COMMANDER AND STAFF GUIDE TO
LIAISON FUNCTIONS

MONITOR COORDINATE ADVISE ASSIST

Commander and Staff Guide to Liaison Functions

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Commander and Staff Guide to Liaison Functions	
Table of Contents	

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Introduction

Liaison officer (LNO) functions are critical to the successful integration of diverse capabilities across military and civilian domains. Despite the importance of these functions, the Center for Army Lessons Learned (CALL) continues to capture observations which indicate significant issues concerning the selection, training, and employment of LNOs.

In August 1998, the Air Land Sea Application (ALSA) Center published the *Joint Task Force (JTF) Liaison Handbook,* which provided planning and execution guidance to units providing and receiving LNOs at the JTF level. That handbook provided valuable planning and execution guidance, but was written specifically for LNOs operating within a JTF. The ALSA Center handbook was retired in January 2003.

LNO operations are discussed in several Army and Joint doctrinal publications, and are the subject of numerous articles; however, there has been no single reference source commanders and staffs can use to select, train, and employ LNOs since the ALSA Center handbook.

This handbook is designed to provide planning and execution guidance in a single source document. Unless otherwise indicated, the information found in this handbook is primarily extracted from the ALSA Center's *JTF Liaison Handbook*. It also incorporates Army doctrine and feedback from both U.S. and international LNOs.

Tips throughout this handbook are provided by LTC Ren Angeles, former LNO to U.S. Forces Afghanistan, from a report he wrote for CALL titled, *Broadening Stint as a Liaison Officer (Lessons, Myths and Legends),* which can be found on the Joint Lessons Learned Information System (JLLIS) website. (Common access card [CAC] required for access here: https://www.jllis.mil/?doit=view&disp=cdrview&cdrid=126838)

LIAISON OFFICERS

LNOs facilitate communication between elements of an organization to ensure mutual understanding and unity of purpose and action. Liaison is the most commonly employed technique for establishing and maintaining close, continuous, physical communication between commands. Typically, LNOs are exchanged between higher, lower, or adjacent units. When working in a combined forces environment, liaison assignments should be reciprocal. Additionally, LNOs may be provided from government agencies, nongovernmental organizations, international organizations, or private voluntary organizations. The primary focus of this handbook is to describe the duties, responsibilities, and planning considerations for exchanging LNOs between organizations.

LNO requirements are determined based on the command relationships established and the anticipated support requirements necessary to accomplish the assigned mission. The commander has several options available for organizing forces. In a JTF operation, the commander may decide to organize by service component, functional component, or subordinate JTFs, or by a combination of these methods. Each of these organizational options has implications on the LNO requirements sent to the headquarters.

FUNCTIONS

LNOs perform several critical functions that are consistent across the full range of military operations. The extent that these functions are performed depends on the mission and the charter established by the sending organization's commander. A successful LNO performs four basic functions: monitor, coordinate, advise, and assist.

Monitor: The LNO must monitor the operations of both the receiving and sending organizations, and understand how each affects the other. At a minimum, the LNO must monitor the current and planned operations, understand and monitor pertinent staff issues, and anticipate potential problems. Additionally, in order to lend insight to the sending commander, the LNO monitors the operating styles of the commanders and their staffs. The LNO must possess the training and experience needed to understand the receiving unit's staff processes.

Coordinate: The LNO helps synchronize current operations and future plans between the sending organization and the receiving organization. This is done by coordinating activities between elements of the receiving unit, and the commander and staff of the sending unit.

Advise: The LNO is the receiving unit's expert on the sending command's capabilities and limitations. The LNO must be able to advise the receiving commander and staff on the optimum use of the sending command he represents.

Assist: The LNO must assist on two levels. First, the LNO should act as the conduit between the sending command and the receiving command. Second, by integrating into the receiving command and attending various boards, meetings, and planning sessions, the LNO can ensure those groups make informed decisions concerning the utilization of the unit he represents.

SUMMARY

LNOs are the personal and official representatives of the sending organization's commander. They are authorized direct face-to-face liaison with the receiving commander. As such, LNOs require the special confidence of both the sending and receiving commanders. LNOs remain in the chain of command of the sending organization. They are not staff augmentees or watch officers assigned to the receiving unit's operations center, and they are not viewed as full-time planners. LNOs must retain the flexibility and freedom of action required to perform the broader functions they are tasked with by the sending organization's commander.

Choosing, preparing, and properly dispatching the LNO/LNO team is critical to their effectiveness. Commanders make a conscious trade-off between extensive preparation of the LNO, and expeditiously dispatching the LNO in order to begin coordination and information exchange. In all cases, the LNO and the receiving headquarters should understand the limits of the LNO's authority, which is best specified in writing.

Because the timing decision for dispatching the LNO is generally a sending commander's decision, the receiving organization must communicate any limitations or special requirements early, so as to preclude potential problems. Early LNO/LNO team effectiveness results from a well-planned reception and rapid integration into the receiving headquarters staff.

The use of LNOs is not a substitute for transmitting critical information through normal command and control channels. Likewise, LNOs are not a replacement for proper staff-to-staff coordination.

This publication provides commanders with a single, consolidated handbook to assist in their efforts to place more qualified and better prepared liaison individuals and elements within a higher headquarters. Additionally, this publication will shorten the LNO's learning curve for exercises and operational contingencies.

CHAPTER 1

Liaison Officer Functions and Roles
Source: Air Land Sea Application Center, *Joint Task Force (JTF) Liaison Handbook,* August 1998.

> **Tip:** Persistence and knowing how to access information are keys to successful liaison officer (LNO) operations.

BACKGROUND

Liaison is the contact or intercommunication maintained between elements of military forces or other agencies to ensure mutual understanding and unity of purpose and action. Liaison acts to reduce the inevitable friction between units through direct communication. Exchanging LNOs is the most commonly employed technique for establishing and maintaining close, continuous, and physical communication between commands.

LNOs are typically exchanged between higher, lower, and adjacent units. The exchange of LNOs between the United States and coalition military organizations is usually reciprocal. Additionally, LNOs may be provided to and from government agencies, nongovernmental organizations, international organizations, or private voluntary organizations.

ORGANIZATION

LNO requirements are determined by command relationships established by the commander, along with support that the higher headquarters believes is necessary for mission accomplishment. Wargaming and synchronization and execution matrices are excellent tools to assist the commander in identifying special liaison requirements, or modifying LNO assignments throughout the operation.

The commander has several options available when organizing forces. For example, a joint task force (JTF) commander may decide to organize by service component, subordinate JTFs, or by a combination of these methods. Regardless of the organization method employed, the JTF will always include service components that are responsible for the training, equipping, and administration of their respective forces assigned to the JTF.

If a JTF commander decides to organize by functional components (for example, joint force land component command [JFLCC], joint force air component command [JFACC], or joint force maritime component command [JFMCC]), the JTF commander will determine whether to exchange LNOs with both the service and functional headquarters. Additionally, the option exists for the functional component headquarters

to perform the service component role. For example, the 8th Air Force may perform both JFACC and Air Force forces responsibilities. In this example, although the same headquarters is performing both roles, the responsibilities are distinct, and better represented by separate LNOs.

Another functional option available to the JTF commander is to organize ground forces consisting of Army and Marine units under a JFLCC. In this option, the JTF commander may desire a single liaison team to represent the issues and concerns of the JFLCC as a total force. In this case, one liaison technique is to include both an Army and Marine officer on the liaison team. Then the JFLCC will designate a senior LNO from the team to be the official spokesperson for the JFLCC. This LNO must be capable of representing the JFLCC as a single force, and addressing particular questions unique to the individual service. In this example, the combined Army and Marine representation of the JFLCC functional component does not obviate the need for service component liaison representation to address the training, administration, and logistics issues of the service component commander.

According to Field Manual (FM) 6-0, *Commander and Staff Organization and Operations*, 05 MAY 2014, when possible, liaison should be reciprocal among higher, lower, supporting, supported, and adjacent organizations. Each organization should send a liaison element to the other. Liaison must be reciprocal when U.S. forces are placed under the control of a different nationality's headquarters, and vice versa, or when brigade-sized and larger formations of different nationalities are adjacent. When not reciprocal, the following practices apply to liaison (where applicable):

• Higher-echelon units establish liaison with lower echelons.

• In contiguous operations, units on the left establish liaison with units on the right.

• In contiguous operations, units of the same echelon establish liaison with those to their front.

• In noncontiguous operations, units establish liaison with units in closest proximity.

• Supporting units establish liaison with units they support.

• Units not in contact with the enemy establish liaison with units in contact with the enemy.

• During passage of lines, the passing unit establishes liaison with the stationary unit.

• During a relief in place, the relieving unit establishes liaison with the unit being relieved.

Multiple observations from the field indicate that if either the sending or receiving commander foresees the need to have an LNO/LNO team presence for an extended period of time (greater than 6 months), it is beneficial to have a signed Memorandum of Agreement between the two organizations that clearly defines the responsibilities and limitations of all parties.

LIAISON OFFICER FUNCTIONS

LNOs, whether individually or in teams, perform several critical functions that are consistent across the full range of military operations. The extent that these functions are performed is dependent on the mission and the charter established by the sending organization's commander. A successful LNO performs four basic functions: monitor, coordinate, advise, and assist.

Monitor. The LNO monitors the operations of both the receiving and sending organizations, and understands how each affects the other. At a minimum, the LNO must know the current situation and planned operations, understand pertinent staff issues, and be sensitive to the desires of both the sending and receiving commanders. Additionally, to lend insight to the sending commander, the LNO should monitor the operating styles of the commanders and their staffs. These observations help the LNO maintain a working relationship between the sending and receiving organizations. The LNO must possess the necessary training and experience to understand the receiving unit's staff processes. The LNO must continually assess where he needs to be during the daily operations cycle in order to stay abreast of the current situation, and keep the sending headquarters fully informed.

Coordinate. The LNO facilitates synchronization of current operations and future plans between the sending and receiving organizations. This is done by coordinating with other LNOs, with members of the receiving unit's staff, and with the parent command. The LNO should routinely meet with staff officers and commanders in the receiving headquarters, and should know how to contact them readily. To enhance the communications process, the LNO should gather and send copies of the receiving unit's standard operating procedures (SOPs), organizational charts, and report formats to his parent command. Likewise, the LNO can provide the receiving command with their parent command's SOPs, organizational charts, intelligence products, and other useful information. Coordination between staffs alleviates problems before they become elevated. By anticipating the receiving unit's information requirements, the LNO can help give the parent command the maximum lead times possible to prepare products. In some cases, the LNO can provide any required information from available sources, thus reducing the demand and tasks that must be communicated

to the parent command. To further assist the information flow between commands, the LNO should review message addresses and distribution lists, to ensure that official correspondence between commands is routed properly.

The LNO is an important catalyst, facilitating effective coordination between staffs. However, the LNO's work is not a substitute for proper staff interaction. Staff-to-staff coordination is essential at all levels to ensure unity of effort. Similarly, established command and control procedures (such as fragmentary orders [FRAGORDs], warning orders, and operation orders) are the proper method for communicating specific orders.

Advise. The LNO is the receiving unit's expert on the sending organization's capabilities and limitations. The LNO advises the receiving headquarters commander and staff on the optimum employment of the sending organization's capabilities. The LNO must be able to answer questions posed by the receiving headquarters and other units. The LNO must always remember that he only has the authority to make decisions that the sending organization commander has delegated to him. The LNO must exercise caution to ensure that he does not obligate the sending organization to missions that are beyond the specified charter, or should be forwarded through normal channels.

Assist. The LNO must assist on two levels. First, he must act as the conduit between his command and the receiving command. Second, by integrating himself into the receiving unit's daily operation cycle (the daily briefing or meeting sequence, sometimes referred to as the battle rhythm), the LNO can answer questions from various groups (targeting cell, plans cell, command group, etc.) to ensure those groups make informed decisions. The LNO also facilitates the submission of required reports from his unit to the receiving headquarters.

LIAISON ROLES

LNOs are the personal and official representative of the sending organization's commander, and should be authorized direct face-to-face liaison with the receiving commander. As such, LNOs must have the special confidence of the sending and receiving organizations' commanders. The LNO supports the receiving headquarters, and can provide a conduit of critical information to the receiving commander and the entire staff. It is important that the LNO is recognized as having the ability to provide this wealth of information to the staff; however, it is more important to understand that the LNO's chain of command is different from that of augmentees. The LNO remains in the chain of command of the sending organization.

The LNO's role is to be an essential bridge of command and control between headquarters. LNOs are not a substitute for normal command and control channels, they simply enhance the command and control process between headquarters. LNOs are not a substitute for normal staff coordination. Rather, they facilitate effective coordination. The LNO can significantly enhance communications between the sending and receiving organizations if the role that the LNO assumes is clearly understood by the commanders and staffs of both organizations.

The four broad LNO functions (monitor, coordinate, advise, and assist) encompass activities that take place in many of the staff directorates, agencies, boards, and cells that are routinely established within a headquarters. Because of their broad functions, it is frequently, but incorrectly, assumed that LNOs fill a staff role within the receiving unit's headquarters. Those roles are more appropriately filled by augmentees serving as full-time planners, or watch officers within the operations center or other staff directorates. Although LNOs are closely involved in the planning process, and with activities within the operations center, their function is not the same as an augmentee. Some common misconceptions about LNO functions are addressed below:

LNOs are not full-time planners. LNOs are often identified as on-call representatives to the plans cell, and called for when specific unit or subject matter input is required. Planning is just one subset of the four functions performed by LNOs; it should not dominate the LNO's time nor preclude accomplishment of other LNO functions. Early in the forming process, planning may be the focus of effort within the receiving unit headquarters and might reasonably distract LNOs from performing their other functions. However, once in the execution phase, the LNO must retain the flexibility and freedom of action to accomplish other functions, and should not fill a staff position better filled by a full-time planner. If the plans cell or other staff directorate identifies the need for a full-time component, agency, or subject matter planner, that requirement should be identified separately within the receiving unit's manning document.

LNOs are not watch officers. LNOs are frequently assigned a workspace within the operations center. The operations center is the logical location for LNOs to monitor the execution of operations, and coordinate with the numerous other functional area representatives. The operations center provides a convenient area to obtain and disseminate the vast amount of critical information needed to be passed between the sending organization and the receiving organization. However, the LNO should not be expected to fulfill the responsibilities of a full-time watch officer within the operations center. In a JTF headquarters for example, the Marine forces

LNO should not be dual-hatted as the full-time amphibious operations watch officer, if such a position is required. Although the LNO may use the operations center as the base of operations, LNO functions require a presence in many locations throughout the headquarters.

LNOs are not a substitute for sending critical information through normal command and control channels. The fact that LNOs relay information to their respective parent organizations does not relinquish the receiving organization's staff of the responsibility to promulgate the same information via normal and more formal command and control means. For example, the operations directorate of a joint staff (J-3) tells the LNO that the commencement time for a particular phase of an operation is changing. The LNO then relays that information to the parent organization, but the J-3 still has the responsibility to publish a timely FRAGORD to disseminate that same information formally.

LNOs are not a replacement for proper staff-to-staff coordination. As an example, if the J-3 wants to ensure that the coordinating instructions in a recently released FRAGORD are clearly understood by a particular organization, the J-3 should communicate directly with the operations officer or equivalent staff principal of that unit, rather than using the LNO as a middleman to relay the expectations and interpretations of the two staffs.

LNOs are not a replacement for augmentees or representatives. LNOs are employed between higher, lower, and adjacent formations. They represent the sending organization's capabilities, plans, and concerns, and normally remain at the receiving organization's headquarters. As a representative of the sending commander, the LNO must understand how the commander thinks, interpret the commander's messages, represent the commander's position, and convey the commander's vision, intent, mission, concept of operations, and guidance.

Augmentees are individuals assigned to a specific duty position within various staff directorates, agencies, boards, or cells that require specific skills or subject matter expertise, as identified by their military occupational specialty and pay grade. Augmentees work for the receiving commander or staff, and usually fill a requirement of the gaining organization. They are externally sourced and provide an indirect link to their sending organization. They have no command decision-making authority for the sending unit.

Representatives work for the sending organization and provide short-term as-required input into the planning process. They are a direct link to the sending unit commander, and have limited decision-making authority for the sending unit. Representatives are expected to be subject matter experts for the function they represent.

ADVANTAGES OF LIAISON OFFICERS

When the LNO performs their functions correctly, the sending and receiving commanders realize the following advantages:

LNOs facilitate effective communications. The classic LNO role is to represent the sending organization's commander at the receiving unit's headquarters. Resourceful LNOs also provide valuable liaison between individual members of the receiving and sending organizations' staffs. From the simplest actions of identifying a sending organization's point of contact to briefing the staff on a component operation, a well-prepared LNO facilitates effective communications.

LNOs gain valuable insights. Even in today's high-tech communications culture of direct, point-to-point communications and video teleconferencing (VTC), a perceptive LNO is a valuable asset for the sending and receiving organizations' commanders and staffs. The dynamics of human communication are not limited to voice and video. Often, the true position on issues is more clearly identified in sidebar comments or body language that does not come across on the VTC cameras.

LNOs influence staff planning and execution. An aggressive and capable LNO ensures the sending organization's direct involvement in relevant command activities at the highest levels. Involvement ensures that a unit is neither overtasked nor underutilized.

When clearly articulated by a skilled LNO, the most realistic and optimum uses of a sending organization's resources are brought to the table at the earliest planning stages. As the operation continues, dedicated LNO participation in the various staff processes ensures continual sending organization involvement in planning and execution.

LNOs often serve an essential political function. Sensitive political realities of coalition warfare require that LNOs be exchanged between headquarters. Regardless of the perceived operational need, LNOs provide credible evidence of national or coalition resolve in supporting command objectives. In many cases, such as during the Global War on Terrorism, LNOs were paramount in keeping fragile coalitions together.

COMMON PITFALLS

Common pitfalls associated with LNO functions and manpower constraints can usually be avoided. Issues to keep in mind include:

LNO positions involve manpower costs. Staff drawdowns and personnel turnovers are a continual concern for commanders at all levels. LNO teams add more requirements to competing demands for highly trained and competent individuals. Too often, the individuals a commander

needs to supervise essential operations and planning wind up being the same individuals best qualified for LNO duty. Commander involvement in prioritizing staff manpower utilization is essential.

Sending the wrong LNO is generally counterproductive. When an LNO lacks the essential mix of experience, rank, communication skills, leadership, and attitude, the results can be detrimental to both commands. Ultimately, an LNO must accomplish the mission without interfering in the normal operation of the receiving headquarters. Again, commander involvement is the key to ensuring that a competent ambassador is identified to represent the sending organization.

The size of the LNO team must fit the needs. Given the competing demands for manpower in the sending and receiving unit's staffs, the general temptation is to send a small LNO team. Unfortunately, LNO teams that are not adequately manned to meet mission demands, or conduct sustained 24-hour operations, are ineffective. High workloads inevitably lead to diminished productivity and costly errors that affect mission accomplishment. Conversely, an LNO team that is too large can place undue demands on the receiving unit's workspace, communications infrastructure, and other support functions.

CHAPTER 2

Receiving Unit Responsibilities
Source: Air Land Sea Application Center, *Joint Task Force (JTF) Liaison Handbook,* August 1998.

BACKGROUND

The previous chapter introduced the functions and roles of liaison officers (LNOs). This chapter's purpose is to identify the receiving command's responsibilities for LNO selection and integration. The actions required are presented chronologically.

DETERMINING LIAISON OFFICER REQUIREMENTS

The receiving unit should first identify and define requirements for LNOs/ LNO teams. Specific requirements or desires for an LNO/LNO team might include:

Rank. The receiving unit may specify the rank desired. This desire is based upon the rank structure of the receiving unit, the multinational force headquarters, or the level of responsibility and decision-making capabilities expected by the receiving commander. Field Manual (FM) 6-0, *Commander and Staff Organization and Operations*, recommends the following rank structure by echelon of the receiving unit, but additional considerations may require a higher rank.

- Multinational or Joint Force Command — Colonel (0-6)

- Corps — Lieutenant Colonel (0-5)

- Division — Major (O-4)

- Brigade, regiment, or group — Captain (O-3)

- Battalion — Lieutenant (O-2)

> **Tip:** Rank matters in this job. Depending on the level of the organization, having the right rank, experience level, and maturity is critical to success. Interpersonal skills can only go so far. The military is a hierarchal organization, and having the necessary rank can make it easier to break institutional barriers.

Service. If appropriate, the receiving unit may specify the desired service, based upon the structure of the receiving unit and the missions it is projected to execute.

Weapon system specialty. A specific military occupational specialty or weapons system expert may be specified. For example, if the receiving unit is planning to conduct an air assault forced entry, the receiving unit headquarters might request an LNO who is an assault helicopter pilot.

Experience. Specific experience within a specialty may be desired. For example, if the receiving unit plans to conduct an airborne assault forced entry, an LNO with prior forced entry operational experience, or an airborne qualified LNO, may be required.

> **Note:** The LNO represents the sending organization and should not be construed as only a ready source of tactical-level information for the receiving unit. Although a weapon systems specialty or specific operational experience might be helpful, and should certainly be considered, the sending organization should send their best overall representative.

Unique Administrative Requirements

There may be unique administrative requirements identified by the receiving unit. If the sending unit is unable to comply with specific requirements due to time or resource constraints, they should notify the receiving unit as soon as possible. Some of these may be no-go criteria. The unique administrative requirements are:

Medical. Any unusual or unique medical requirements should be specified. These might include:

- Immunizations above those normally required for the receiving unit locations. This is especially important if the receiving unit is planning to move forward or change locations during the operation.

- Dental facilities that may not be available, which could have a bearing on the selection or preparation of the LNO assigned to the receiving unit.

Training requirements. Any unusual or unique training requirements should be identified and specified in the receiving unit's joining instructions. These might include: force protection, land mine awareness, weapons qualification and familiarization, Global Command and Control System (GCCS), time-phased force and deployment data, and customs and courtesies, etc.

Passport/visa. Some locations may have passport and visa requirements, even with the existence of status-of-forces agreements. If so, those requirements must be specified and must also include which type of passport is acceptable (official or civilian) before the LNO deploys.

Country clearances. Country clearances (found in the Department of Defense [DOD] Foreign Clearance Guide) are a routine staff action, but continue to be a source of friction. In order to expedite the process, ensure country clearance requirements and procedures are promulgated to the sending command.

Interpreter requirements. Language skills, and the requirement for interpreters, are necessary in multinational environments. Early identification of these requirements, and resolving LNO sourcing responsibility, will avoid later surprises and confusion.

Uniform and equipment requirements. Geographic locations, weather conditions, and receiving unit headquarters or support facilities may dictate that LNOs bring specific personal and duty-related equipment. If so, these requirements need to be negotiated between the receiving and sending commands, and should be designated in the joining instructions. This may include:

- Individual equipment (Common Table of Allowances [CTA] 50-900, individual weapons, etc.). LNOs may be required to deploy with individual equipment to include weapons, chemical protective gear, or other equipment. Conversely, if deploying to an embarked headquarters, there may not be a requirement for certain equipment. There might not even be room for storage.

- Communications and automated data processing (ADP) support (laptop computers, radios, secure telephone units, satellite communications, facsimile, modem, etc.). The receiving unit should specify what communications and ADP equipment will be available for use by the LNO. This allows the sending organization to tailor the communications/ADP package it sends forward. Additionally any limitations, such as bandwidth for video teleconferencing, etc., should be made known up front.

- Compatibility of equipment and software. The receiving unit should notify the sending unit of hardware/software protocols and standards.

- Basic supplies (office, personal hygiene). The receiving units should notify the sending unit of the availability of basic supplies.

- Security clearance requirements. Top Secret/Sensitive Compartmented information clearances may be required, but some sending units may not have personnel with this level of clearance. Receiving units must identify security clearance requirements to all sending commands.

SUBMISSION OF LIAISON OFFICER REQUESTS

LNO manning is normally coordinated by the receiving unit's Manpower and Personnel Directorate (J-1/G-1). The headquarters will submit a consolidated manning document, usually in spreadsheet format, that articulates the LNO requirements. It is essential that this document be specific in its content. After the receiving command is identified by the sending command's J-1/G-1, it is recommended that the receiving command articulate any special qualifications necessary. If direct liaison is authorized, a message detailing the requirements should be sent to each component supplying LNOs.

SUPPORT REQUIREMENTS

The receiving organization should plan to fully integrate the LNO/LNO teams.

Housing and messing requirements. Ensure housing and messing arrangements are made for the LNOs/LNO teams.

Manpower limitations. Clearly identify any existing manning limitations to the sending unit. For example, some United States Navy vessels have limited female berthing, or there may be limited workspace available.

Dedicate workspaces for LNO teams. Ensure sufficient workspaces are provided for the LNO/LNO teams. Considerations include:

- Centrally locating the LNOs versus dispersing them into specific receiving unit staff sections

- Providing sufficient space for the number of LNO personnel

- Providing access to adequate communications, ADP, telephones, and administrative supplies

Provide administrative and service support. Ensure LNOs/LNO teams have access to normal administrative support and services to include:

- Postal

- Legal

- Chaplain

- Security

- Exchange/commissary

- Finance

- Medical/dental

- Morale, welfare, and recreation

Provide publications and documents for LNOs. Ensure that LNOs/ LNO teams have access to sufficient publications and documents to accomplish their mission. Examples include:

- Maps

- Receiving unit standard operating procedures

- Communications security

- Doctrinal publications and reference materials

- Forms

- Phone book

- Building/area map

- Receiving unit command wiring diagram (with names and office symbols)

Equipment for follow-on-movements or deployments. Ensure the LNOs/LNO teams are adequately equipped for any follow-on movement or forward deployment of the receiving unit headquarters.

COMMUNICATIONS

The receiving unit should ensure that the LNOs/LNO teams have access to adequate communications facilities and equipment to accomplish their mission.

Establish communications requirements. The receiving unit should plan for LNO communication requirements and include these requirements in the overall receiving unit communication plan.

Provide communications capability. If possible, the receiving unit should provide the LNOs with adequate communications facilities and equipment to fulfill the sending unit commander's reporting requirements. The receiving unit should identify shortfalls in a timely fashion to enable the LNO to deploy with sufficient equipment to accomplish the mission. If the LNO is from a non-U.S. military organization, there may be a requirement to install nonstandard communication equipment in the receiving unit headquarters. The receiving unit should provide arriving LNOs with a layout of the available command communications network.

Establish communication connectivity with the sending unit. Upon arrival, assist the LNO in establishing communications with the sending unit.

Establish GCCS access. If possible and appropriate, ensure the LNO has dedicated access to GCCS.

Establish Joint Worldwide Intelligence Communications System (JWICS) access. If possible and appropriate, ensure the LNO has JWICS access.

Establish communication identifiers. Ensure the LNO is fully integrated in the receiving unit's communications plan, to include:

- Office symbols appropriate and adequate for the LNO/LNO teams

- Message plain language address directory, if required

- Phone numbers, to include publishing LNO phone numbers in the receiving unit headquarters' telephone directory

- Establish e-mail accounts for all LNOs. Provide basic operating instructions on any receiving unit e-mail systems.

JOINING INSTRUCTIONS

The receiving unit must specify where and when the LNOs should report, and provide basic details on administrative or training requirements. These instructions should include, at a minimum, the following:

Reporting time. The receiving command should tell the sending unit the earliest and the latest times the LNO must report. Actual reporting times can be identified by any mutually agreed method. Some of the more common times include: by phase of the operation, on a specific date/time, or when a certain critical event occurs.

Reporting location. The receiving command should tell the sending unit where to send its LNOs. This might be a specific geographic location, a street address, a specific port of debarkation, a railhead/train station, geographic coordinates, or merely the name of the headquarters, if commonly known.

Unique administrative or training requirements. The receiving command should delineate unique or unusual administrative training requirements. These might include any of the items discussed above.

Details on cost sharing. The instructions must list who is responsible for costs of temporary duty, billeting, food, etc.

Note: provides additional information that should be addressed in the joining instructions.

RECEPTION AND STAFF INTEGRATION

> **Tip:** Take the time to learn the systems and processes being used within the organization. An LNO must equip himself with the right tools for the job.

Identifying a single staff point of contact (POC) is critical to the successful reception and integration of LNOs into the receiving unit headquarters. This staff POC should ensure that the LNOs understand the receiving unit's operating procedures, and the set expectations of an LNO. Additionally, this single staff POC should have a plan to quickly assimilate the LNOs into the headquarters. A recommended staff POC is the chief of staff (COS) or executive officer (XO). The special roles and functions performed by LNOs, as well as the access they require to the headquarters, require the visibility and oversight of someone in the command group. The COS/XO is normally the single best POC to ensure the LNOs are integrated into the staff and have the access they need to perform their functions. The reception and integration plan should include the following:

Situation updates. The receiving unit should brief all arriving LNOs on the current unit situation and mission, with particular emphasis on any changes since the LNO's departure from the sending unit.

Necessary unit and individual training. Although it is the LNO's responsibility to complete all required/desired unit or individual training (for example, marksmanship, communications familiarization, etc.) before departing from the parent organization, sometimes that training is not available due to scheduling or time constraints. If it is critical to the success of the LNO, specified training should be provided as soon as practical by the receiving organization.

Issuing of and training on equipment. Issue any required individual equipment that may be unique to the operations environment the LNO will be working in. For example, if an Army servicemember is assigned as an LNO to a naval vessel, he may require training on emergency escape breathing devices, life preservers, etc. Additionally, the receiving unit should provide training on any technical equipment that will be used to facilitate the interaction between the LNOs and their sending unit.

Command orientation. LNOs should be given an orientation of the receiving command facility and location. On several occasions, this has been done effectively by a videotape orientation followed by a walking tour. Subject areas might include:

- Headquarters area (A general overview of the headquarters)

- Billeting/housing (Where the LNO will be quartered)

- Messing area (Where the LNO will be fed, and the meal times)

- Medical/dental facilities

- Transportation arrangements

- Security

- Communications facilities and capabilities at the headquarters

Establishing access to key groups. Ensure the LNOs have access to the receiving unit's key command and staff groups. An in-brief with the receiving unit commander may be appropriate. Quickly establish the role of the LNO as a key information conduit and facilitator. Ensure that the command relationship and chain of command between the LNO, the receiving unit, and the sending unit is clearly understood by all concerned.

Briefings and meetings the LNO should attend. Inform the LNO of the receiving unit's daily operational schedule to facilitate the LNO's ability to gather and disseminate information. In addition, staff planners need to be sensitive to LNO workloads when developing the operations rhythm. In most cases, LNOs will be the critical path in synchronizing staff briefings and meetings at the headquarters. It is very easy for individual staff sections to schedule conflicting events that require LNO participation. Ensure the LNOs know which meetings, boards, and cells they are expected to participate in.

> **Tip:** Information access, knowing where to find relevant information, is critical to success. Being present for the critical meetings and briefings will allow an LNO to connect the dots and have situational awareness on a variety of ongoing tasks. LNOs cannot attend all meetings, so they need to prioritize the critical ones that are related to what they are doing.

LNO briefing requirements. Inform the LNO of any requirement to speak at meetings or briefings. Generally, preparation and presentation of detailed briefings go beyond the scope of the LNO's mission. An exception would be a detailed briefing concerning the capabilities and limitations of the LNO's parent organization. If essential and agreed upon, the receiving unit should be prepared to assist the LNO with preparation of any formal briefings.

Identifying and facilitating information reporting procedures.
Identify the timing of any required reports to and from the LNO. Assist the
LNO in executing any of the sending command's reporting requirements.

> **Tip:** Knowing the reporting requirements will make life easier. A rule of
> thumb is to provide an intelligence, operational, and sustainment picture
> on reporting, so at least all the basics are covered.

Include LNOs in the planning process. Ensure the LNO is used
to represent his sending organization during the collaborative planning
process. Recognize that, due to the variety and range of his duties, it
will be unlikely that the LNO will participate full-time in such standing
organizations.

It is critical that the receiving unit establish a single POC who is responsible
for LNO activities in support of the command, and who is responsible for
de-conflicting LNO requirements.

The assigned LNO should have an absolute understanding of his national
limitations, often referred to as national caveats. During the reception
and integration of foreign LNOs, it is imperative that the LNO provide a
detailed briefing or information paper that details the national caveats from
the sending country.

CHAPTER 3

Sending Organization Responsibilities and Considerations

Source: Air Land Sea Application Center, *Joint Task Force (JTF) Liaison Handbook,* August 1998.

BACKGROUND

This chapter discusses the sending organization's responsibilities and actions for a liaison officer (LNO)/LNO team.

DEFINING THE LIAISON OFFICER MISSION

Chapter 1 of this publication listed broad LNO functions and roles. The sending organization reviews those functions and roles to determine if they are sufficient and then modifies them as necessary. The sending command briefs the LNO on specific responsibilities. Any decision-making authority granted to the LNO by the sending command should be specified. It may be useful to document the decision-making authority in writing, with a copy furnished to the receiving command.

As with the receiving unit, it is critical that the sending unit establishes a single point of contact (POC) who is responsible for LNO activities in support of the command. This POC is also responsible for de-conflicting LNO duties, priorities, and requirements.

Liaison Officer Team Size and Grade Structure

The size of the LNO team can vary from one person to more than ten people. The mission will primarily drive the staffing requirements; however, other factors involved include:

- What critical warfighting functions will the LNO team need to be involved in and cognizant of?

- Does the receiving command have berthing or billeting limitations?

- Does the receiving command have workspace limitations?

- Does the daily operations cycle of the receiving command require the LNO to attend multiple meetings simultaneously?

- Will the LNO position require 24-hour representation?

- Will the LNO need support staffing that will not be provided by the receiving command (automated data processing, communications technicians, administrative assistants, etc.)?

- Are interpreters or language skills required?

Although grade structure of the LNO/LNO team is normally determined by the sending organization, the senior LNO must be senior enough to effectively deal with the receiving unit's staff principals. For most joint task forces (JTFs) this is typically an O-5 or O-6. One technique is to select a senior LNO equivalent in rank to the receiving unit's operations officer. It should be noted that it is possible for the LNO to be too senior. For example, an officer of flag rank might potentially disrupt staff interaction. More important than seniority however, is the combination of experience and the special trust and confidence the sending commander has in the LNO.

The other consideration in this regard is in coalition operations. Gaining access to the commander and principal staff of allied countries may require a more senior officer than would normally be considered necessary in strictly U.S. operations. In these situations, seniority takes on more significance when assigning LNOs.

Coordination between the sending and receiving command is essential to ensure the LNO/LNO team is the right size, right seniority, and capable of accomplishing the LNO mission.

Timing

When to send the LNO is a function of several factors:

- Is the LNO needed in the initial or crisis action planning phase?

- Will the entire LNO team be needed through each phase of the operation?

- When can the receiving command support the arrival of the LNO?

As a general rule, the sooner the LNO/LNO team can be sent, the better. This allows familiarization with the receiving command before critical operations occur. The timing decision reflects a conscious trade-off between a better prepared LNO and one that arrives at the receiving organization's headquarters early enough to impact the planning and execution process and facilitate information flow.

Where to send LNOs. During the planning phase of an operation, normally during the wargaming and synchronization process, liaison requirements between organizations and coalition partners will become more self-evident. Generally, a supporting commander should position an LNO at the headquarters of a supported commander.

LIAISON OFFICER SELECTION CONSIDERATIONS

Personal skills. LNOs should focus on building personal skills to increase their effectiveness. An effective LNO should be:

- An accomplished briefer, comfortable and experienced at briefing both flag and general officers.

- Tactful in conveying reservations or concerns from his parent organization, which requires excellent interpersonal skills.

- Proactive in staff interaction.

- Straightforward and honest when conveying information between the parent and receiving headquarters.

- A team player, capable of maintaining parent unit perspective while simultaneously integrating into the gaining unit's staff.

> **Tip:** Try to be a difference maker. Helping the organization move forward to achieve its stated goals is one of the most important contributions an LNO can make.

Command and commander familiarization. The LNO should be intimately familiar with the sending organization. As the commander's representative, the LNO should have an awareness of the commander's thought process and completely comprehend the commander's intent. This capability is usually derived from routine access to the commander. Additionally, an LNO must be familiar with the sending command's organization and standard operating procedures in order to streamline communications procedures and expeditiously solve problems.

Joint operational experience. Although not an absolute requirement, LNOs in a JTF or multinational force setting who have prior joint or combined experience are normally more effective.

Administrative requirements. The sending component must ensure selected LNOs:

- Possess the proper security clearance required at the receiving organization.

- Meet medical and immunization requirements for travel to the geographic location of the receiving organization.

- Obtain the correct passport and country clearances to meet travel requirements specified by the receiving organization.

Special qualifications. To be most effective, an LNO sent to a unit of another nation may require skills in the receiving unit's language. If an LNO with the requisite language skill is not available, an interpreter may be required. The unit responsible for the sourcing of this interpreter should be addressed early, and should be clearly understood between sending and receiving organizations. Other special skills could include, but are not limited to: parachutist qualification, special weapons qualification, physician, etc.

PREPARING AND TRAINING THE LIAISON OFFICER

Each subordinate unit must anticipate the requirement to provide an LNO/ LNO team to its higher headquarters. Preparing and training LNOs must be viewed as a long-term investment to ensure mission success in the event of a contingency. Two distinct training timelines exist: long lead-time and short lead-time.

Long lead-time training consists of formal professional military education courses supplemented by active participation in command exercises. Short lead-time preparation starts when the sending organization receives notice that contingency planning has started at the receiving organization. The LNO will typically participate as a component staff member during the initial or crisis action phase of planning before deployment. Early and active participation by the LNO during contingency planning enables the LNO to understand the commander's thought process, learn and understand problems or challenges of the staff functional areas, and provides the LNO with a broad base of current experience before he assumes the LNO position at the receiving command. A successful LNO must thoroughly understand the issues and challenges facing the commander, and be able to successfully represent the commander to the receiving headquarters' command and staff. Careful selection and training of the LNO is in the best interest of the sending unit commander.

Pre-deployment preparation. The LNO/LNO team may be required to be listed in the time-phased force and deployment data or integrated into the receiving unit's deployment plan. A pre-deployment medical and dental

screening is generally required, to include medical prophylaxis treatments (immunizations, malaria prophylactics, etc.). Issue of equipment and weapons and requisite training or qualification on the issued items may be required.

LIAISON OFFICER SUPPORT

In most cases, the following requirements will be supported by the receiving organization; however, the sending organization should ensure that all areas have been addressed before dispatching the LNO/LNO team.

- Billeting may be a critical consideration, particularly when reporting onboard a ship. The rank and gender of the LNOs should be considered based on limitations specified by the receiving organization.

- Access to e-mail, SECRET Internet Protocol Router Network (SIPRNET), and the Global Command and Control System (GCCS) may not be available.

- Secure telephone capabilities may not be available. Clarify any requirement to deploy with a secure phone.

- Secure radio or satellite communications capability may not be available at the receiving unit. Before deployment, clarify any requirements for the LNO/LNO team to deploy with organic capability.

- Special uniforms, equipment, or weapons may be required. Conversely, such items may not be desired if deploying to an embarked headquarters or to a civilian agency.

- Copies of applicable publications, directives, orders, handbooks, formats, and logs should accompany the LNO if the availability of these items at the receiving organization cannot be assured, or if the items are specific to the sending organization.

Coordination is essential. Nothing can replace close coordination between sending and receiving organizations to validate requirements and clarify expectations.

In order to be effective as a command representative, the LNO needs the macro-level picture from the sending organization. Too often, the sending organization's staff sends voluminous branch plans, concepts of operations, or complex briefings. The heavy detail work should be accomplished by direct staff-to-staff communications. Furthermore, the high workload at many headquarters does not provide even the best LNOs with enough time to sift through extensive briefing slides and grasp the most relevant issues. One proven effective technique is to screen the LNO briefing slides as part of the sending organization commander's daily update.

CHAPTER 4

Liaison Officer Responsibilities
Source: Air Land Sea Application Center, *Joint Task Force (JTF) Liaison Handbook,* AUG 1998.

BACKGROUND

Maintaining an effective liaison is the responsibility of everyone concerned. Previous chapters of this publication outlined the responsibilities associated with the sending and receiving organizations. This chapter specifically addresses the responsibilities of the liaison officers (LNOs). The chapter is divided into four major sections:

• LNO responsibilities before deployment

• LNO responsibilities upon arrival at the receiving organization

• LNO responsibilities during the actual operation

• LNO responsibilities associated with redeployment.

BEFORE DEPLOYMENT

The key to mission success is completing thorough preparation and coordination activities before the LNOs arrive at the receiving unit's headquarters. The LNO must be an integral part of the planning process and fully understand the sending organization's commander's intent. Before deployment, the LNO should:

• Completely understand the mission of an LNO, the commander's expectations, specific responsibilities to the sending and receiving organizations, and the command relationship that will exist between the sending and receiving organizations, as well as other major commands participating in the operation.

• Become familiar with potential issues of the sending command, including specific issues and information requirements for each staff section.

• Know the current situation of the sending organization, to include the sending organization commander's intent, commander's critical information requirements, time-phased force and deployment data issues, and commander's contingency operations plans.

- Make contact with the receiving organization's headquarters to determine any special requirements, to include equipment, operations security applicable to the mission, arrangements for communications and transportation, credentials for identification, appropriate security clearances and documents, and any peculiar requirements (language, interpreter, customs, etc.) associated with coalition units. The receiving unit may or may not publish joining instructions.

- Understand communications connectivity and software requirements.

- Become familiar with the capabilities, employment doctrine, and operational procedures of the sending and receiving organizations. Possessing detailed information on the operational environment of the receiving organization is critical to success.

- Become familiar with a nation's customs, and the peculiarities of that nation's allied headquarters. Additionally, when working in a multinational headquarters, the LNO must have a clear understanding of alliances or international agreements that govern the participation of allied forces in the operation.

- Prepare a command-specific capabilities and limitations briefing (for example, unit locations, combat readiness factors, personnel strength, logistics considerations, map overlays, etc.) for presentation to the receiving unit's commander and staff.

UPON ARRIVAL

Upon arrival, the LNO in-processes and verifies the concept of operations with the receiving unit's commander and staff. The LNO integrates with the receiving unit's staff, and begins to perform duties as required. Specific responsibilities include:

- Reporting to the commander and staff principal who has the responsibility for integrating LNO personnel.

- Collecting and reviewing appropriate standard operating procedures.

- Quickly establishing rapport with the commander and staff.

- Identifying and addressing issues between the sending and receiving organizations.

- Reviewing support arrangements.

- Identifying the necessary daily and special briefings to attend, and establishing a schedule for reporting situational updates and information between the sending and receiving organizations.

- Being prepared to brief the commander and staff on the sending organization's capabilities, limitations, and present unit locations.

- Establishing communications with the sending organization, and providing reliable primary and alternate phone numbers that can be reached 24 hours a day.

DURING DEPLOYMENT

Tip: Time is the most critical resource, and will almost always be lacking. Managing time is important. Prioritization is a tool that must be used skillfully to manage competing demands. One must know what is truly critical, and accomplish the important task first.

The LNO must maintain effective rapport with the receiving unit commander and staff without assuming their perspective. Remember that the LNO is there to represent the sending organization's equities. The successful LNO will understand the expectations of the sending and receiving organizations, be proactive, and only ask for necessary information. Specific responsibilities include:

- Determining how the sending organization will be employed (for example, mission, unit location, future locations, future operations, commander's intent, etc.) and reporting on all matters within the scope of the mission at hand. In order to carry out this function, the LNO must be kept informed of the parent organization's situation, and make that information available to the receiving unit's staff. Accuracy is critical. This proactive atmosphere is especially critical for LNOs from attached or supporting units.

- Periodically reporting to the sending organization, and providing any information deemed appropriate. For example, debriefing daily meetings attended, summarizing planning efforts with respect to the sending organization, and providing recommendations to the sending organization.

- Maintaining an accurate journal of all situation reports submitted, actions taken, and information sent or received from the sending unit.

- Reporting immediately to the sending organization if the LNO is unable to accomplish the liaison mission. If possible, providing a recommendation of how the adverse situation can be rectified.

- Ensuring the LNO's location at the receiving unit headquarters is known at all times. One way to accomplish this is by ensuring the operations center duty officer is kept informed of all daily activities.

• Representing the sending organization in staff meetings, commander's updates, and intelligence updates. Being prepared to offer recommendations and comments on developing plans or courses of action as they apply to the sending unit.

• Being prepared to brief the current status of the sending organization at the commander's daily updates and other appropriate planning group meetings.

• Maintaining a comprehensive point of contact (POC) listing of the receiving unit's headquarters' staff and other pertinent commands. At a minimum, the POC listing should include the names of key personnel, their positions on the staff, and the best means of making contact with them.

• Maintaining continuous situational awareness of the planning and execution cycles, in order to ensure the sending organization is properly employed. The LNO must keep abreast of all significant problems experienced by the sending organization that could affect operations of other commands, and vice versa. Ensure this information is conveyed to the appropriate staff personnel, and provide recommendations to optimize the employment of the sending organization.

• Offering clear, concise, and accurate information and recommendations in a timely manner to the receiving unit staff and the sending organization. The LNO should always ask:

○ Does my unit know?

○ Is it important to my commander?

○ Who else needs to know?

○ Is this an appropriate mission for my unit?

○ Does it support the overall plan?

○ Is it operationally feasible for my unit?

○ Are the required resources available to execute?

REDEPLOYMENT

At the completion of the liaison tour, the LNO will be expected to execute the following responsibilities:

- Prepare equipment and other items for shipment, ensuring all classified material is properly destroyed or transferred to the sending organization. Complete the appropriate checkout procedure. If the LNO is being replaced, schedule appropriate in-briefs for the incoming LNO, and ensure a comprehensive continuity package is prepared and delivered.

- Out-brief with the receiving unit commander and other members of the headquarters staff as appropriate. This out-brief should include, but not be limited to: an evaluation of the LNO employment during the deployment period; feedback on the flow of information, both into and out of the organization; self-evaluation of the LNO's contribution to the staff; and identification of any remaining, unresolved issues or sending organization requirements.

- Construct an in-depth after action report (AAR) that summarizes the deployment regarding the LNO's responsibilities. This report should also contain a comprehensive list of deployment lessons learned. The LNO is also responsible for interfacing with the receiving unit's chief of staff or executive officer to develop specific lessons learned that will be included in the receiving unit's AAR for the exercise or operation.

- Report to the sending commander upon return and back-brief him on the completed LNO mission. The LNO should promptly transmit any requests from the receiving unit commander, and forward the AAR for review.

CHAPTER 5

Functions and Responsibilities for International Liaison Officers

> "I think the most basic point is about how important relationships are and taking the time to talk, drink chai, and snack. It is also critical to understand what offends culturally, militarily, and religiously."
>
> LTC Talon E. Greeff, LNO to U.S. Forces Afghanistan

BACKGROUND

The U.S. Army has liaison officers (LNOs)/LNO teams deployed around the world to represent Army positions and coordinate with the host nation's military forces. These positions are often permanent change of station (PCS) assignments, and require a deep understanding of the host nation's culture, military structure, and political considerations. In addition, the LNOs assigned to these positions must have an understanding of other U.S. governmental organizations working within the host country. In most cases, the newly assigned LNO will replace the LNO who is currently performing the LNO mission, and will be able to use him to ease the transition.

This chapter addresses the specific responsibilities of the international LNOs stationed in a partner nation's formations, provides planning considerations for newly assigned LNOs, and provides other information that may be useful to international LNOs.

INTERNATIONAL LIAISON OFFICERS

International liaison officers (ILOs) are established in accordance with bilateral agreements between nations. Each ILO is a national representative within the receiving unit. The ILO program is usually a reciprocal process, and has a goal of creating the conditions for a common commitment to mission accomplishment.

In addition to performing the LNO duties outlined earlier in this handbook, ILOs have other duties to perform that are unique to their position as national representatives. Some of these duties include:

- Serving as the primary point of contact (POC) at the receiving unit to organize very important person and political delegation visits from their parent country.

- Supporting and facilitating the attendance of the parent country's servicemembers in various training courses offered by the host country. This can include providing support to family members.

- Monitoring and supporting the agreed to actions endorsed and signed by both Armies as part of the bilateral Army-to-Army staff talk program.

If several ILOs representing the same country are spread out across multiple host nation commands, it may be useful to identify a senior ILO to represent the ILO network. This senior ILO could be responsible for coordinating ILO activities in support of the military attaché.

Language skills, both oral and written, are critical skills required for ILOs. Even with ILOs who are fluent in the host nation's language, members of the receiving command should make every effort to assist in the communications process by not speaking too rapidly, and avoiding the use of excessive military acronyms, slang, and colloquialisms.

ILOs often face difficulty with the host unit's ability or willingness to share information. ILOs often need access to information that has classification or release limitations that adversely affect the ILO's ability to perform his duty. The ILO must understand that there will be occasions where he is excluded from planning sessions, meetings, or briefings, due to the sensitivity of the subject matter. The receiving unit should make every effort to structure these events and written correspondences in a manner that ensures maximum releasability.

First impressions matter. The receiving unit must make every effort to facilitate a quick and easy transition for both the ILO and his family, if applicable. Inclusion of spouses and family members who may not speak or understand the language is important in creating a welcoming environment for the ILO.

In addition to his national rank insignia, the ILO should wear the equivalent rank insignia of the host country. This facilitates the identification process, and reduces confusion of host nation soldiers who encounter the ILO

BEFORE DEPLOYMENT[1]

The key to mission success is establishing preparation and coordination activities before the ILO's arrival at the partner nation's headquarters. The ILO must fully understand the sending organization's mission and the commander's intent. Before deployment, the ILO should:

- Review the standing LNO exchange agreement in place between the U.S. Army and the partner nation's respective military organization. This document typically provides a framework for authorized

activities, qualifications and status, financial arrangements, security, technical and administrative matters, claims, discipline and removal, and settlement of disputes. If available, the ILO should also review the exchange agreement between his assigned organization, and the receiving organization in the partner nation. Additionally, the ILO should review any existing cooperative agreements that may exist between the sending command and any local U.S. government organizations.

- Completely understand the ILO mission, the commander's expectations, and the specific responsibilities of the sending and receiving organizations. The ILO must also understand relationships as they relate to chief of mission oversight and administrative support for American Embassy (AMEMB) facilities. In addition, ILOs should review and become familiar with U.S. Army priorities regarding the partner nation, as well as priorities for the Army Service component command (ASCC) where the partner nation is located. Visiting the sending unit's headquarters prior to deployment is imperative to ensure the ILO is integrating into support channels (personnel, procedures, etc.). If resources allow, a visit to the respective ASCC is mission enhancing.

- Become familiar with potential issues of the sending command, including specific issues and information requirements for each staff section. Know the current situation of the sending organization, to include the sending organization commander's intent, commander's critical information requirements, and current priorities.

- Make contact with the receiving organization's headquarters to determine any special requirements, to include equipment, operations security requirements applicable to the mission, arrangements for communications and transportation, credentials for identification, appropriate security clearances, and any peculiar requirements (language, interpreter, customs, etc.) associated with the partner nation. Receiving units will likely assign a host nation contact officer to the ILO, who will function as the primary point of contact for coordinating the LNO's arrival at the receiving command.

- Understand communications connectivity and software requirements. Ensure either needed equipment is issued, or there is a plan in place for local procurement or support.

- Become familiar with the capabilities, doctrine, concepts, and operational procedures of the sending and receiving organizations. Complete detailed information on the receiving organization is critical to success.

- If the ILO will fall under an International Cooperative Administrative Support Services Agreement at the AMEMB, the ILO should contact the AMEMB or consulate that will be nearest to their duty location. This is especially imperative if the ILO falls under chief of mission authority. Depending on the contents of the agreement, a variety of support services can be provided to the ILO via the AMEMB or consulate.

UPON ARRIVAL[2]

Upon arrival, the ILO in-processes and verifies the concept of operations with the receiving organization. The ILO integrates with the receiving unit's staff and begins to perform duties as required. Specific responsibilities include:

- Reporting to the receiving unit's commander and staff principal who has cognizance over LNO personnel.

- Collecting and reviewing appropriate receiving unit documents (command brief, current initiatives, etc.).

- Quickly establishing rapport with the receiving unit's commander and staff, and identifying and addressing issues between sending and receiving organizations evident upon arrival.

- Verifying support arrangements.

- Identifying necessary daily and special briefings to attend, and establishing a schedule for reporting information and situational updates between the sending and receiving organizations.

- Being prepared to brief the receiving unit's commander and staff on the sending organization's capabilities, limitations, and present unit locations.

- Establishing communications with the sending organization and providing reliable contact information for 24-hour-a-day contact. In the event of an emergency, the ILO should clearly ascertain who has local oversight and accountability for him, and should maintain a robust contact network for support. The ILO should immediately understand reporting requirements within the responsible organization.

- Connecting with the U.S. Army or any other joint force networks that exist in the vicinity of the ILO's duty station. This could include the Defense Attaché Office, Security Cooperation Office, or other Department of Defense (DOD) organizations. As time and resources allow, the ILO should broaden this network to include other non-DOD and U.S. government entities.

- Conducting a broad area familiarization to ensure an understanding of at least two methods of travel between the place of residence and the AMEMB facilities, place of work, and the nearest medical facilities. If the LNO is in an area prone to natural disasters, it is critical to understand where government-declared areas of refuge are, and how to travel there in the event of a natural disaster.

DURING DEPLOYMENT[3]

The LNO must maintain effective rapport with the receiving unit's command and staff without assuming their perspective. A successful ILO will understand the expectations of the sending and receiving organizations, be proactive, and only ask for needed information. Specific responsibilities include:

- Report to the sending organization as directed, and provide any information deemed appropriate or requested by the sending unit. Ensure a wide dissemination across the U.S. government enterprise to interested parties, as permitted by the sending unit.

- Maintain and update applicable security cooperation plans that reconcile the sending unit, receiving unit, and any pertinent Army command's lines of effort.

- Report immediately to the sending organization if unable to accomplish the ILO mission. If possible, provide a recommendation for how the adverse situation can be rectified.

- Ensure that any changes to the ILO duty status and location at the receiving unit's headquarters are known by the sending unit at all times.

- Represent the sending unit in all staff meetings, commander's updates, and intelligence updates, as permitted. Be prepared to offer recommendations and comment on developing plans and courses of action.

- Maintain a comprehensive POC listing of both the receiving and sending commands.

- Maintain continuous situational awareness of the receiving unit's planning and execution cycles in order to stay abreast of opportunities to engage and assist. The ILO must remain cognizant of all significant problems experienced by the sending organization that could affect operations.

- Offer clear, concise, and accurate information and recommendations in a timely manner to the receiving unit's commander and staff.

REDEPLOYMENT[4]

At the completion of the liaison tour, the ILO will be expected to execute the following responsibilities:

• Prepare equipment and other items for turnover to the follow-on ILO.

• Ensure adequate supplies are on hand so the follow-on ILO can function until he has learned the local processes and procedures.

• Schedule appropriate in-briefs for the incoming ILO, and ensure a comprehensive turnover package (continuity book) is prepared and delivered to the new ILO.

• Conduct an out-brief with the sending unit commander and other staff members as appropriate. This out-brief should include, but not be limited to: An evaluation of the ILO's employment during the deployment; feedback on the flow of information, both into and out of the organization; a self-evaluation of the ILO's contribution to the receiving unit's staff; and identification of any remaining, unresolved issues or pending organizational requirements.

• Prepare an in-depth after action report that summarizes the deployment regarding the ILO's responsibilities. This report should also contain a comprehensive list of deployment lesson learned.

RECOMMENDED CONTENTS OF INTERNATIONAL LIAISON OFFICER CONTINUITY BOOK

As mentioned above, many ILO positions are long-standing, reciprocal arrangements between two countries. Incumbent LNOs should develop a detailed continuity book that will enable a smooth transition between LNOs. A recommended table of contents is below:

Chapter 1 — Pre-PCS Information

• Mission specific packing list

• U.S. Embassy information

• Status-of-forces agreement information

• Passport and entry requirements

• Required personnel documentation

• Transportation and household goods considerations

• Appliances/electrical power/transformers/adapter requirements

• Shipping a vehicle

- Pets and animal quarantine

- Customs restrictions and prohibited items

- Travel delay procedures

- Orders

- Military and dependent school information

- Mail

- Military and dependent identification cards

- Contact information

- Spouse employment

Chapter 2 — PCS/Temporary Duty (TDY) Information. Prior to deployment to the overseas duty location, ILOs will often travel TDY to conduct initial PCS in-processing at the sending unit. This chapter should contain information relevant to the initial TDY, to conducting in-processing into the sending unit, and to any required in-processing between the TDY location and the final PCS location.

- Pre-deployment training and in-processing

- Packing list for stateside in-processing

- Recommended actions while at the sending unit location

- Lodging at TDY location

- Finance support

- Allowances

- PCS travel/immigration/customs requirements while enroute to PCS location

- U.S. Embassy in-processing

- Recommended timeline for enroute activities

- Meeting with the attaché team

Chapter 3 — Arrival at the PCS Location

- Recommended initial actions
- Arrival considerations
- Legal and regulatory considerations
- Monetary considerations
- Phone and internet considerations
- Medical care and designated network providers
- Housing
- Temporary lodging
- Vehicle purchase/lease/registration requirements

Chapter 4 — Receiving Unit Information

- Battle rhythm
- Typical duty day
- Recurring meetings
- Training holidays
- Physical training
- Host nation key leader information
- Rank insignia of host nation armed forces

Chapter 5 — Mission-Specific Information

- LNO mission statement
- International Army Programs Directorate (IAPD) mission
- IAPD functions
- IAPD positions
- Recommended events to attend (funding dependent)
- Annual meetings
- LNO rules of thumb when working with receiving unit

Chapter 6 — Administrative Information

- Foreign disclosure policies and procedures

- Evaluations

- TDY/pass/leave policies and procedures

Chapter 7 — Travel

- Outside the continental United States (OCONUS) TDY travel requests

- OCONUS TDY training and coordination requirements

- Host nation travel requirements

- Recommended TDY lodging recommendations

- U.S. Embassy travel office account establishment

- Travel budget

- Maps of common TDY locations

Chapter 8 — Point of Contact Information

- Sending unit POCs

- IAPD POCs

- Headquarters, Department of the Army POCs

- U.S. Embassy Central Travel Office POCs

- U.S. Embassy Defense Attaché Office POCs

- Receiving unit POCs

- Combatant command POCs

- U.S. Embassy POCs for countries routinely visited

- Reciprocal LNO information

- POC information of other U.S. LNOs in the area of interest

- State partner POC information (National Guard Bureau and state)

Chapter 9 — Key Documents

- Campaign plans of sending, supporting, and receiving units

- Country engagement plan

- U.S. Embassy country plan

MULTINATIONAL PARTNERS

According to the *Joint Task Force (JTF) Liaison Handbook*, August 1998, by the Air Land Sea Application (ALSA) Center, multinational operations are usually undertaken within the structure of a coalition or alliance. An alliance is a relationship that results from a formal agreement (e.g., treaty) between two or more nations for broad, long-term objectives, which furthers the common interests of the members. A coalition is an ad hoc arrangement between two or more nations for common action. Coalitions are formed by different nations with different objectives, usually for a single occasion or for longer cooperation in a narrow sector of common interest.

Nations form partnerships in both regional and worldwide patterns as they seek opportunities to promote their mutual national interests, ensure mutual security against real and perceived threats, conduct foreign humanitarian assistance operations, and engage in peace operations. Cultural, diplomatic, religious, psychological, economic, technological, and informational factors all influence and impact multinational operations and participation.

Some guidelines for working with multinational partners are:

- **Respect**. Partners must be included in the planning process, and their opinions must be sought in mission assignment. Understanding, consideration, and acceptance of partner ideas are essential to effective communication, as is respect for each partner's culture, religion, customs, history, and values.

- **Rapport.** U.S. commanders and staffs should establish rapport with their counterparts or LNOs from partner countries. U.S. LNOs assigned to a coalition, or foreign nation's headquarters, should make a concerted effort to build rapport with the receiving unit.

- **Knowledge of partners.** Time and effort must be expended in learning the doctrine, capabilities, strategic goals, culture, religion, customs, history, and values of each partner. This effort ensures the effective integration of multinational force LNOs into a U.S. headquarters, and will assist the U.S. LNO in establishing trust with the gaining unit.

- **Patience.** Effective partnerships take time and attention to develop. Diligent pursuit of a trusting, mutually beneficial relationship with multinational partners requires untiring, evenhanded patience. This is easier to accomplish with alliances, but is equally necessary regarding prospective coalition partners.

DEPARTMENT OF STATE ENTITIES

U.S. officers assigned as international LNOs will work closely with the Department of State (DOS), and rely on the DOS for much of their support, and for operational guidance provided through the military attaché. The information below, from the Center for Army Lessons Learned (CALL) Handbook 15-13, *Commander's Guide to Understanding the Interagency,* 11 AUG 2015, provides basic information on the structure and responsibilities of DOS entities.

The Country Team. The DOS is the lead agency for America's foreign policy, and as such maintains U.S. missions in nearly every country around the world. These U.S. diplomatic missions generally fall into two categories: embassies and consulates (or consulates general). Although the DOS has the lead in foreign affairs operations abroad, it does not operate in isolation. A U.S. diplomatic mission is an interagency entity that replicates virtually all of the executive branch functions resident in our government. A country team is the executive board for a U.S. diplomatic mission, and includes heads of agencies and bureaus. If the embassy has a resident ambassador as the chief of mission, he will head the country team. If the ambassador is not present, the deputy chief of mission (DCM), or the charge d'affaires, heads the country team.

Ambassador. The ambassador to a country is the personal representative of the U.S. President to the head of the host nation's government. The ambassador is unquestionably the senior U.S. government representative in the country.

Consul General. In larger countries, the DOS will generally open a consulate general, a smaller version of an embassy, in an important outlying city to further specific U.S. interests there. This subordinate diplomatic mission is headed by a consul general, who is the senior U.S. official in that locale, representing the ambassador.

DCM and the Charge d'affaires. The DCM is the second in command of the mission. The DCM runs the mission's day-to-day functions. In the absence of the ambassador, the DCM becomes the charge d'affairs, as acting chief of mission.

Consular Affairs Officer (CAO). The CAO processes visa and passport requests. He tracks and assists U.S. citizens with governmental services. In the case of a noncombatant evacuation operation (NEO), contacting, receiving, and processing onward evacuees is a CAO function. The CAO therefore becomes a key partner with the U.S. military force executing NEOs.

Regional security officer (RSO). The RSO is the senior security officer on the country team. If the embassy has a Marine Security Guard (MSG), the MSG will work for the RSO.

U.S. Agency for International Development (USAID) mission director. The USAID mission director is the lead field officer, and supervises all USAID projects and associated nongovernmental organizations in the area.

Office of Foreign Disaster Assistance and the Disaster Assistance Response Team (DART) leader. The DART leader is the subject matter expert in emergency and crisis operations. A DART is the civilian version of a civil military operations center. DARTs can access emergency funds much faster than USAID.

Senior Defense Official (SDO). The SDO is the senior defense representative for the combatant commander. In most cases, the SDO will be the U.S. defense attaché or senior security assistance officer in the Office of Military Cooperation.

Office of Military Cooperation (OMC). The OMC is the security force assistance entity for the mission. The size and scope of the OMC varies according to the relationship with the host nation, as represented in security cooperation agreements.

The assigned LNO should have an absolute understanding of his national limitations, often referred to as national caveats. During the reception and integration of foreign LNOs, it is imperative that the LNO provide a briefing or information paper that details the national caveats from the sending country

Endnotes

1. LTC Kent Justice, U.S. Army Training and Doctrine Command (TRADOC) LNO to Japan, email message to author, 23 May 2019.

2. LTC Justice, 23 May 2019

3. LTC Justice, 23 May 2019

4. LTC Justice, 23 May 2019

APPENDIX A

Common Liaison Officer Exchanges in Support of a Joint Task Force
Source: Air Land Sea Application Center, *Joint Task Force (JTF) Liaison Handbook,* August 1998.

BACKGROUND

This appendix provides a listing and brief explanation of the organizations that commonly exchange liaison officers (LNOs) within a joint task force (JTF) headquarters.

LIAISON OFFICERS TO JOINT TASK FORCE HEADQUARTERS FROM U.S. MILITARY ORGANIZATIONS

The following organizations may provide LNOs to a JTF headquarters:

Army forces (ARFOR). Service component command consisting of U.S. Army forces.

Marine forces (MARFOR). Service component command consisting of U.S. Marine Corps forces.

Navy forces (NAVFOR). Service component command consisting of U.S. Navy forces.

Coast Guard forces. Service component command consisting of U.S. Coast Guard forces.

Joint force air component command (JFACC). Functional component command that may be appointed by the JTF commander to plan, direct, and control joint air operations.

Joint force land component command (JFLCC). Functional component command that may be appointed by the JTF commander to plan, direct, and control joint land operations.

Joint force maritime component command (JFMCC). Functional component command that may be appointed by the JTF commander to plan, direct, and control joint maritime operations.

Joint special operations task force (JSOTF). A joint task force composed of special operations units from more than one service, formed to carry out a specific special operation, or prosecute special operations, in support of a theater campaign or other operations. The JSOTF may have conventional, non-special operations units assigned or attached to support the conduct of specific missions.

47

Joint force special operations component command (JFSOCC).
The JFSOCC may provide a special operations command and control element to integrate special operations — less psychological operations and civil affairs — with land or maritime operations.

Joint psychological operations task force (JPOTF). A JPOTF is composed of several psychological operations (PSYOP) units from the various services, and may be formed to coordinate the operations of PSYOP units from more than one service.

Joint civil-military operations task force (JCMOTF). A JCMOTF is composed of civilian and military elements from more than one service or U.S. agency, formed to perform civil-military operations in support of a JTF.

Civil-military operations center (CMOC). To integrate and harmonize the various political, humanitarian, and military aspects of a mission, the JTF commander may establish a CMOC. Supported largely by the JCMOTF, the CMOC is the on-ground nerve center for civil-military operations, and interfaces with all non-Department of Defense (DOD) U.S. government agencies, nongovernmental organizations (NGOs), private voluntary organizations (PVOs), and other government agency counterparts.

Humanitarian assistance survey team (HAST). The combatant commander may organize and deploy a HAST to acquire the information required for operation plan development. The HAST may also provide liaison support to a newly formed JTF.

United States Transportation Command (USTRANSCOM).
USTRANSCOM is the single manager of the United States' global defense transportation system. It is tasked with coordinating people and transportation assets, to allow the U.S. to project and sustain forces whenever, wherever, and for as long as they are needed.

Defense Intelligence Agency (DIA). The DIA plans, manages, and executes intelligence operations during peacetime, crisis, and war, and deploys globally alongside warfighters and interagency partners. The director of DIA, a three-star military officer, serves as the principal adviser to the Secretary of Defense and the chairman of the Joint Chiefs of Staff on matters of military intelligence.

Defense Logistics Agency (DLA). The DLA provides the Army, Navy, Air Force, Marine Corps, other federal agencies, and combined and allied forces with the full spectrum of logistics, acquisition, and technical services.

Defense Information Systems Agency (DISA). DISA provides, operates, and assures command and control information sharing capabilities, and a globally accessible enterprise information infrastructure, in direct support of joint warfighters, national level leaders, and other mission and coalition partners across the full spectrum of operations.

National Geospatial-Intelligence Agency (NGA). The NGA provides timely, relevant, and accurate geospatial intelligence in support of national security. NGA analysts evaluate imagery, maps, charts, multiple layers of foundation data (such as terrain, elevation, and gravity), and the full spectrum of visible and invisible light.

Other JTFs. JTFs may be organized as subordinates to another JTF. LNOs could be provided between JTFs.

LIAISON OFFICERS TO JOINT TASK FORCE HEADQUARTERS FROM MULTINATIONAL AND FOREIGN MILITARY ORGANIZATIONS

Multinational Military Organizations. Organizations such as the North Atlantic Treaty Organization (NATO) can provide LNOs to a JTF.

Multinational Civilian Organizations. Organizations such as the United Nations (UN) can provide LNOs to a JTF.

Host Countries. Countries that are hosting the military operation may provide both civilian and military LNOs to a JTF.

Foreign Militaries. Other foreign military organizations not directly involved in the operation may provide LNOs or observers.

LIAISON OFFICERS TO JOINT TASK FORCE HEADQUARTERS FROM OTHER U.S. GOVERNMENT ORGANIZATIONS

Liaison with other U.S. government organizations will vary greatly in JTF operations. Depending on the mission and location of the JTF, the following organizations may provide LNOs:

U.S. Department of Agriculture (USDA). For field coordination, most contact with USDA organizations will be with the Foreign Agricultural Service (FAS) agricultural counselor or attaché, or the FAS International Cooperation and Development Program.

Department of Energy (DOE). Elements of the DOE are specifically organized, trained, and equipped to cope with all forms of nuclear accidents and other incidents, including those that may be associated with terrorist activity. This wide range of capabilities is grouped under the DOE Emergency Response Program.

Department of Commerce (DOC). The most relevant DOC organization to military operations is the National Oceanic and Atmospheric Administration (NOAA). The NOAA conducts research, makes predictions, and gathers data about the environment through six functional divisions and a system of special program units, regional field offices, data or administrative support centers, and laboratories.

Department of Justice (DOJ). The following agencies may provide LNOs from the DOJ to a JTF:

- Bureau of Alcohol, Tobacco, Firearms, and Explosives

- Drug Enforcement Administration (DEA)

- Federal Bureau of Investigation (FBI)

- National Security Division (NSD)

Department of State (DOS). The DOS is the lead agency for U.S. foreign affairs. The department advances U.S. objectives and interests in the world through its primary role in developing and implementing the President's foreign policy. The department also has primary responsibility for communication with, services to, and support of American citizens living overseas. The department supports the foreign affairs activities of other U.S. government entities including the DOC, the USDA, and the United States Agency for International Development (USAID). Chapter 5 of this publication contains additional DOS information.

Department of the Treasury. The Department of the Treasury works with other federal agencies, foreign governments, and international financial institutions to encourage global economic growth, raise standards of living, and predict and prevent economic and financial crises to the extent possible. The department also performs a critical and far-reaching role in enhancing national security by implementing economic sanctions against foreign threats to the U.S., identifying and targeting the financial support networks of national security threats, and improving the safeguards of the U.S. financial systems.

Federal Emergency Management Agency (FEMA). FEMA develops and coordinates national policy and programs, and facilitates delivery of effective emergency management during all phases of national security and catastrophic emergencies.

Peace Corps. The Peace Corps is an independent federal agency committed to meeting the basic needs of those living in the countries in which it operates. The Peace Corps coordinates its efforts with NGOs and PVOs that also receive support from the U.S. government.

Department of Homeland Security (DHS). The DHS combined 22 different federal departments and agencies into a unified, integrated, cabinet agency when it was established in 2003. The DHS has five primary missions:

- Prevent terrorism and enhance security

- Secure and manage borders

- Enforce and administer immigration laws

- Safeguard and secure cyberspace

- Ensure resilience to disasters

Department of Transportation (DOT). The DOT's mission is to serve the U.S. by ensuring a fast, safe, efficient, accessible, and convenient transportation system that meets the vital national interests, and enhances the quality of life of the American people. The department is also responsible for the negotiation and implementation of international transportation agreements. Key agencies within the DOT include:

- Federal Aviation Administration

- Surface Transportation Board

- Federal Transit Administration

- Maritime Administration

- National Highway Traffic Safety Administration

LIAISON OFFICERS TO THE JOINT TASK FORCE FROM NONGOVERMENTAL ORGANIZATIONS OR PRIVATE VOLUNTARY ORGANIZATIONS

This section provides a summary of NGOs and PVOs. LNOs from these organizations will normally coordinate requirements through either a humanitarian operations center or a CMOC.

Nongovermental Organizations. A transnational organization of private citizens that maintains a consultative status with the economic and social council of the UN. NGOs may be professional organizations, foundations, multinational businesses, or simply groups with a common interest in humanitarian assistance activities. NGO is a term normally used by non-U.S. organizations.

Private Voluntary Organizations. A nonprofit humanitarian assistance organization involved in development and relief activities. PVOs are normally U.S.-based. The terms PVO and NGO are often used synonymously.

LIAISON OFFICERS TO THE JOINT TASK FORCE FROM INTERNATIONAL ORGANIZATIONS

- NATO

- International Committee of the Red Cross

- International Red Cross and Red Crescent Movement

- UN

- UN Children's Fund

- UN Food and Agriculture Organization

- UN High Commissioner for Refugees

- UN World Food Programme

- UN World Health Organization

LIAISON OFFICERS EXCHANGED WITHIN THE JOINT TASK FORCE'S COMPONENTS/OFFICES AND CENTERS

To the JFACC:

- Battlefield coordination element (ARFOR's representatives to the JFACC)

- Naval and amphibious liaison element (NAVFOR's representatives to the JFACC)

- Marine liaison officer (MARFOR's representatives to the JFACC)

- Air Force liaison element (Air Force force's representatives to the JFACC)

- Special operations liaison element (JSOCC's representatives to the JFACC)

- Air mobility element (USTRANSCOM's representatives to the JFACC)

- Director of mobility forces. This LNO is normally a senior officer who is familiar with the area of responsibility, or joint operations area, and who possesses an extensive background in airlift operations. When established, the director of mobility forces serves as the designated agent for all airlift issues in the area of responsibility or joint operations area, and for other duties as directed. In order to expedite the resolution of airlift problems, the director of mobility

forces exercises coordinating authority between the airlift coordination cell, the air mobility element, the tanker airlift control center, the joint movement center, and the air operations center. The director of mobility forces may be sourced from the theater's organizations, or the USTRANSCOM.

• Space liaison officer (Space Command's representatives to the JFACC)

• Other Service and functional component/JTF LNOs

To the ARFOR:

• Air LNO

• Tactical airlift LNO

• Other Service and functional component/JTF LNOs

To the MARFOR:

• Air mobility command LNO. This person is like the tactical airlift LNO, but is exchanged with the U.S. Marine Corps

• Other Service and functional component/JTF LNOs

To the Air Force forces: Other Service and functional component LNOs.

To the NAVFOR: Other Service and functional component/JTF LNOs.

To the Coast Guard forces: Other Service and functional component/JTF LNOs.

To the JSOTF: Other Service and functional component/JTF LNOs.

To a Joint Search and Rescue Center: Other Service and functional component/JTF LNOs.

To a CMOC: Other Service and functional component/JTF LNOs.

APPENDIX B

Liaison Officer Equipment List

Source: Air Land Sea Application Center, *Joint Task Force (JTF) Liaison Handbook,* August 1998.

ITEM	Sending Unit	Receiving Unit	Remarks
Classified copier		X	Access
Classified fax		X	Access
Classified shredder		X	Access
Classified storage/safe		X	Access
Computer software/anti-virus		X	
Computer software package as required. Consider the need for schedule, work processing, U.S. message text format message preparation, graphics, database spreadsheet capabilities, etc.	X		Optimally, needs to be compatible with both sending and receiving units; joint task force (JTF) information management sets standard
Desktop computer equipment		X	Normally provided for fixed site locations
Map boards/dry erase boards		X	
Laptop computer equipment	X		Consider requirement for local area network (LAN) card, compatible software, and fax/modem
Power strips			Either
Printer		X	Access

Reference materials (service component specific)	X		
Room dividers		As required	
Scanner		X	Access
Sending unit standard operating procedures	X		
Telephone, e-mail, and automatic digital network message directories — component headquarters and staff	X		
Unclassified fax		X	Access
Unit overlays/graphics	X		
LAN		X	Access
Secure phone		X	Access
Tactical satellite radio			Either
Unclassified phone		X	
Video teleconferencing capability		X	Access
Individual equipment	X		JTF will indicate necessary field gear, chemical protective equipment, etc.
Legal support		X	
Medical/dental support		X	Bring appropriate medical records, such as immunization records, as directed by the JTF
Mess and billeting			Either, depending on status of JTF location of field conditions. Consider identification of fund sites.

Morale, welfare, and recreation services		X	
Personal weapons	X		Consider need for ammunition resupply and maintenance
Postal service support		X	
Global Command and Control System terminal		X	Access

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APPENDIX C

Liaison Officer Joining Instructions
Source: Air Land Sea Application Center, *Joint Task Force (JTF) Liaison Handbook,* August 1998.

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It is important that the receiving unit sends the liaison officer (LNO) a message that contains as much pertinent and helpful information as possible. This message should be sent as early as possible. Areas that have been previously agreed upon need not be repeated, but should be referenced. The following areas, if appropriate, are recommended for inclusion in a joining instructions message:

- The location of the receiving command, and how to obtain transportation to the command

- The report date, and the name and position of the person the LNO will report to

- Any special limitations on transportation, such as parking private vehicles

- When the operations will commence

- The funding issues for orders

- Any orders administrative issues

- The security clearance requirements, to include where clearances are to be sent

- Any berthing/messing issues, to include costs

- The uniform/special equipment requirements

- Any special protocol issues

- The laundry availability

- The medical/dental requirements, and the facilities available at the receiving command

- The morale, welfare, and recreation services available, such as chapel, store, and gymnasium availability

- The money exchange/check cashing availability

- The mail routing instructions

- Any special safety rules and regulations

- The tobacco use policy

- The alcohol use policy

- Any unique provisions of local law or cultural sensitivities in the area of operations

- Any specific automated data processing (ADP) equipment and communications issues, including the requirements to have ADP equipment scanned for viruses

- The sponsoring individual at command, and his phone number/e-mail address

- Any required training that must be conducted before arrival or shortly after arrival at the gaining unit

- The name and contact information of the LNO being replaced, if applicable

APPENDIX D

Sister Services, Allies, and Coalition Forces Reference Information

This appendix describes the Department of Defense (DOD) and international organizations that may provide or receive liaison officers (LNOs) during the conduct of exercises or operations.

DEPARTMENT OF DEFENSE AGENCIES[1]

The Defense Intelligence Agency (DIA). The DIA is responsible for defense attachés, and for providing the DOD with a variety of intelligence products. The DIA assesses foreign militaries, focusing on weapons of mass destruction, missile systems, terrorism, and defense-related medical issues. Support personnel from the DIA usually come as members of the National Intelligence Support Team.

U.S. Defense Attaché Office. The U.S. Defense Attaché Office is part of the country team at the embassy level, where they serve the U.S. ambassador as a military adviser. See Chapter 5 of this publication for more detailed information.

Joint Communications Support Element (JCSE). JCSE is a unique communications organization, under the control of U.S. Joint Forces Command, but under the operational control of the Chairman, Joint Chiefs of Staff. The JCSE is comprised of approximately 50 personnel from all of the armed services. It has the capability to support the tactical communications requirements of two simultaneously deployed joint task forces (JTFs) and/or joint special operations task forces.

Joint Spectrum Center. The Joint Spectrum Center ensures the DOD has the effective use of the electromagnetic spectrum. This organization maintains databases on communications systems, radar, navigation systems, and all other electronic warfare systems operated by the DOD, U.S. government, and/or any private business or organization.

Defense Information Systems Agency (DISA). DISA is responsible for the planning, development, integration, and support of the command, control, communication, computer, and intelligence needs of the National Command Authority.

Defense Logistics Agency (DLA). DLA provides the DOD with integrated material management of wholesale supplies and repair parts.

Defense Threat Reduction Agency. The Defense Threat Reduction Agency provides nuclear and other special weapons expertise to joint operations, with emphasis on technical and operational support.

AIR FORCE[2]

When part of a joint or combined force, the U.S. Air Force presents its force as an Air Force Service component to the joint force commander (JFC) at a unified combatant command, a subordinate unified command, or a JTF. The Air Force adjusts size structure of its service component to the JFC's requirements.

- The Secretary of Defense's biennial forces memorandum lists Air Force forces (AFFOR) permanently assigned to a unified combatant commander. These are sized as either a component major command or component numbered air force (C-NAF).

- AFFOR assigned to a subordinate unified commander are sized as a C-NAF (e.g., 7th Air Force is the Air Forces Korea to the Commander, U.S. Forces Korea.)

- AFFOR attached to a JFC for temporary operations are formed as an air expeditionary task force (AETF).

Regardless of size or makeup, all Air Force Service components have three commonalities:

- All Air Force Service components have AFFOR organized, equipped, and sized with the appropriate type and number of forces to accomplish its assigned mission.

  ○ AFFOR are formed as major commands (MAJCOMs), numbered air force wings, groups, and squadrons, depending upon the specific Air Force Service component.

  ○ When deployed, Air Force units are normally designated as expeditionary (i.e., air expeditionary wing, group, or squadron).

- All Air Force Service components have an appropriately sized and equipped command and control (C2) process and mechanism.

  ○ Component MAJCOMs and C-NAFs include an assigned air operations center (AOC) and an AFFOR staff.

  ○ AETFs are equipped with similar C2 organizations, capable of commanding and controlling the size and makeup of the AETF. However, it is normally not as large as the component MAJCOM or C-NAF AOC and AFFOR staff.

- The commander, AFFOR (COMAFFOR) serves as the single Air Force commander of an Air Force Service component assigned or attached to a JFC, or the unified combatant command, sub-unified combatant command, or JTF.

  ○ The JTF should normally delegate operational control over the Air Force Service component to the COMAFFOR.

  ○ The COMAFFOR retains administrative control of all U.S. AFFOR within the Air Force Service component.

The COMAFFOR, with the forces and C2 capability of the Air Force Service component, is prepared to be the joint force air component commander, if so designated by the JFC.

NAVY[3]

The U.S. Navy is organized, trained, and equipped to maintain maritime superiority. The U.S. employs a combination of surface, subsurface, land, and air forces. Unlike the other branches, there are two chains of command in the Navy. The two chains sometimes overlap, and depending on where the LNO is assigned, he might be part of both. The operational chain carries out specific missions, such as operations and exercises, while the administrative chain takes care of personnel, education and training, repairs, supply chains, etc.

Operational Chain of Command

- The Secretary of Defense can issue orders directly to the nine combatant commands, which are joint forces. The combatant commanders then issue Navy-related orders to their naval subordinates — component commanders who carry out operations that fall in that combatant commander's area of responsibility.

- There are currently four component commands: Pacific Fleet, Naval Forces Europe, Naval Forces Central Command, and Fleet Forces Command.

- The component commanders have operational control over one or more of the numbered fleets. The numbered fleet commanders are vice admirals who command the ships, submarines, and aircraft that are assigned to them.

- There are six active fleets in the Navy, but they are mostly too large for carrying out a specific operation, while individual ships, submarines, etc., are mostly too small for the task. So to carry out an order, the fleets can be divided into task forces, then task groups,

then smaller task units and, if needed, task elements. Some fleets also have specifically grouped ships, like a carrier group, an expeditionary group, or a strike group.

• When it comes to individual vessels, their operations are divided into departments, which can be broken into divisions. Sometimes smaller work centers are then formed.

• If the LNO is in an aviation unit, he is part of a squadron that is part of an air wing that is attached to a ship. That means the LNO boards the ship for drills, exercises, and deployments, but otherwise, the LNO's home is a naval air station.

• Naval Construction Battalions (aka SeaBees) are the construction crews of the Navy and are very similar to engineers in the Army. They build bases, roadways, airstrips, and anything else that is needed. Because they are primarily land-based, their structure is more like that of the Army and Marine Corps.

Administrative Chain of Command

In the Department of the Navy, there is the civilian Secretary of the Navy and the military head known as the Chief of Naval Operations (CNO). The CNO is a four-star admiral who deals with all administrative matters. The CNO has several admirals, subordinate commanders, and other staff working under him. These subordinates oversee specific functions within the Navy. Common administrative commands in the Navy are:

• **Shore commands.** These fall directly under the CNO. They are on-shore installations and facilities that support the fleets' operating forces (ships, submarines, etc.) with repairs, fuel, ammunition, and training and medical services, among other things. The Office of Naval Intelligence, Naval Meteorology and Oceanography Command, and Naval Strike and the Air Warfare Center are examples of shore commands.

• **Systems commands.** These commands oversee technical requirements of the Navy. There are five systems commands: Naval Sea Systems Command, Naval Air Systems Command, Space and Naval Warfare Systems Command, Naval Supply Systems Command, and Naval Facilities Engineering Command.

• **Type commands.** For personnel, training, and repairs issues, two of the Navy's fleets, Pacific and Atlantic, are broken down further, with each having a command based on type: Naval Surface Force, Naval Submarine Force, and Naval Air Force. The commanders of each of these commands coordinate to make sure their resources and procedures are compatible so it is easier for Sailors to transfer from coast to coast, or command to command.

MARINE CORPS[4]

The U.S. Marine Corps (USMC) provides the joint force with unique capabilities and expertise focused on expeditionary operations, and is trained to conduct forcible entry from the sea with both combined arms forces and seizure and defense of advanced naval bases. The USMC is also trained for the conduct of land campaigns essential to the prosecution of a naval campaign. The Marine Corps, in coordination with the other Services, also develops the tactics, techniques, and equipment used by amphibious landing forces. Marine units are employed as part of a tailored Marine air-ground task force (MAGTF), each containing a command element, ground combat element, aviation combat element, and logistics combat element. There are four main types of MAGTFs, and they are capable of conducting missions across the range of military operations:

Special Purpose MAGTF. A special purpose MAGTF is formed to accomplish a specific mission, operation, or exercise, and is typically used to support geographic combatant command engagements, security cooperation, and civil-military operations.

Marine expeditionary unit (MEU). MEUs are continuously forward deployed in or near vital U.S. interests. Embarked on amphibious ships, MEUs are the geographic combatant commanders' on-scene, on-call employable combined arms force. They are capable of conducting conventional and select maritime special purpose missions.

Marine expeditionary brigade (MEB). MEBs are able to respond to a full range of crisis and contingencies, and can serve as enablers for the joint/combined force. Deployment options for MEBs include: amphibious task force; maritime prepositioning squadron; and strategic airlift.

Marine expeditionary force (MEF). MEFs are the largest MAGTF organized for combat, comprised of one or more divisions, aircraft wings, and logistics groups. The Marine Corps Active Force Component is organized around three MEFs.

Major USMC commands include:

- Marine Forces Command, Norfolk, VA

- Marine Corps Forces Reserve, New Orleans, LA

- Marine Forces Pacific, Camp H.M. Smith, HI

- I Marine Expeditionary Force, Camp Pendleton, CA

- II Marine Expeditionary Force, Camp Lejeune, NC

- III Marine Expeditionary Force, Camp Butler, Okinawa, Japan

COAST GUARD[5]

The United States Coast Guard (USCG) is a military service and branch of the U.S. Armed Forces. Its higher headquarters is the Department of Homeland Security. The USCG has four major roles: national defense, maritime safety, maritime law enforcement, and maritime environmental protection. During deployment/redeployment operations for the joint force, the USCG can provide force protection of ships while they are at ports of embarkation and debarkation.

NORTH ATLANTIC TREATY ORGANIZATION (NATO) FORCES[6]

The fundamental role of NATO is to safeguard the freedom and security of its member countries. It is one of the foundations on which the stability and security of the Euro-Atlantic area depends, and it serves as an essential forum for transatlantic consultations on matters affecting the vital security interests of all its members. Its first task is to deter and defend against any threat of aggression against any of the member nations.

The Supreme Allied Commander, Europe is the senior military commander for NATO's Strategic Command Europe. He is a United States flag or general officer. His command is exercised from the Supreme Headquarters Allied Powers, Europe at Casteau, Mons, Belgium. In the event of crisis, the Supreme Allied Commander, Europe becomes responsible for implementing military measures to defend, preserve the security, or restore the integrity of Allied Command Europe's area of responsibility, within the framework of the authority given to him by the alliance's political authorities.

The task of Allied Command Europe is to safeguard the area extending from the northern tip of Norway to Southern Europe, including the whole of the Mediterranean, and from the Atlantic coastline to the eastern border of Turkey, and includes an area around the Canary Islands and its associated airspace.

Endnotes

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APPENDIX E

Checklists

Source: Field Manual (FM) 6-0, *Commander and Staff Organization and Operations,* **05 MAY 2014.**

BEFORE DEPARTING THE SENDING UNIT

- Do you understand what your commander wants the receiving commander to know?

- Did you arrange for a briefing from operations, intelligence, and other staff elements concerning current and future operations?

- Do you understand and verify the receipt of the tasks your commander and staff have given you?

- Did you obtain the correct maps, traces, and overlays?

- Did you arrange for transport, communications, and cryptographic equipment, codes, and signal instructions, and for their protection and security?

- Did you arrange for replacement of these items, as necessary?

- Did you arrange for the departure of the liaison team?

- Did you complete route-reconnaissance and time-management plans so that you will arrive at the designated location on time?

- Did you ensure that the liaison team and interpreters have appropriate security clearances and access for the assigned mission?

- Did you verify that the receiving unit received the liaison team's security clearances, and that the receiving unit will grant access to the appropriate level of information for the assigned mission?

- Did you verify courier orders?

- Do you know how you are to destroy the information you are carrying in an emergency, in transit, and at the receiving unit?

- Did you inform your headquarters of when you will leave, what route you will take, when you are to arrive, and when known, the estimated time and route of your return?

- Did you pick up all correspondence designated for the receiving headquarters?

- Did you conduct a radio check?

- Do you know the impending moves of your headquarters and of the receiving headquarters?

- Did you bring automation or computers to support your operation?

- Did you pack adequate supplies of Class I and II for use in transit?

- Do you know the person or position to report to when you arrive at the receiving unit?

DURING THE LIAISON DUTY

- Did you check-in with security and complete any required documentation?

- Did you ensure access to all critical locations and processes within the receiving unit for all members of the liaison officer (LNO) team?

- Did you report to the chief of staff (COS) upon arrival, and present a situation report to apprise him of the status of your LNO team, and to make him aware of any significant issues or concerns?

- Did you arrange and execute an office call with the receiving unit commander?

- Did you meet the coordinating and special staff officers?

- Did you notify your headquarters of your arrival?

- Did you deliver all correspondence designated for the receiving headquarters?

- Did you visit staff elements, brief them on the situation of your unit, and collect information from them?

- Did you annotate on all overlays the security classification, title, map scale, grid intersection points, and date-time-group information?

- Did you pick up all correspondence for your headquarters when you left the receiving unit?

- Did you inform the receiving headquarters of when you would depart, what route you would take, and when you expect to arrive at the sending unit?

- Did you read the daily read file?

AFTER RETURNING TO THE SENDING UNIT

- Did you report your arrival to the receiving unit?

- Did you deliver all correspondence?

- Did you brief the sending commander, COS/executive officer, and all pertinent staff elements?

- Did you prepare the necessary reports, to include an after action report?

SAMPLE QUESTIONS

The following is a list of common questions that the receiving commander may ask an LNO, or that an LNO should consider to help represent his commander:

- Does the sending unit have a copy of the receiving unit's latest operation plan, operation order, and fragmentary order?

- What are the commander's critical information requirements? At what time, phase, or event do you expect them to change? Are there any items the commander's critical information requirements do not contain which the sending unit can help you with?

- What sending commander decisions are critical to the receiving commander's execution of his plan? What are the not-later-than times for those decisions?

- What assets does the unit need to accomplish its mission that it does not have now? How would they be used if provided? How do they support attaining the more senior commander's intent? Where can the sending unit get them?

- Do you know all the ways to communicate with the sending unit? Are there telephones, radios, facsimile machines, computers, or so on that you can access? Where are they located? Which ones are secure?

- What terrain has been designated as decisive?

- What weather conditions would have a major impact on the operations?

- What is the worst thing that could happen during the execution of the current operation?

- If going to a coalition or multinational force headquarters, how do their tactical principles and command concepts differ?

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Glossary

AAR	after action report
ADP	automated data processing
AETF	Air Expeditionary Task force
AFFOR	Air Force forces
ALSA	Air Land Sea Application
AMEMB	American Embassy
AOC	Air Operations Center
ARFOR	Army forces
ASCC	Army Service component command
CALL	Center for Army Lessons Learned
CAO	Consular Affairs Officer
C2	command and control
CMOC	civil-military operations center
C-NAF	component numbered air force
CNO	Chief of Naval Operations
COMAFFOR	commander, Air Force forces
COS	chief of staff
DART	disaster assistance response team
DCM	deputy chief of mission
DEA	Drug Enforcement Administration
DHS	Department of Homeland Security
DIA	Defense Intelligence Agency
DISA	Defense Information Systems Agency
DLA	Defense Logistics Agency
DOC	Department of Commerce
DOD	Department of Defense
DOE	Department of Energy
DOJ	Department of Justice
DOS	Department of State
DOT	Department of Transportation

FAS	Foreign Agriculture Service
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FM	Field Manual
FRAGORD	fragmentary order
G-1	Army component manpower or personnel staff officer
GCCS	Global Command and Control System
HAST	humanitarian assistance survey team
IAPD	International Army Programs Directorate
ILO	international liaison officer
J-1	manpower and personnel directorate of a joint staff
J-3	operations directorate of a joint staff
JCSE	Joint Communications Support Element
JCMOTF	joint civil-military operations task force
JFACC	joint force air component commander
JFC	joint force commander
JFLCC	joint force land component commander
JFMCC	joint force maritime component commander
JFSOCC	joint force special operations component commander
JLLIS	Joint Lessons Learned Information System
JPOTF	joint psychological operations task force
JSOTF	joint special operations task force

JTF	joint task force
JWICS	Joint Worldwide Intelligence Communications System
LAN	local area network
LNO	liaison officer
MAJCOM	major command
MAGTF	Marine air-ground task force
MARFOR	Marine Corps forces
MEB	Marine expeditionary brigade
MEF	Marine expeditionary force
MEU	Marine expeditionary unit
MSG	Marine Security Guard
NATO	North Atlantic Treaty Organization
NAVFOR	Navy forces
NEO	noncombatant evacuation operation
NGA	National Geospatial-Intelligence Agency
NGO	nongovernmental organization
NOAA	National Oceanic and Atmospheric Administration
NSD	National Security Division
OCONUS	outside the continental United States
OMC	Office of Military Cooperation
PCS	permanent change of station
POC	point of contact
PSYOP	psychological operations
PVO	private voluntary organization
RSO	regional security officer
S-1	Army component manpower or personnel staff
SDO	senior defense official
SIPRNET	SECRET Internet Protocol Router Network

SOP	standard operating procedures
TDY	temporary duty
UN	United Nations
USAID	United States Agency for International Development
USCG	United States Coast Guard
USDA	United States Department of Agriculture
USMC	United States Marine Corps
USTRANSCOM	United States Transportation Command
VTC	video teleconferencing
XO	executive officer

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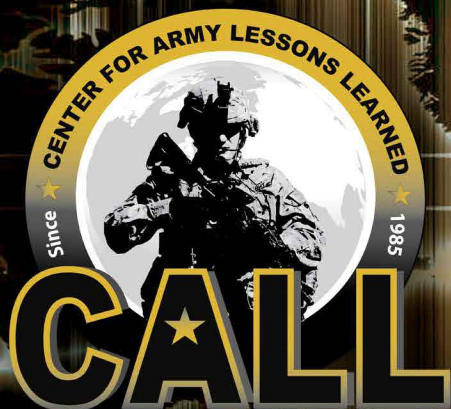
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