capable of conducting operations in countries and regions of interest anywhere in the world. These tailorable force packages will provide GCCs with a highly responsive and adaptable instrument to influence operations or resolve crises.

## ***B. Joint Special Operations Keystone Capability Areas***

Joint Special Operations Keystone Capability Areas (JSOKCAs) broadly outline five related operational and support functions that encompass the full range of capabilities necessary to achieve the three Strategic Objectives. (See figure below.)

### **JOINT SPECIAL OPERATIONS KEYSTONE CAPABILITY AREAS**

- Joint Expeditionary Special Operations Forces (JESOF)
- Joint Special Operations Warrior (JSOW)
- Joint Special Operations Command, Control, Communications, Computers & Information (JSOC4I)
- Joint Special Operations Logistics, Acquisition and Resourcing (JSOLAR)
- Joint Special Operations Intelligence (JSOI)



**Figure 2.** Joint SOF Capability Development and Validation

By analyzing the JSOKCAs, USSOCOM will identify Joint Special Operations Enabling Concepts (JSOECs) that address the capability areas. The JSOECs will examine and assess specific capabilities that, when taken collectively, will provide the pathway the Command and its components will follow to improve existing capabilities and design, develop, integrate, and synchronize planning, support, and employment capabilities to meet both current challenges and those anticipated through and beyond the FYDP. The JSOKCAs identify the broad capability sets that the Command must develop in order to achieve its Strategic Objectives, while the JSOECs will identify, assess, and validate the specific capabilities needed to do so. The Command will explore and validate these new concepts through a robust program of simulation, experimentation, wargaming, and assessments to identify joint and component special operations DOTMLPF change recommendations and capability needs. (See Figure 2 above). The five JSOKCAs will focus the Command’s enabling concept development and transformation efforts.

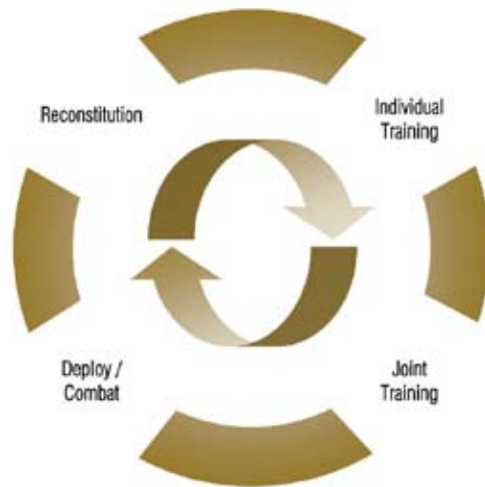
### **1. Joint Expeditionary Special Operations Forces (JESOF)**

USSOCOM will require a change in organizational constructs and force presentation procedures to meet the expeditionary requirements of the GWOT. Expeditionary force employment will require new methods to deploy, employ, and sustain Joint SOF on a regional and global basis. It will generate multiple subordinate Joint SOF enabling concepts that address strategic, operational, and tactical needs for future SOF success. The JESOF’s supporting concepts must address all operational aspects of future SOF employment, from low-level, sustained, indirect operations to surgical direct action on a world-wide scale.

The JESOF capability area will allow Joint SOF to more readily respond on a global basis to a range of regional and global requirements. USSOCOM will provide tailored, fully capable Joint SOF force packages on a continuing rotational basis. In order to accomplish this new force posture, USSOCOM will, at a minimum:

- Develop a Joint SOF global force posture that meets both GCC and USSOCOM requirements

- Task subordinate commands and units to meet these regional and global requirements
- Identify strategic and regional mobility requirements, to include overt and clandestine capabilities to support both direct and indirect warfare operations
- Utilize the USSOCOM Joint Operations Readiness and Training System (JORTS) model to prepare forces for mission employment to sustain persistent presence and provide for contingency response on a global scale (See Figure 3)
- Develop, where required, new organizational constructs and command and control, planning, support, mobility and sustainment processes, focusing on a Joint SOF expeditionary force posture vice the traditional focus on Service component forces
- Examine forward basing, including land and sea options, depending upon regional and global imperatives
- Examine a new process for preparing deployment orders to provide for flexibility in the execution of missions and acceptance of new tasking from GCCs, to include provision for the integration into combat operations. This new process should include improved and flexible mission funding procedures
- Examine the requirements to establish and sustain global unconventional warfare supporting networks
- Develop concepts for fully integrating interagency, conventional force and coalition operations with Joint SOF
- Examine possible changes to TSOC organization and manning required to support the expeditionary construct, and to sustain unilateral SOF as well as integrated joint SOF, conventional force, interagency and coalition operations
- Examine the organizational options to exercise operational control of Joint SOF engaged in low-visibility missions in countries with which the United States is not at war



**Figure 3. JORTS Model**

Joint SOF enabling concepts developed in support of this JSOKCA will outline DOTMLPF capability needs to develop and sustain these expeditionary units, ensuring their transparent transition to any theater and under any command structure.



## 2. Joint Special Operations Warrior (JSOW)

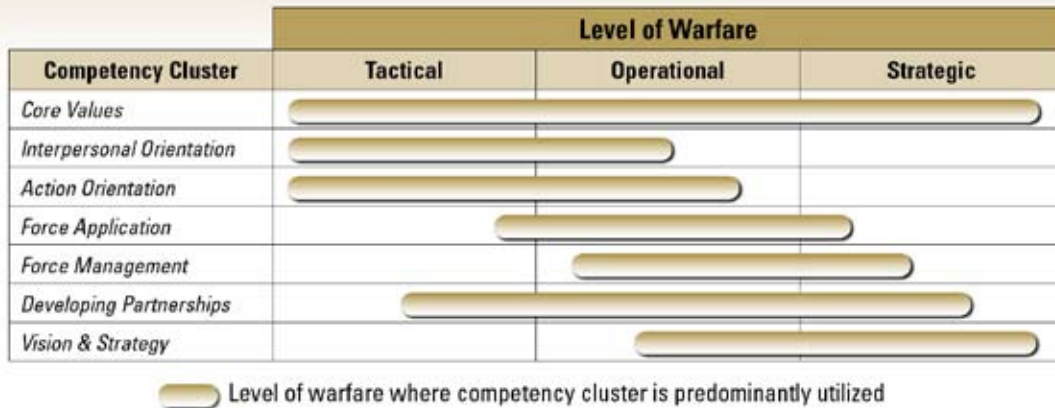
The success of the CCSO is predicated upon the development of specific core competencies in Joint SOF. The evolutionary and transformational objectives described by the five JSOK-CAs can only be met through the proper selection and career development of the individual Joint SOF Warrior. The Joint Special Operations University (JSOU) developed a Joint SOF competency model (See Figures 4 and 5) that describes the full range of capabilities required of the Joint SOF Leader, which can be applied to all SOF Warriors.

Joint SOF Warriors will need to possess the intellectual agility to conceptualize creative, useful solutions to ambiguous problems and provide coherent options to Joint Force Commanders. SOF will train for discrete skill development and employment, but will necessarily have to receive educational and experience opportunities for multiple skill comprehension, synthesis, and application at the operational and strategic levels of this global war. The key is not to produce specific answers to explicit threats, but to build broad, flexible capabilities to meet the uncertain, shifting nature of the challenge.



**Figure 4.** JSOF Leadership Competency Model

The Joint SOF Leadership Competency Model articulates six competency clusters that, like the JSOKCAs, “roll up” similar capability sets. JSOU determined the relative importance of these competency clusters across the tactical, operational, and strategic levels of war.



**Figure 5.** SOF Competency Applicability

Producing concepts to develop the Joint SOF Warrior, this JSOKCA will open the way to examining new methodologies, organizational structures, and relationships that enrich future Joint SOF with the diversity of thought and background for the global environment of tomorrow. Joint SOF Warriors must be fully capable at all levels of warfare—tactical to strategic. The envisioned Joint SOF Warrior of the Future will be far more diverse in capability, education, training, ethnicity, age, and other characteristics. The Joint SOF Warrior will be proficient in interagency and international relationships and increasingly capable of operating for extended periods of time in diverse regions of the world. Properly selected individuals will be trained, educated, and experienced to perform at increasing levels of operational and strategic responsibility during the progress of their careers. USSOCOM will:

Develop an educational process that transitions today’s Joint SOF Warrior into the Joint Special Operations Warrior of the future who will be prepared and equipped for global expeditionary employment and possess the skills necessary to synchronize operational and strategic activities of the GWOT

- Develop a prototype of the Joint SOF Warrior System, blending individual skills with the proper equipment, weapons, mobility, support, and communications systems
- Establish a process for Joint SOF human capital development
- Develop a Joint SOF “cradle to grave” career management system emphasizing selected educational, overseas and exchange or liaison assignments
- Examine the means by which Joint SOF can become more diverse in order to mirror the host populations in future operational areas
- Examine authorities and laws that need to be changed to effect the transformation from today’s Joint SOF Warrior to tomorrow’s globally diverse Joint SOF Warrior
- Examine potential changes to current selection and assessment processes to broaden the range of people joining Joint SOF

- Examine reorganization of JSOU into a Joint Special Operations Training and Education Command (JSOTEC) to direct and integrate educational initiatives and student management throughout USSOCOM, create and manage SOF Doctrine, and coordinate educational initiatives with other DoD, inter-agency, civilian and foreign educational institutions

The development of the Joint SOF Warrior is about more than people. The individual Joint SOF Warrior must be selected, trained, educated, equipped and experienced to become the centerpiece of a warrior system appropriate for each unit of assignment and mission set. SOF Warriors must become more flexible, regionally oriented, and developed as specialists in the application of either direct or indirect Joint SOF skills. SOF will include a cadre of highly competent and experienced individuals who are proficient in strategic planning and operational campaign development and tactical experts in their fields. This cadre will appreciate and effectively integrate the full range of U.S. military, interagency, nongovernmental, and coalition capabilities, allowing USSOCOM to better meet its task of leading the planning, prioritization, and synchronization of all DoD efforts in the GWOT. Joint SOF Warriors, whether on active duty, in the Reserve components, or retired, represent a strategic national asset, and their careers must be closely managed to ensure long-term benefits for SOF.



### ***3. Joint Special Operations Command, Control, Communications, Computers, and Information (JSOC4I)***

USSOCOM will develop capabilities that integrate disparate C4I initiatives throughout the Joint SOF community. Commanders, SOF operators, and concept developers will establish comprehensive processes to create and field a global, seamless, networked, and fully interoperable future C4I infrastructure. USSOCOM will:

- Develop a CONUS-based center to control and manage a developing architecture which will tie into existing and future communication and computer systems
- Develop the architecture to create a single SOF network on a global scale
- Develop a Joint SOF education and training base to standardize C4I capabilities
- Develop an expedited C4I acquisition cycle supported by the LRPP and a robust gap analysis process
- Examine requirements for global C4I specifically designed to support the Command's UCP responsibilities to meet the first CCSO strategic objective

- Develop a comprehensive knowledge management system to capture operational and support data, conduct immediate data analysis, develop recommendations and provide relevant feedback to the right levels of command

The fundamental characteristics of this JSOKCA and its enabling concepts must ensure accuracy, speed of information sharing, and the flexibility to support both Joint SOF global persistent presence and the new Joint SOF expeditionary construct.

#### **4. Joint Special Operations Logistics, Acquisition, and Resourcing (JSOLAR)**

USSOCOM will transform its logistics, acquisition, and resourcing processes to meet its responsibilities for global persistent presence and rapid global expeditionary employment. JSOLAR calls for a highly adaptable and responsive mechanism for developing, funding, and fielding fully interoperable, state-of-the-art capabilities to Joint SOF and their coalition partners while ensuring economies of effort and scale. This will require the integration of best business practices and the development of agile supporting policy processes. USSOCOM will:

- Explore new financing options that better support Joint SOF global persistent presence and the fielding and sustainment of a more agile and flexible global expeditionary force
- Examine new ways to streamline legislative authorities and accounting practices to facilitate procurement and R&D efforts
- Examine new means of supporting global unconventional warfare networks that include coalition partners and surrogate forces
- Examine options to further speed acquisition of time-critical capabilities and identify any required changes to authorities

The development of this JSOKCA provides the Commander, USSOCOM with a common operating picture of all Joint SOF logistics, acquisition, resourcing, and financing activities and enables the Command and its components to meet the CCSO's Strategic Objectives.

#### **5. Joint Special Operations Intelligence (JSOI)**

USSOCOM requires a seamless, globally distributed intelligence system that unifies the entire Joint SOF Community. The current Joint SOF intelligence systems favor the intelligence requirements of those Joint SOF units engaged in direct action against individual GWOT targets. USSOCOM requires a holistic intelligence approach that spans across all elements of Joint SOF with much greater emphasis on the intelligence requirements of counter-network operations and unconventional warfare. At the strategic level, USSOCOM will establish intelligence requirements for DoD operations against terrorist networks. At the operational level, initiatives are already underway to create or improve Intelligence, Surveillance, and Reconnaissance (ISR) capabilities that will enable Joint SOF to better tag, track, and locate specific individuals and detect and locate weapons of mass destruction (WMD). USSOCOM will implement new initiatives focused on ISR capabilities that will enable Joint SOF to wage protracted unconventional warfare against

terrorist networks and their state and non-state sponsors. At the tactical level, USSOCOM will continue to expand the intelligence capabilities organic to Joint SOF units and improve the fusion of mutually supporting intelligence activities and military operations. USSOCOM will:

- Develop the capacity to improve the individual and unit level intelligence gathering, analysis, and reporting capabilities of Joint SOF units
- Develop mechanisms for integrating interagency and coalition partner intelligence data
- Increase full-spectrum intelligence capabilities and sources by improving liaison operations focused on promoting collaboration and coordination on local, regional, and global scales
- Establish a comprehensive, operationally integrated, global common intelligence picture that supports USSOCOM responsibility to synchronize the GWOT
- Examine different approaches to integrate network analysis techniques to generate information that will develop appropriate effects-based operations in the GWOT
- Explore organizational and operational enhancements of operations-intelligence fusion
- Establish education and implementation plans to ensure each soldier can perform as an intelligence sensor

The development of this JSOKCA will provide the Commander with the tools and procedures needed to generate and exploit all-source intelligence in order to achieve the CCSO's Strategic Objectives.



## VI. Implementation Pathway

USSOCOM will resolve the SOF Challenge by achieving the three Strategic Objectives described in the CCSO. To do so, USSOCOM will undertake the following implementation plan:

**Active Management of the Joint Special Operations Keystone Capability Areas.** USSOCOM has designated SOKF J-9 as the lead Center for concept development within the USSOCOM headquarters. SOKF-J9 will serve as the Office of Primary Responsibility (OPR) for the continued development and management of the CCSO, the JSOKCAs, and supporting operational and enabling concepts. As the OPR, SOKF-J9 will create development plans, establish timelines, and task other Centers, Components, and Subject Matter Experts in order to create necessary supporting documents to the CCSO.

**Develop, Assess, and Experiment with Joint Special Operations Concepts.** The Concept Development Process (CDP) will initially focus on developing a core set of JSOECs from the JSOKCAs identified in the CCSO (JESOF, JSOW, JSOC4I, JSOLAR, and JSOI). Then through a spiral development process, additional enabling concepts will be identified for later development. The most critical requirement in developing the core set of JSOECs is frequent interaction with the Commander, USSOCOM and those senior leaders who are directly affected by the changes.

The CDP will utilize the procedures outlined in the USSOCOM Long Range Planning Process, while ensuring unconstrained ideas are addressed, captured, and developed as required. Each JSOEC will be routed through SOKF-J9 Experimentation and Wargaming Division in order to determine its feasibility and applicability and fine-tune the final document for staffing. The concepts will then be staffed through the effected USSOCOM Centers and Components, after which the documents will be presented to the Commander, USSOCOM for final approval.

Once published, the JSOECs will serve as the impetus for capabilities-based changes throughout USSOCOM and will help identify additional JSOECs for continued transformation. The entire complement of concepts is pivotal for conducting capabilities-based assessment, as described in the LRPP. The CCSO, JSOKCAs and JSOECs are intended to be living documents and will need continual and timely revision as the future unfolds and provides possible alternate directions of effort.

## VII. Conclusion

Victory in the Long War requires a global focus, regional expertise, innovative ideas, patience, and a transformed Joint SOF. The Command's three Strategic Objectives will only be achieved by maximizing the benefits of current and programmed force improvements and the development of future capabilities. This effort is, and will remain, interagency and international in scope, and USSOCOM is uniquely positioned to further international cooperation and to strengthen interagency relationships within the U.S. Government. The Command will continue to improve its ability to help partner nations to defeat terrorism within their own borders by developing and fielding better capabilities for direct and indirect operations.

USSOCOM will leverage current and programmed capability and capacity improvements through the spiral concept development and validation process described in this CCSO. The Command will establish a global operational network in which Joint SOF are positioned and empowered to act with other DoD, Interagency, and partner assets against terrorist organizations, their sponsors and supporters, while continuing to meet the GCC's other regional challenges.

USSOCOM will continue to apply innovative thinking, energy, focus, skill, courage, and determination to defeat worldwide terrorism and prepare for the future.



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