

NOT FOR PUBLICATION UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF

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BEFORE THE

HOUSE ARMED SERVICES COMMITTEE
SUBCOMMITTEE ON AIR AND LAND FORCES

ON

INTELLIGENCE, SURVEILLANCE AND RECONNAISSANCE (ISR) PROGRAMS

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INTRODUCTION

Chairman Abercrombie, ranking member Congressman Saxton, and distinguished members of the Subcommittee on Air and Land Forces, thank you for the opportunity to appear before you today to address Joint Staff policy and procedural issues with regard to roles and missions, the Joint Forces Air Component Commander, designation of lead service, and executive agency responsibilities. It is my privilege to join this distinguished panel representing the Chairman, Joint Chiefs of Staff and all military and civilian members of the Joint Staff. On behalf of all our Service members, I want to thank you for your continued strong support of these great men and women. Again, I am honored to be here today.

Role the Joint Chiefs and Joint Staff play in establishing the roles and missions of the Services, designation of executive agency and/or lead agency responsibilities, and assignment of capability requirements to preclude unnecessary duplication and expenditure of resources.

Establishing the roles and missions of the Services, designation of executive agency and/or lead agency responsibilities falls under the purview of the Secretary of Defense. As the principal military advisers to the Secretary of Defense, the Joint Chiefs of Staff can advise and assist in addressing these topics. The Joint Staff's role is to assist the Chairman in accomplishing his responsibilities for: providing unified strategic direction of the combatant forces; execution of operations under unified command; and for integration of land, naval, and air forces into an efficient team.

Department of Defense (DoD) Directive 5101.1 specifically governs the establishment and administration of a DoD Executive Agent. As per this Directive, only the Secretary of Defense or Deputy Secretary of Defense can designate a DoD Executive Agent. DoD Directive 5101.1 delineates a DoD-wide definition of DoD Executive Agent¹; provides approval authority for assigning DoD Executive Agent responsibilities, function, and authorities within the Department of Defense; prescribes the policy for DoD Executive Agent management and control; and provides for the exchange of information between DoD Executive Agents and the DoD Components regarding resources and the quality of support throughout the full range of

¹ DoD Directive 5101.1 Executive Agent Definition: The Head of a DoD Component to whom the Secretary of Defense or the Deputy Secretary of Defense has assigned specific responsibilities, functions, and authorities to provide defined levels of support for operational missions, or administrative or other designated activities that involve two or more of the DoD Components.

operations. This Directive applies to the Office of the Secretary of Defense (OSD), Military Departments, Chairman of the Joint Chiefs of Staff, Combatant Commands, Office of the Inspector General, Department of Defense, Defense Agencies, DoD Field Activities; and all other organizational entities within the Department of Defense.

DoD Directive 5101.1 instructs the Chairman of the Joint Chiefs of Staff (CJCS) to coordinate with the OSD Principal Staff Assistants and the Heads of the DoD Components to monitor DoD Executive Agent assignments and arrangements associated with such assignment for the impact on the full range of operations. Additionally, the CJCS will communicate to the Combatant Commander, DoD Executive Agent assignments and arrangements associated with such assignments in order to support and facilitate national military objectives throughout the full range of operations.

Assignment of capability requirements to preclude unnecessary duplication and expenditure of resources fall within the purview of the Joint Requirements Oversight Council (JROC). Title 10, USC, section 181, directed the Secretary of Defense to establish the JROC. The JROC assists the CJCS in identifying and assessing the priority of joint military requirements (including existing systems and equipment) to meet the national military strategy. The JROC also ensures that the assignment of such priorities conforms to and reflects resource levels projected by the Secretary of Defense. Furthermore, the combined efforts of the JROC helps the DoD avoid unnecessary duplication and expenditure of resources by considering alternatives to any acquisition program that has been identified to meet military requirements by evaluating the cost, schedule, and performance criteria of the program and of the identified alternatives.

The role of the Combined / Joint Force Air Component Commander in Iraq in the execution of the ISR mission, the mobile ISR resources in Iraq and of those, the resources available to him in executing the coalition ISR mission.

Capstone, keystone, and joint doctrine publications establish the responsibilities and considerations of the Joint Force Air Component Commander. Abbreviated as JFACC, this individual is “the commander within a unified command, subordinate unified command, or joint task force responsible for making recommendations on the proper employment of air forces. The JFACC plans and coordinates air operations, and accomplishes assigned operational missions.

The JFACC is given the authority necessary to accomplish missions and tasks assigned by the establishing commander.”²

When the aerospace force in a theater of operations is multinational, as is the case in Iraq, the JFACC is designated as the Combined Force Air Component Commander. Abbreviated as CFACC, this individual executes Intelligence Surveillance and Reconnaissance (ISR) operations based on the Combatant Commander’s concept of operations and air apportionment decisions. In this capacity, the CFACC is responsible for planning, coordinating, and tasking allocated and apportioned airborne ISR assets to accomplish assigned tasks and meet collection requirements.

ISR is a complex capability made up of platforms, sensors, communication nodes, and processing, exploitation, and dissemination nodes. In order to manage these assets, the Commander, United States Central Command (COMUSCENT) exercises Collection Management Authority over his ISR assets by delegating specific Collection Operations Management responsibility to his functional component commanders. The process that brings all the collection management requirements together is with the Joint Collection Management Board, held between USCENCOM and all Task Force, Component Command, and Combat Support Agencies five times per week. For example, CFACC has Collection Operations Management for ISR platforms like MQ-1 Predator, RC-135 Rivet Joint, JSTARS, U-2, RQ-4 Global Hawk, and Senior Scout; the Combined Force Maritime Component Commander has Collection Operations Management for EP-3, P-3 AIP, and Atlantique; and Multi-National Forces-Iraq (MNF-I) has Collection Operations Management for Guardrail, Hunter, Shadow, and I-GNAT.

The CFACC, through his ISR Division at the Combined Air Operations Center, exercises Collection Operations Management for his ISR assets. During the Joint Collection Management Board, collection managers from the components and task forces brief their ISR plans for approval by USCENCOM. In addition, ISR issues are discussed and resolved. All operational forces in Iraq, and their associated intelligence collection requirements, are represented at the Joint Collection Management Board.

Of note, ISR systems organic to specific divisions or brigades are tasked against unit-level requirements. If units cannot fulfill the entirety of their collection requirements with their organic ISR assets, they submit their collection shortfalls to MNF-I for resolution. MNF-I, in

² Joint Publication 3-0, *Joint Operations*, 17 Sep 2006.

turn, submits its collection shortfalls to the USCENTCOM JCMB for theater- or national-level collection.

In regards to the Joint Staffs position and considerations relating to the March 5, 2007 Memorandum from the Air Force Chief of Staff on “Executive Agency for Medium- and High-Altitude Unmanned Aerial Vehicles (UAVs)”.

The Joint Staff will conduct a thorough review of the recent memorandum from the Chief of Staff of the Air Force (CSAF) requesting designation of the Air Force as Executive Agency for medium and high altitude UAVs (defined by CSAF memorandum as any UAV operating at 3500 feet above ground level and higher). In order to remain consistent with the standard naming convention adopted in the 2005 DoD Unmanned Aircraft Systems Roadmap, I’ll refer to UAS versus UAV for the remainder of this written submission.

The Joint Staff and Service Chiefs most recently addressed the question of an Executive Agent for Unmanned Aircraft Systems in 2005, in response to Air Force Vice Chief of Staff memorandum dated 11 March, 2005. At that time, Joint Review Oversight Committee Memorandum (JROCM) 074-05 dated 11 April, 2005 designated the Air Force to lead a Joint “Tiger Team” composed of representatives from the Army, Navy, Marines, Air Force, Joint Staff, OSD, and Joint Forces Command to define the scope, composition, requirements and charter for a UAS Joint EA. The Tiger Team was also tasked to evaluate the role of a Joint UAS Center of Excellence relative to a UAS EA.

In a 1 June 2005 briefing to the Joint Review Oversight Committee, consisting at that time of: General Pace, USMC (Chairman); General Cody, USA; Admiral Willard, USN; General Moseley, USAF; and General Nyland, USMC. The Joint Staff tiger team recommended that an EA for UAS was not required. The Tiger Team however reached unanimous consensus supporting the establishment of UAS Center of Excellence and briefed their recommended concept. The JROC approved the recommendation and provided initial guidance.

Detailed implementation guidance came in the form of JROC Memorandum 136-05, dated 5 July, 2005 signed by General Pace. The memorandum directed the establishment of the Joint UAS Center of Excellence at Creech Air Force Base in Indian Springs, Nevada, to focus on

operational issues such as joint tactics, techniques, and procedures and doctrinal issues related to unmanned aircraft systems and their employment. It was directed the JUAS COE would have an Initial Operations Capability goal of 1 October, 2005. The COE is to be commanded by a 07 with a 06 deputy on an inter Service rotational basis. The Army would provide the first commander and the Air Force would provide the first deputy. The commander of the COE is assigned to and reports through the Director J-8 to the Chairman Joint Chiefs of Staff. I am the current commander of the JUAS COE and in early summer, I will turn the organization over to Brigadier General Charles Shugg (USAF).

Worthy of mentioning here is the Joint Unmanned Aircraft Systems Center of Excellence Advisory Council. The Council is chaired by the Commander of the Center of Excellence and is represented by every Service and Combatant Commander (COCOM). These 0-6 Service and Combatant Commander representatives are empowered to speak for their Service and COCOM as well as submit and validate UAS initiatives. Additionally, the membership of the Advisory council includes non-voting representation from a variety of non-service specific Government organizations as required. The JUAS COE maintains direct liaison with the council membership and the Advisory Council officially meets twice a year.

Additionally, JROC Memorandum 136-05 requested the Services re-charter their existing Joint UAS Overarching Integrated Process Team (JOIPT). The re-chartered JOIPT, subsequently re-named the Joint UAS Material Review Board was to address Joint UAS material issues and prioritize solutions. The JUAS MRB was to be chaired by a 07 on an inter-Service rotational basis starting with the current USMC chairman at that time. Because the JUAS MRBs recommendations were to be considered by the JROC through the Joint Capabilities Integration and Development System (JCIDS), the JUAS MRB 3-Star General Officer Steering Council was disbanded. The JUAS MRB was directed to have representation of all Services, Joint Staff, U.S. Joint Forces Command, and OSD. Other Combatant commands were to be represented when appropriate. The JUAS MRB is currently chaired by Brigadier General Steven Mundt (USA) and meets every four to six weeks.

The JUAS COE and the JUAS MRB both submit recommendations to the JCIDS process

via the appropriate Functional Capabilities Board and serve as JCIDS' coordination source for Service sponsored UAS submissions. The JUAS COE and JUAS MRB maintain formal liaison with each other, the Services and COCOMS. The Joint UAS Materiel Review Board and Joint UAS Center of Excellence work jointly to achieve the best UAS solutions for all our joint force.

As in 2005, the Joint Staff will again lead a thorough assessment of this Executive Agent proposal and will consider the collective input of all the Services and Combatant Commands.

CONCLUSION

Mr. Chairman, this concludes my prepared remarks addressing the topics you asked me to focus on. Again, thank you for the opportunity to testify. I am prepared to entertain any question you might have.