

Pacific Sustainment 2025

Leveraging joint solutions to enhance the expeditionary readiness of land forces

Guiding Documents include:

TRADOC's 2014 Army Operating Concept
Capstone Concept for Joint Operations: Joint Force 2020
DA G4 2015 Logistics Strategic Planning Guidance
USPACOM's Theater Campaign Plan
USARPAC's Theater Campaign Support Plan
Joint Concept for Logistics
2014 Joint Concept for Entry Operations
Army's Sustainable Readiness Model
Mission Command in the 21st Century



JULY 2016

JUN 21 2016

FOREWORD

The rapidly changing security environment in the Indo Asia-Pacific region requires innovative and creative ideas that enhance our warfighting competency and capability. Shaping that security environment requires the ability to rapidly expand and sustain military operations across thousands of miles over every possible terrain imaginable. This requires team work – Joint Team. U.S. Army Pacific works closely with MARFORPAC and SOCPAC as the Theater Joint Force Land Component Command to make this a reality and offer the Commander of U.S. Pacific Command joint land force options. However, projection and sustainment of this Joint Power requires new thinking about sustainment.

The Commander of U.S. Pacific Command, Admiral Harry B. Harris Jr. reminds us that today's opportunities involve new ways of dealing with old problems and he also challenges us to be collectively ambitious. Additionally, the Chief of Staff of the Army, General Mark A. Milley reinforces that readiness deters our most dangerous threats and today, those threats manifest on a regional basis. Certainly, the Pacific is no exception. We must continue to adapt for today, while innovating for tomorrow.

Pacific Sustainment 2025 provides an 8th Theater Sustainment Command perspective to address current theater sustainment challenges. While the 8th Theater Sustainment Command offers thoughtful concepts and recommendations that may be controversial to some; at a minimum, this document generates the type of intellectual discourse necessary to be an instrument of positive change. This furthers the type of professional dialogue toward seeking the bold, creative solutions required to be successful in today's complex security environment. My intent is for this to serve as a point of departure to further the intellectual dialogue on enhancing theater sustainment integration efforts that support not only the Army of the Pacific, but the Joint Force as a whole.



ROBERT B. BROWN
GENERAL, US
Commanding, U.S. Army Pacific

PREFACE

The Chairman of the Joint Chiefs of Staff, General Joseph F. Dunford, outlined three focus areas in October 2015, critical for overcoming the challenges of the complex and volatile global security environment: (1) Restore joint readiness; (2) Improve our joint warfighting capabilities; and (3) Develop leaders for joint forces. Next, the 39th Chief of Staff of the Army, General Mark A. Milley, identified three priorities in his initial message to the Army: (1) Readiness - the U.S. Army's #1 priority; (2) Future Army - build an agile, adaptive Army of the future; and (3) Take care of the troops - always. The CJCS and CSA singularly focus on the imperatives that allow our Joint Force to fight and win the nation's wars.

Focusing on the problems of future-armed conflict, General David G. Perkins, Commander of the Army's Training and Doctrine Command published comprehensive tenets, with the Army Operating Concept (AOC), to drive both institutional and operational change. As we work toward operationalizing the AOC, the Army must provide the Joint Force with multiple options, at all three levels of war, to win in a complex world. The AOC tenets also focus on building leaders that recognize and leverage opportunities and facilitate an Army that continuously learns, adapts, and innovates. Balancing these directives with fiscal realities is often the job of our Service logisticians. Guiding the Department of the Army G4 leadership and staff on logistics priorities is the 2015 Logistics Strategic Planning Guidance (LSPG), issued by LTG Gustave F. Perna. This guiding document challenges senior logisticians to be bold, creative, and forward thinking in how we deliver readiness in an era of declining resourcing.

In the Indo-Asia-Pacific, the Commander of U.S. Pacific Command, Admiral Harry B. Harris champions unity of effort as one of his guiding principles to resolve regional challenges; while the Commander of the U.S. Army Pacific, General Robert B. Brown reminds us that empowering our people – is our true advantage in a complex world. The Army requires innovation like never before to maintain the capability overmatch we have long-enjoyed in projecting and sustaining forces, particularly into and through contested operational environments.

It is within this context that **Pacific Sustainment 2025** proffers innovative and unique solutions to enhance our people, our posture, and our processes -- the triad of Joint Force sustainment readiness in the Pacific. In this White Paper we focus on operational challenges across three planning horizons (FY16-17; FY18-22; and FY22-25) and offer Joint and Service actions that, if adopted, are likely to enhance Joint Force readiness, improve our joint warfighting capability, and develop our joint leaders to meet tomorrow's challenges.

Pacific Sustainment 2025 is a “think piece” designed to spur intellectual discussion and drive action within Department of the Army (HQDA), the Army Commands (ACOMs), and USPACOM to include its sub-unified commands and Service Components. While this particular effort is generated with a focus on the Theater Sustainment Command, I am hopeful this will spur further collaborative dialogue on Pacific sustainment from both our Service partners and the greater Joint Logistics Enterprise. The importance of our land forces in protecting our nation and securing our vital interests remains undeniable. It is equally important the Army delivers readiness to our Joint Force through Army Support to Other Services and Executive Agent responsibilities. As the senior logistician in USPACOM, I challenge every DoD leader to consider how **Pacific Sustainment 2025** contributes to operationalizing theater readiness and winning in a complex Indo-Asia-Pacific Region now, in 2025, and beyond.



EDWARD F. DORMAN III
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SUSTAIN!

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Executive Summary

The strategic framework provided by the U.S. Army Pacific (USARPAC) Deputy Commanding General – Sustainment (DCG-S) and the 8th Theater Sustainment Command (8th TSC) enhances readiness to respond to future challenges. As the only 2-star headquarters that provides both USARPAC and USPACOM with a multi-functional element that can conduct mission command of theater sustainment operations¹- the TSC is available and ready to provide relevant, value-added theater sustainment solutions in an era of force structure reductions, resource shortfalls, and emerging areas of concern across the Indo-Asia-Pacific.

The soldiers and leaders of the 8th TSC recognize that the evolving geopolitical, Anti-Access /Area Denial (A2/AD), and technological dynamics of the Indo-Asia-Pacific create a need, but also provide an opportunity, for our force to evolve in how we plan, train, and execute our U.S. Title 10 responsibilities and core competencies: theater opening, theater distribution, and theater sustainment. In accordance with the 2015 Department of the Army G4 Logistics Strategic Planning Guidance, the TSC has identified additional focus areas, which will fill current service and joint operational challenges in dramatic and innovative ways for the Army and Joint Force as a whole. These challenges include: (1) extended air and surface lines of communication; (2) multiple JOAs competing for the same resources; and (3) the significant increase in the velocity of contact (crisis and contingency) over the past decade. In turn, the 8th TSC intends to address these challenges with the following focus areas:

- Our People: Developing Sustainment Leaders at every echelon
- Our Posture: Set the Theater with an Expeditionary Focus
- Our Processes: Making Joint Sustainment Integration a Reality

Nested with our regional and national strategy, this paper works to solve the following problem: **In the absence of a Pacific joint sustainment headquarters, how does the 8th TSC evolve as a Joint Sustainment Component Coordinating Command (JSC³) to create a sustainment unity of effort and create options for our ultimate customer, the USPACOM Commander, all while enhancing readiness across the Joint, Interorganizational, Multinational and Commercially-enabled (JIM-C) environment to win in a complex Indo-Asia-Pacific Region in 2025 and beyond?**

To seize, retain, and gain the relative advantage, the TSC must continue to reassess and reposition its blueprint for today, 2025, and beyond. In turn, this vision offers the following strategic plan in order to mass or to surgically extract or produce precise effects from the Joint Logistics Network:

Short-Term (FY 16-17): Our People.

Plan: Develop Sustainment Leaders at every echelon

Execution: Investing earlier, faster, and more holistically through innovative leader development programs (Young Alaka'i), Training with Industry/Academia initiatives, and improved talent management practices; activate Pacific Logistician Talent Management and partner with regional focus programs, such as the Long Term Strategy program at the Eisenhower School for Senior Service College (SSC).

Effects: Regional cohort is able to function as a “team of teams” at the operational and strategic level to generate sustainable solutions directly designed for Pacific operations, activities, and actions (OAAs).

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Mid-Term Focus (FY 18-22): Our Posture.

Plan: Set the Theater with an Expeditionary Focus

Execution: Conduct TASE (Theater Access Sustainment Exercise) throughout the Indo-Asia-Pacific to achieve specific theater sustainment effects which continue the enduring development of relationships with our Allies and Joint Service Partners.

Effects: Commitment from warfighters to ensure sustainment integration is exercised through intelligent exercise design. In doing so, the requisite Staffs, both vertical and horizontal, are required to interact with one another and deliver solutions to challenges, which are typically disregarded during normal exercise play. Moreover, these OAAs enable greater accessibility, increased power projection and extend operational reach for USPACOM to respond during crisis or contingency.

Long-Term Focus (FY 22-25): Our Processes.

Plan: An Established Joint Sustainment Component Coordinating Command (JSC³)

Execution: Assume roles/responsibilities of PDDOC and J-LOGCOP. Employ assessment and operator packages in the form of Joint Logistics Coordination Elements (JLC-Es) and Joint Expeditionary Support Groups (JESGs) throughout the theater; scale element accordingly over time and evolve roles, responsibilities, and manning requirements as appropriate with the potential to transition from a 8th TSC coordination cell to JSC³ operations center.

Effects: Meets CSA intent “for reorganizing to more efficient sustainment designs.”² Expands options for the USARPAC and USPACOM commanders; synchronizes through unity of effort, aligns with JLEnt to expand visibility, increases delivery options, and integrates theater support to the Joint Force.

To optimize this vision, *Pacific Sustainment 2025* provides forward-thinking **Recommendations for Action** to improve our readiness posture, basing, and capabilities throughout the AOR.

- **USPACOM advocates** the Young Alaka’i Leader Development Program as a joint program that serves mid-career, JIM-C leaders across the Pacific AOR; **TRADOC accredits** through Army University; and **HRC designates** an Additional Skill Identifier (ASI).
- **USARPAC ICW Human Resources Command partners** with Pacific-focused programs of study for Senior Service College and **increases** continuity, time on station, and cross-service coordination for key Pacific LOG positions.
- **USARPAC supports** and **DA G3/5/7 approves** 8TSC MOB TDA. ³
- **USPACOM advocates, USARPAC and Theater Enabling Commands (TECs) support** an annual Theater Access Sustainment Exercise (TASE) in the Pacific.
- **USPACOM transfers** J-LOGCOP functions to the 8TSC and **directs** service components to continue resourcing.
- **USPACOM conducts** PDDOC study to identify current operational gaps and opportunities to improve via the TSC’s joint sustainment integration and coordination efforts.
- **GCC, ICW USTRANSCOM, DLA and the T-JFLCC** enhanced mobility section **reallocates** additional billets to the PDDOC.
- **USARPAC reassess** conditions under which enabling capabilities such as CSBs, AFSBs, and ESCs become OPCON to the TSC; creating interdependence with AMC entities to better collaborate with the PEO/PM community.
- **USARPAC provides** options to USPACOM for re-stationing 8TSC and reflagging USARJ to 8TSC/USARJ.

These actions would accelerate the necessary change required for the TSC of the Pacific to institute lasting, sustainable solutions that bolster the future readiness of the force.



Pacific Sustainment 2025 Snapshot



Strategic Problem: In the absence of a Pacific joint sustainment headquarters, how does the 8th TSC evolve as a Joint Sustainment Component Coordinating Command (JSC^3) to create a sustainment unity of effort for the USPACOM Commander and enhance readiness across the Joint, Inter-organizational, Multinational and Commercially-Enabled (JIM-C) environment to win in a complex Indo-Asia Pacific Region in 2025 and beyond?

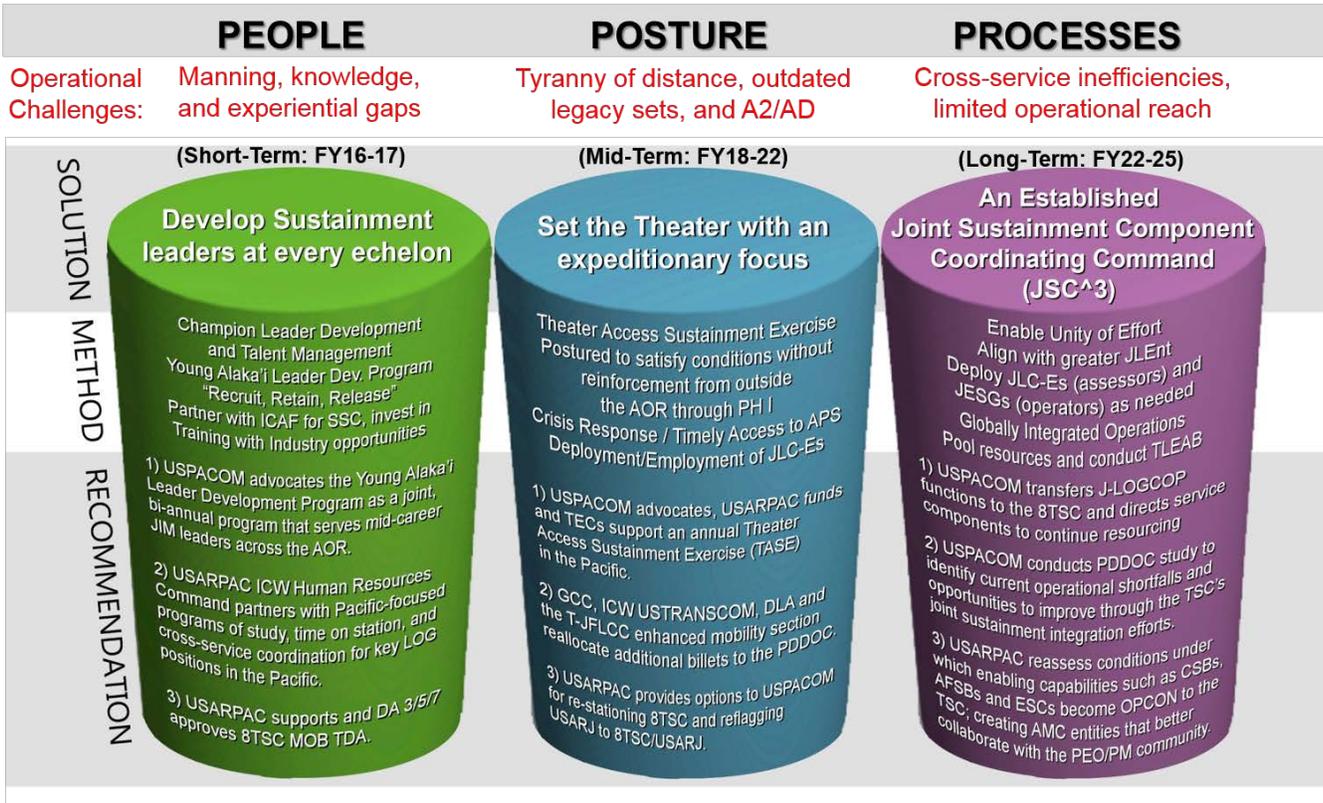


Figure 1. Pacific Sustainment 2025 Overview

Introduction

To start, one might ask, “Why write Pacific Sustainment 2025?” The development of a Pacific Sustainment vision by the Deputy Commanding General-Sustainment is ultimately designed to provide a strategic path that is regionally tailored and AOR specific. Military planners and national and DoD leaders must make a clear-eyed assessment of the highly plausible scenarios that could unfold, not only in USPACOM, but also globally. For too long, the desire to be resource informed and risk-averse has clouded our best military judgement and advice - Pacific Sustainment 2025 is intended to start some much needed, realistic discussion with/among the national community of interest. Plausibility should not be overlooked. DoD senior leaders must take the liberty to explore alternative concepts that do not stray too far from our operational reality. Therefore, this effort is not intended to be an overarching strategy that expands outside the realm of the Pacific theater. *Pacific Sustainment 2025* is generated with a focus on the 8th Theater Sustainment Command (TSC), in hopes it will spur further intellectual discussion on Pacific sustainment solutions from both our Service partners and the greater Joint Logistics Enterprise. However, in order to adequately communicate which direction Pacific sustainment must take, one must first understand the strategic operating environment and challenges the Pacific sustainment must overcome. Strategic planning is an iterative process identifying where an organization must be in the future (ends), how it intends to get there (ways), and what collective resources it can bring to bear (means). Once these elements are identified, a strategic framework must be developed that provides an effective, clear, and consistent blueprint which addresses how the TSC will engender the trust required from both Army and joint forces alike, in order to help offset the increasing sustainment challenges facing the Indo-Asia-Pacific both now and in the future. Thus, the purpose of this White Paper is three-fold:

- **Articulate theater-level sustainment requirements with greater transparency to the Department of the Army and our higher headquarters.**
- **Initiate the discussion on how the 8th TSC can fill operational gaps for our future Army and joint force.**
- **Deliver a nested sustainment framework with USPACOM, USARPAC, and the greater Joint Logistics Enterprise (JLEnt) in order to communicate recommendations for action for improving sustainment integration and operations across the Pacific.**

Four years into the Rebalance to Asia, the Indo-Asia-Pacific has witnessed significant developments that require a reappraisal of our strategy and sustainment posture⁴ At present, there remains no central U.S. government document that describes the rebalance strategy and much of the language used to describe this strategy has changed since its inception in 2011⁵ The inadequacy of fully resourcing what is necessary to Rebalance the Pacific reinforces that words without action will undermine the deterrent effect of our National Security Strategy. Our adversaries see the reality of actions, not words.

As we approach a strategic inflection point in the AOR, our Army Operating Concept states that by 2025, each formation will require “an appropriate combination of mobility, lethality, and protection to accomplish the mission under given variables with which that force is committed.”⁶ Similar to the rest of the force, the sustainment component will be forced into accepting more risk, not less- as a direct result of budget constraints impacting force size across the Service components, sustainment structure, and overall readiness. This additional risk impacts a commander’s ability to manage crisis space, limits options,

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diminishes the credibility, and subsequent deterrent effect, of landpower⁷ For the TSC, this translates into a difficult problem that requires a holistic understanding of regional complexities to utilize available resources and generate sustainable solutions. In turn, while accounting for emerging resource constraints and limitations, *Pacific Sustainment 2025* provides forward-thinking **recommendations for action** to our higher headquarters to address concerns currently hindering our readiness posture, basing, and logistics capabilities across the Pacific.

Assumptions

The following assumptions underpin *Pacific Sustainment 2025*. Should one or more of these prove false at any point, this paper would require reassessment.

- 1) Setting the theater and sustaining theater forces will remain core competencies for providing options to joint force commanders across the range of military operations.
- 2) USARPAC and USPACOM will maintain its current mission command structure.
- 3) The forces in the Pacific will be comprised of leaner, smaller forces, requiring scrutiny to the allocation of resources dedicated to training, force structure, and modernization.
- 4) USTRANSCOM and the Joint Force, in an era of declining resources, will remain unable to fix the PDDOC gap.
- 5) CONUS basing of all but a small fraction of joint forces will continue to be the norm.
- 6) Based on fiscal realities, there will be no growth in Army modernization efforts to capabilities, except on the margins, between now and 2025.
- 7) Along the littoral regions in the Indo-Asia-Pacific, there will be a greater reliance on both exterior and interior lines of communication at the operational level of movement and maneuver and sustainment, based on the requirement to aggregate and disaggregate resources quickly.
- 8) Based on continual North Korean military provocation, the U.S. will remain focused and prepared to support deterrence, prevention, and response to any acts of further aggression.
- 9) Across the Pacific, the U.S. will need to maintain a viable and responsive industrial base, with contract support and commercial infrastructure augmenting military support units in the form of facilities, services, and supplies.
- 10) The impact of an increasing cyber threat to both military and commercial networks will further impact the land, air, maritime and space domains as U.S. military technological advantages in the Pacific are diminished or narrowed.
- 11) Continued territorially-based threats, disputes and regional crises will synergistically influence U.S. national security sensitivities and actions.

The Strategic Environment: Now vs. 2025

A plan developed for today's adversary, with today's resources, to meet today's policy objectives may be inappropriate for exploring tomorrow's threats. Many Pacific regional observers worry that U.S. efforts to manage the Iran nuclear negotiations, Russia's invasion of Ukraine, and conflict with the Islamic State of Iraq and the Levant have distracted it from fully implementing the Rebalance to the Pacific. With the rebalance, U.S. policy aims at assuring the preservation of American access and dominance in the Indo-Asia-Pacific. There is ample reason to anticipate that future adversaries will seek asymmetric ways to deny the movement of U.S. military forces into the region, having seen Iraq in recent years infiltrated twice by U.S.-led coalition forces as they deployed unrestrained into Southwest Asia. In attempting to forecast the future strategic environment, conditions can be analyzed through the lens of eight OE variables – Political, military, Economic, Social, Information, Infrastructure, Physical Environment, and Time (PmESII-PT). Within this construct, it becomes more feasible to identify operational gaps, redundancies, and opportunities for sustaining the Joint Force.⁸

Geopolitically, most states in the Indo-Asia-Pacific region are embracing closer security and economic ties with the United States. However, the U.S. relationship with China is complex, mixing elements of cooperation and competition.⁹ Following China's recent massive reclamation and 'island-building' project in the South China Sea, many Pacific states have moved to bolster their own strategic posture across the region. Perhaps the most striking feature of the current response by the Air Force, Navy, Marine Corps, and Army to A2/AD sustainment challenges in the South China Sea is the absence of a truly joint approach.¹⁰

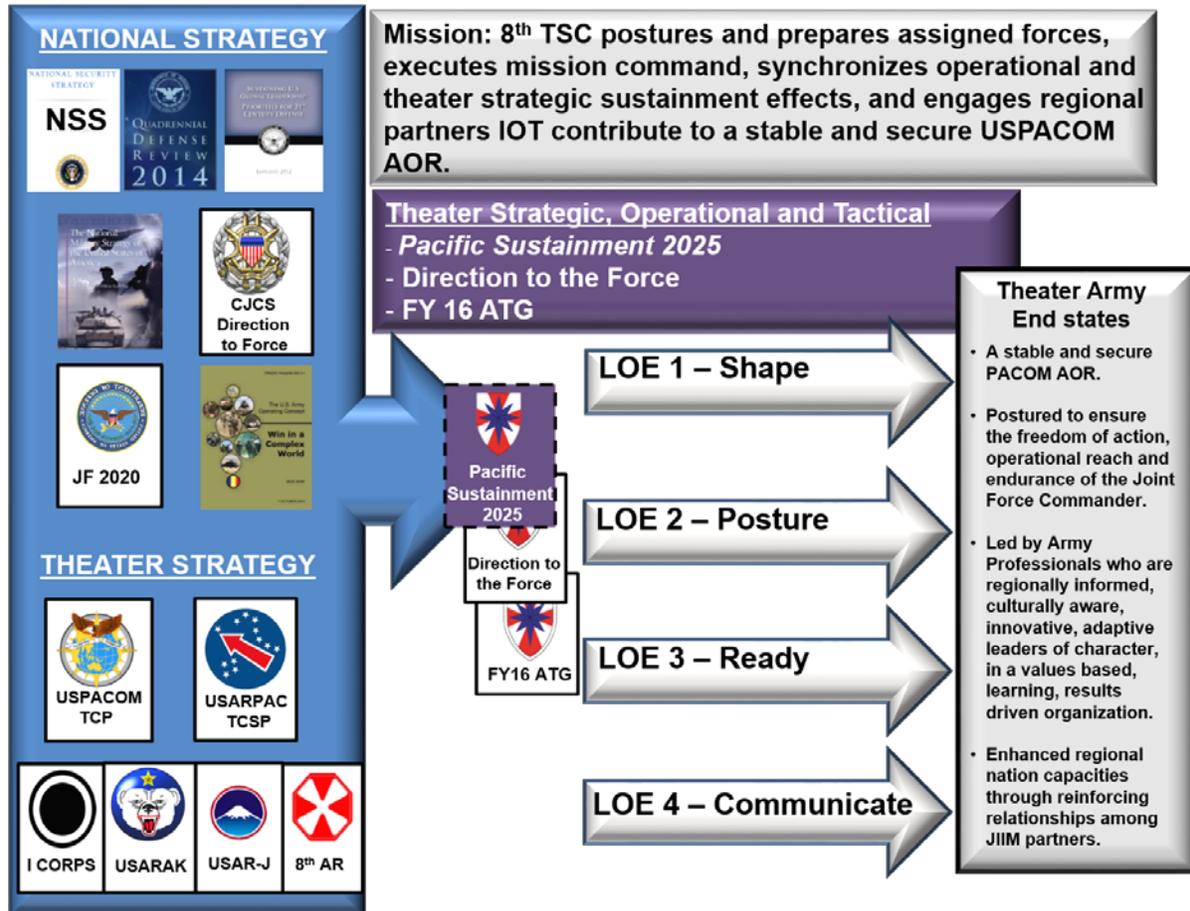
As this comes to pass, forces relying on large, fixed bases in the Pacific will find themselves paying an even greater, prohibitive price for continuing to operate out of these facilities.¹¹ Ultimately, by 2025 the Indo-Asia-Pacific region will become entrenched as the global economy's center of gravity. Over the next decade, the world's four largest national economies will be the U.S., China, India, and Japan; their economic interests will converge in the sea lanes and littoral areas of this region, increasing the already vital importance of mature security relationships, political stability, and the free flow of commerce in Asia.¹²

Forces, footprints, and agreements are vital, but these can also quickly change based on a variety of factors – which could lead to significant ramifications in terms of sustainment options. For example, in 2003, agreements previously negotiated with Turkey quickly dissolved and instantly altered the sustainment staging options for the invasion of Iraq. Further complicating matters was the absence of a senior sustainment headquarters available to synchronize efforts and quickly overcome the ramifications of denied access and sustainment options. This shortened the crisis space for identifying alternate options that were politically acceptable, feasible, and suitable. The over-dependency in maintaining our historical set of forces, footprints, and agreements significantly shapes the Pacific's strategic environment and further emphasizes how almost all operations are routinely becoming even combined and/or joint in nature. Furthermore, there is now a recognized center of gravity within the Pacific AOR with regard to Army Watercraft Systems (AWS). Considering the vital impact that the 7th Transportation Brigade Expeditionary (7th TBX) provides and contributes as a critical capability to this center of gravity, it might be time to explore its potential relocation from Fort Eustis to the Pacific.

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Finally, targeting opportunities to enhance logistics capabilities in non-traditional, geostrategic sustainment hubs situated west of the IDL will prove vital for future U.S. joint operations. All strategy is geo-strategy¹³, and acknowledging that geography is fundamental provides an opportunity for the Pacific TSC to play an instrumental role in improving both the sustainment and communication architecture across the AOR.

Figure 2: Pacific TSC 2025 Guiding Document



The Pacific TSC Problem

Sustainment is necessary in the Pacific, but joint sustainment is imperative. It does not come and go. As a result, there is consensus that “sustainment is the only true 24 hours a day, 365 days a year fight in the Pacific AOR.”¹⁴ That said, the Pacific TSC must continue to overcome losses in its manning and capacity, update traditional sustainment sets across the theater, and navigate through cross-service inefficiencies. Yet, the operational problem for the TSC goes even deeper than that. With approximately 50% of the world’s population living on only 17% of the world’s land mass, which contains roughly 80% of the world’s natural disasters – the requirement to respond, provide, and sustain across the Pacific theater remains paramount in **supporting the joint force**. The most common vulnerabilities in the Pacific consist of contested areas, ill-defined boundaries, and different views of national sovereignty that not only

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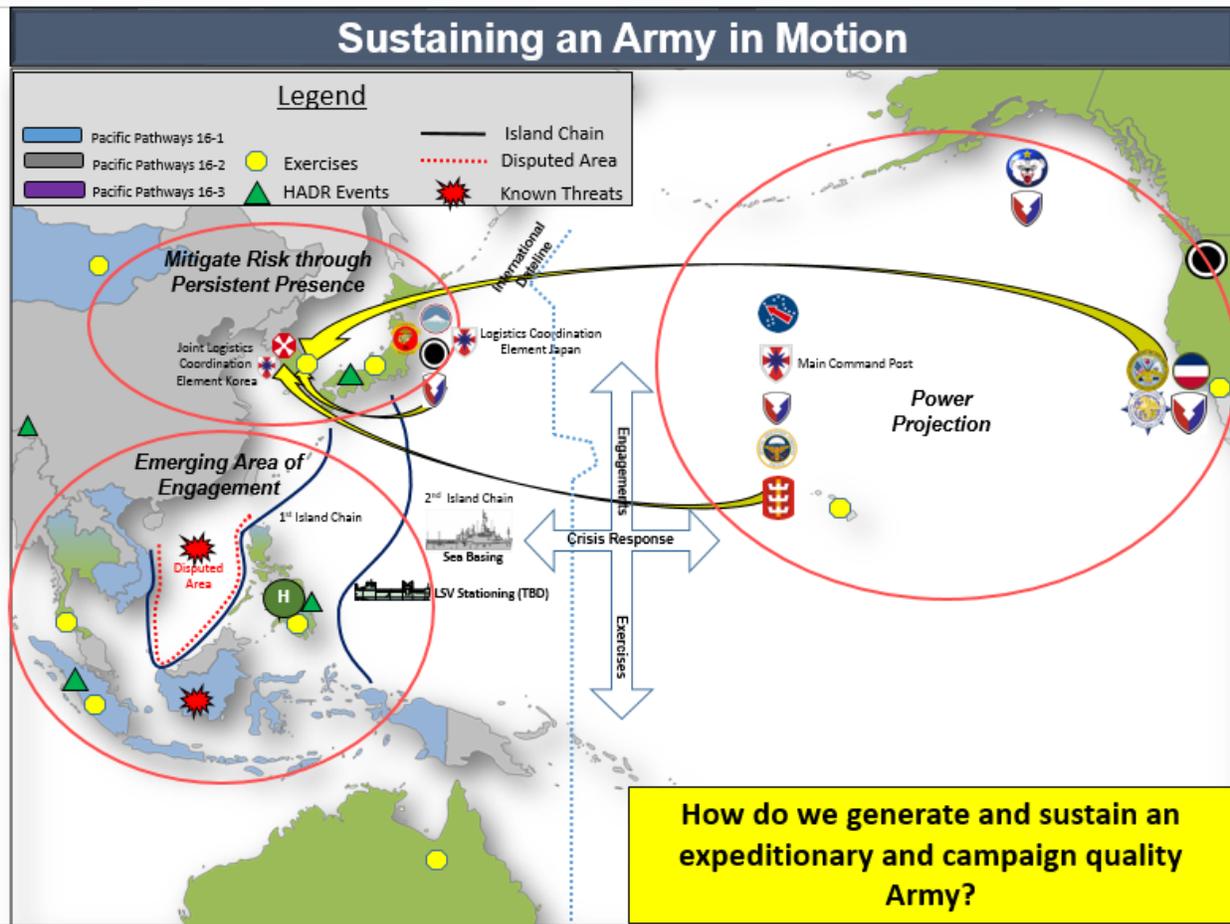
limit our access, but also require our forces to signal unyielding resolve, commitment, and ability to win, if called upon to “fight tonight.”¹⁵

There are 36 countries in the U.S. Pacific Command--or PACOM--area of responsibility, and in 26 of them, the Army is the predominant service. The time, distance, and space across the AOR presents a demand signal for the TSC to coordinate in joint, bilateral, and multilateral sustainment efforts – as well as with our partners in the National Guard and Army Reserve – considering that in aggregate, 78% of the Army’s sustainment capabilities reside in the reserve component.¹⁶ This fact further exacerbates response-time concerns. Furthermore, logistics in the AOR remains particularly challenging due to (1) long distances, (2) the need for new operating concepts, and (3) the rising A2/AD threat – which means that logistics operations will no longer be conducted in sanctuary.¹⁷ (See Figure 3). The importance of interior and exterior lines of communication are vital for the role of the sustainment integrator in the Pacific. As a point of reference for connecting the base to the force, the relative advantage in terms of interior and exterior lines is often determined by where one sits geographically. The operational problem with lines from a sustainment perspective is the requirement to set bases in the right places to allow for the rapid aggregation and disaggregation of distribution and supply lines. These bases must be correctly identified and established to best optimize the interior lines necessary to sustain operations in crisis and contingency. The TSC is uniquely responsible for managing and understanding this crucial planning consideration. Should the TSC fail to set the necessary conditions, the Marines, Navy and Army whom rely on the TSC linkage between interior and exterior lines- the ability to surge capabilities when called upon is greatly diminished. So the dilemma with regard to the TSC is how it protects exterior lines, while maintaining visibility over multiple Joint Operations Areas (JOAs). The resilience and endurance of sustainment capabilities resides within logistics afloat. Logistics afloat, similar to expeditionary waterborne movement and maneuver, enables the best risk/reward probabilities when operating through flexibility demand signals in a most-complex geo-strategic, geo-operational and geo-tactical set of environments and JOAs.

In terms of resourcing, function should drive structure. Resources are required to deliver solutions that not only generate readiness in Steady State/Phase 0, but also enable the Pacific TSC to rapidly transition from steady state to crisis or contingency operations. The current resourcing problem for sustainment links readiness deficits to manning shortfalls, limited accessibility, and cross-service inefficiencies. In accordance with the Department of the Army G4 2015 Logistics Strategic Planning Guidance, *Pacific Sustainment 2025* identifies “creative, forward-thinking, and bold ways”¹⁸ to optimize its formations, OAAs, partnerships, processes, and programs. In the end, nested with our regional and national strategy, this paper works to solve the following problem:

In the absence of a true or designated Pacific joint sustainment coordinating headquarters, how does the 8th TSC evolve as a Joint Sustainment Component Coordinating Command (JSC³) to create a sustainment unity of effort for our ultimate customer, the USPACOM Commander and enhance readiness across the Joint, Interorganizational, Multinational and Commercially-enabled (JIM-C) environment to win in a complex Indo-Asia-Pacific Region in 2025 and beyond? Simply put, how can we improve the efficiency and effectiveness with which we perform our core competencies, as well as identify practical, additive functions to counter compounding challenges for our joint force?

Figure 3: Sustainment Implications in the Pacific



The TSC is responsible for “planning, controlling, and synchronizing operational-level Army deployment and land component sustainment for the ASCC, joint force commander (JFC), or (when designated by DoD) multi-national joint force commander.”¹⁹ However, this requires a multidimensional approach that leverages all modes of air, land, and sea transportation while exploiting both interior and exterior lines of communication. While ad hoc solutions may serve as the comfortable byproduct of an “agile force”- in reality, long-term readiness and sustainment synchronization will require the Pacific TSC to prioritize, invest, and leverage its resources and authorities. This is necessary to address yet another operational problem through exercising collectively one to two times a year to ensure relationships between staffs, clear understanding of roles, responsibilities and authorities as well as to think critically about gaps and inadequacies of extant plans. More importantly, as plans are updated, sustainment solutions can be exercised, assessed, and validated. The TSC believes we must provide the flexibility for providing JIM-C operations a fair look; only then can we make an informed trade-space and risk/reward decision on required capabilities, such as the mobile landing platform. Training plays a fundamental role. The professional networks, working relationships, roles and missions among JIM-C partners who act as enablers for operations in the Pacific are forged through training together.

The Pacific TSC Mission, Organization, and Core Competencies

Mission

As the senior logistics headquarters in the Pacific, the 8th TSC, an Army Service Component Command (ASCC) Theater Enabling Command (TEC) assigned to U.S. Army Pacific (also designated the Theater Joint Force Land Component Command (TJFLCC)) is uniquely designed to:

- (1) Synchronize sustainment operations in support of land forces
- (2) Develop a joint logistics common operating picture (J-LOGCOP)
- (3) Forecast sustainment requirements for the Army and the Joint Force – to hedge against recurring criticism that the Global Command and Control System-Joint (GCCS-J) overpromises and under delivers.
- (4) Supplement the PDDOC on behalf of the Combatant Command (CCOM) to synchronize deployment and sustainment operations.

For its core mission, the 8th TSC postures and prepares assigned forces, executes mission command, synchronizes theater and operational sustainment effects, and engages regional partners in order to contribute to a stable and secure USPACOM AOR.

Organization and Capabilities

The 8th TSC is comprised of two assigned enabling brigades: The 130th Engineer Brigade and the 8th Military Police Brigade. The former 45th Sustainment Brigade- which realigned to the 25th Infantry Division in July 2015 and now serves as the 25th Division Support Brigade- maintains a wide range of Echelon Above Division support capabilities to include movement control, financial management, signal, maintenance, quartermaster and transportation. The 8th TSC retained the Army Watercraft Systems (AWS), which are now positioned under the 8th Special Troops Battalion (STB). The STB falls under the 130th Engineer brigade. With the 10th Regional Support Group (RSG), located in Okinawa, the TSC maintains a training, readiness, and advisory (TRA) and OPCON for Army Watercraft relationship. Looking to the future and to set conditions for the right organizational set to sustain operations in the Pacific, we have to consider adapting to the strategic environment – now. The 10th RSG provides an excellent opportunity to serve as an ESC and report to the TSC in crisis or contingency. The 7th ID could maintain a Sustainment Brigade (SB), since they remain the only division without a SB in direct support. This begs the question, “Why is the 2ID SB not relocating to Camp Humphreys?” In this scenario, the potential to provide both the USARJ and TSC Commanders with a Forward Command Post (FCP) element – with neither headquarters incurring additional risk by having to relocate – is certainly feasible.

Additionally, the 8th TSC coordinates with and leverages the capability sets of a wide range of enterprise partners to include: Department of the Army G4, USTRANSCOM, Army Materiel Command (AMC), Surface Deployment and Distribution Command (SDDC) and Defense Logistics Agency (DLA). These enterprise partners are uniquely positioned to support both Army and Joint Force across the theater. The 8th TSC utilizes and relies on these strong existing partnerships to better posture and prepare forces across the Pacific, as well as integrate sustainment efforts.

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Finally, the 8th TSC's operational-level sister service counterparts include, what is commonly referred to in the Pacific as the "Joint LOG Hui", which is comprised of: the 8th TSC Commanding General, the USPACOM J4, USARPAC G4, MARFORPAC G4, PACAF A4, COMPACFLT N4, Pacific JLEnt leaders, and other key stakeholders.

²⁰ The 8th TSC spearheaded the effort with the intention of regularly consolidating a group of senior theater logisticians on Oahu to enhance coordination, innovation, and experimentation efforts regarding logistics priorities across the theater.

Pacific TSC Core Competencies

The value of articulating core competencies lies primarily in the way it can help the Department of Defense (DoD) plan forces and capabilities in a period of declining DoD budgets. This approach is more likely to (1) identify the essential resources required for shaping the future security environment, (2) adapt mission capabilities to changing needs, and (3) stay ahead of military competitors. DoDs dependency on organizational core competencies implies that, if a critical organization were to be unable to perform in a time of crisis, the comparative advantage would be difficult, costly, and time consuming to reacquire. Thus, maintaining a focus on the core competencies for the TSC in the Pacific is essential in a period of resource constraints.

As per Army Training Publication 4-94, the TSC core competencies are²¹:

- Conduct Theater Operational Responsibilities
 - **Theater Opening:** the ability to establish and operate ports of debarkation (air, sea, and rail), establish a distribution system, and facilitate throughput for RSOI of forces in theater.
 - **Theater Distribution:** the flow of equipment, personnel, and materiel within theater from the source of supply to the point of need.
 - **Theater Sustainment:** comprised of logistics, personnel service and health service support
- Provide lead service sustainment and executive agency support for designated logistics and services to other government agencies, multinational forces, and nongovernmental organizations
- Ensure information flow from strategic deployment, distribution, and sustainment partners is accurate, timely, and adequate to support the actions of theater sustainment forces
- Receive and deploy an ESC when a forward command headquarters is required by METT-TC; this is especially important in the Pacific theater for OPLAN execution

Not all TSCs are created equal

In framing and understanding the manner in which TSCs currently operate, it is critical to delineate several of the historical and organizational variations between these regionally aligned commands. While Army Training Publication (ATP) 4-94 provides a detailed overview on the TSC roles and functions, the differences in geo-strategic partners, operational employment, and regionally-tailored guidance from higher headquarters individually impacts how each TSC conducts their operational-theater deployment and sustainment of unified land operations.

There are not only substantial differences in terms of the standing forces, footprints, and agreements in each theater, but also in how each TSC demonstrates their Steady-State/Phase 0 value in their respective environments. For example, U.S. Army Europe's 21st TSC has sustained Kosovo since 1995 and has routinely engaged in heavy NATO-centric activities incorporating the RAF concept to enhance relationships, as well as assure multinational partners in Germany, Poland, and the United Kingdom for more than 60 years; and more recently in the Baltics during Operation ATLANTIC RESOLVE. Meanwhile, U.S. Army Central Command's 1st TSC has facilitated sustainment across the USCENTCOM AOR with a greater number of allocated, but not assigned, enablers compared to their TSC counterparts for the past decade and a half. Finally, the 8th TSC, which is less than a decade old, routinely conducts ship-to-ship Logistics Support Vehicle (LSV) operations off the shores of Southeast Asia.

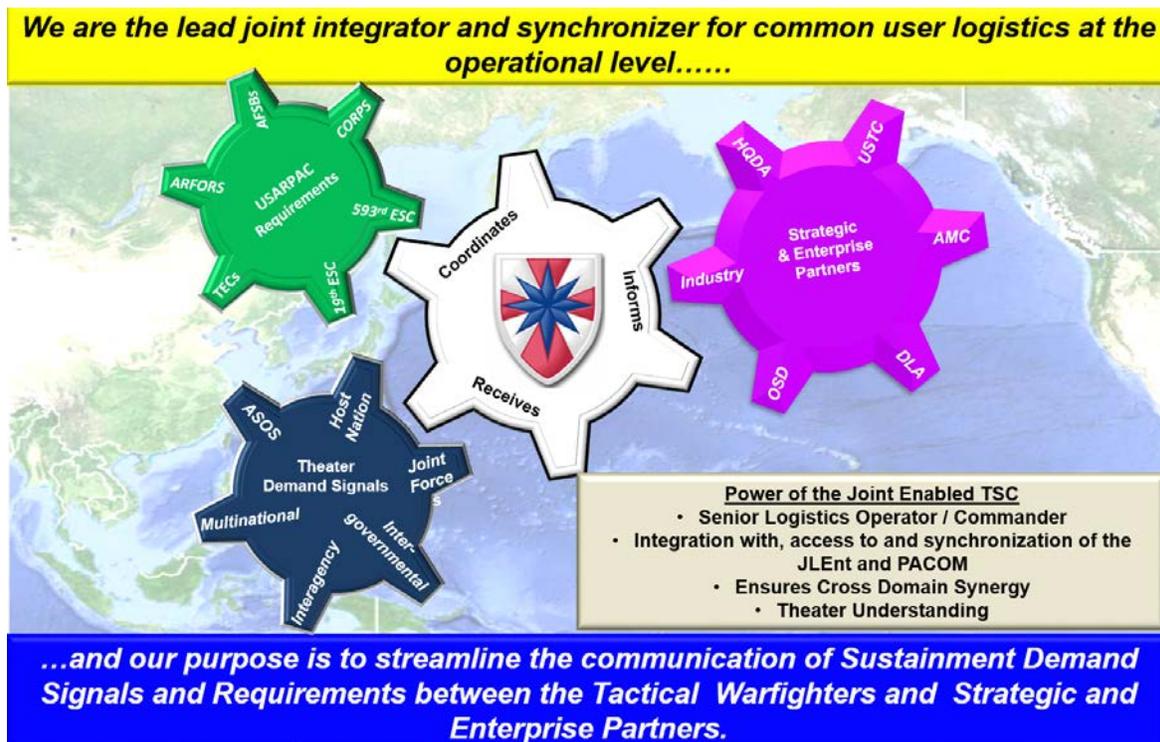
Figure 4: The 8th TSC's LSV-2 (left) and LSV-7 (right)



Regardless of these historical and operational differences, the fundamental requirement to produce a sustainment system that is integrated, synchronized, and affordable to support unified action and the joint warfighter remains consistent. There is also a shared understanding that the sustainment community must continue to evolve, at an even faster rate. For example, following Exercise TRIDENT JUNCTURE in October 2015, the 16th Sustainment Brigade Commander, Col. Michelle M.T. Letcher, highlighted, “For years in Iraq and Afghanistan, you had freedom of movement, as opposed to the multiple boundaries, multiple languages, and multiple currencies across the diverse AORs. Right now we are able to fulfill the missions we are asked to do, but it involves a lot of improvising.”²² Letcher noted that in Afghanistan she had three sustainment brigades to work with. In Europe, she has one.

In addition to backing up USAREUR, the 16th Sustainment Brigade also has supply and distribution responsibilities for Africa Command and, on occasion, for U.S. Central Command.²³ At the height of the Cold War, USAREUR had 300,000 troops in Europe. Now, however, it operates with roughly 30,000. "Our mission is to have the same effect but with less. So what we have to do is make 30,000 look and feel like 300,000. One way to do that is to empower and develop junior leaders earlier to help us fill that operational gap."²⁴ Specifically, in the Indo-Asia-Pacific, this translates into a continual demand for the TSC to remain an engaged and trusted partner that supports the joint force to preserve the security, stability, and freedom upon which enduring prosperity in the region depends.²⁵

Figure 5: The TSC of the Pacific Comparative Advantage



The Pacific TSC Solution

The 8th TSC recognizes that there are no simple solutions or silver bullets. The complex, contested and evolutionary environment we operate and plan to operate in incentivizes innovation and investments to maintain sustainment-overmatch and enable expeditionary maneuver operations throughout the PACOM AOR. Perhaps the time has come to create a real Joint Sustainment Command, which has JMD billets sourced from all the Services. This may serve as an affordable solution to DoD and still maintain capability. Given the re-look of the Goldwater Nichols Act and the premise that numerous billets must be relooked as “Joint-duty-credit-producing”, there may be an opportunity to give Joint credit to key positions in the 8th TSC. Such positions require leaders to plan, account and coordinate for significant JIM-C operational challenges within the AOR. The Army will be hard-pressed to continue to support in the active component, especially with combat service support (CSS) dying the death of a

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thousand functional compartmental cuts. For example, 52C's (Utilities Equipment Repairers) supervise and perform unit, direct support, and general support (DS/GS) maintenance, to include utilities equipment and special purpose support systems. This military occupational specialty is being drastically cut, creating downstream implications at the tactical level in terms of resourcing, support, and expertise. The JSC³ could provide leverage in coordinating for the subsequent reallocation of sourcing as necessary from across the JIM-C to preclude from this apparent loss of capability.

In the end, only relentless, rigorous testing of concepts and doctrine – coupled with honest, intellectual effort – can prepare an organization to meet the challenges of an uncertain and ambiguous Indo-Asia-Pacific. The following blueprint addresses future challenges by focusing on **our people, our posture, and our processes**. In doing so, *Pacific Sustainment 2025* identifies the following achievable objectives, with its current available means, in both effective and innovative ways to generate, exploit, and sustain the competitive advantage competitive advantage that this region of the world demands. These objectives are:

- (1) Develop sustainment leaders at every echelon**
- (2) Set the theater with an expeditionary focus to position our capabilities for more rapid employment**
- (3) Optimize support to other services with the TSC's ability to adapt to a Joint Sustainment Component Coordinating Command (JSC³)**

How will the TSC of the Pacific get here? "Considering the multitude of both service and functional components being co-located here with USPACOM, there is tremendous potential to get a lot done in a very short period of time."²⁶ The impact on the TSC is that this presents the organization with an opportunity for vertical and horizontal sustainment integration, collaboration, and engagement across these components. As a result, the TSC takes action to refine its systems, training, and staffs in order to integrate with its JIM-C partners, increase interoperability, and contribute to building national partner capacity. The consistent requirement to execute JMETL priority tasks calls for the appropriate manning, training, and equipment to execute a vast array of mission sets across the "tyranny of distance."²⁷ To accomplish this feat as a doctrinal theater enabler, sustainment options for the TSC cannot afford to be overly parochial, and must also work to add value to the other service components as part of the supporting / supported relationship.

Pacific Theater Sustainment Mission Command: “Not Single Log C2”

The Commanding General of USARPAC, General Robert Brown, reminds us that we must understand that properly empowering our people is our one true advantage and practicing this maxim throughout our organizations is necessary to succeed both today and in the future. Despite multiple theaters of operations, geo-political intricacies and almost 25% of our nation’s active duty military force spread across 16 time zones, the 8th TSC does not have the direct command and control relationship with subordinate enabling formations of other TSC’s around the world. By a combination of sustainment integration, designated roles and responsibilities, as well as relationships and influence, the 8th TSC controls a supply pipeline it does not own. In doing so, the TSC serves as the gatekeeper of the flow of logistics in the Pacific.

There may be a misconception that Mission Command is synonymous with the “Single LOG C2” we lack, but how the 8th TSC adheres to the six principles of the Mission Command Philosophy – building cohesive teams through mutual trust, creating a shared understanding, providing a clear commander’s intent, exercising disciplined initiative, using mission orders and accepting prudent risk – proves sustainment mission command is really no different than any other mission command at echelon.

The Value of Influence

Sustainment in the Pacific theater is based on operational art rather than tactical function. The warfighting function of mission command remains the same: to synchronize, integrate and coordinate all the other warfighting functions at precisely the right time and place to meet the objective, so Army Forces can seize, retain and exploit *disciplined initiative within the commander’s intent* to gain the advantage over our adversaries and create conditions for favorable outcomes.

As the single log integrator in the Pacific, sustainment mission command for the TSC begins with a complete understanding of the USPACOM and USARPAC commander’s intent for the current operation. The 8th TSC then serves as the operational conduit from the tactical level to the strategic level of sustainment -- one substantial way this occurs is through the USPACOM Joint Logistics “Hui.”

As the land component and joint force senior logistics synchronizer in the area of responsibility (AOR), the TSC Commander chairs a venue with joint sustainment leaders in the Pacific and other key stakeholders to assess requirements. They then form a consensus on established priorities, where to accept prudent risk, and how to decentralize execution on programs, policies, and operations, activities and actions (OAAs).

The Joint Log Hui shows how the 8th TSC applies the principles of mission command across all echelons by harnessing its operational influence rather than exerting direct control. The creation of a shared understanding of roles, responsibilities and authorities enables me to synchronize, integrate and coordinate the numerous enabling formations into tailored support and distribution of supplies. This in turn ensures freedom of action, extended operational reach and prolonged endurance, which gives the Warfighting Commander the trust that his requirements are anticipated, understood and will be in the right place in the right quantity at the right time to achieve his desired effects.



Figure 6. The Joint Log “Hui” at the 2016 Strategic Sustainment Summit

Furthermore, the Joint Log Hui develops teams, both in the TSC and with our unified action partners, who will directly inform and influence follow-on joint boards, bureaus, centers, cells and working groups (B2C2WG). USPACOM J4 then informs the J3 to issue orders accordingly. In this way, centralized planning enables joint complimentary decentralized execution while ensuring mission command remains a commander-centric activity even in a globally distributed environment.

Relationships Matter

The 8th TSC relies on several specific relationships to synchronize the warfighting functions relative to deliver sustainment effects in time and space, beginning in Phase 0 as we prepare for rapid transition to potential crisis and contingency. We build these relationships through senior leader engagements, table-top seminars and leader development programs – all of which educate the force, allow for greater shared understanding and provide a logistics common operating picture.

Without the NATO-like structure or standard agreements of Europe, however, key sustainment relationships in the Pacific must include allies and partners, USAID, embassy country teams and other JIM-C partners to overcome mission command challenges. The commander's intent drives how our National Partners – such as U.S. Transportation Command, Defense Logistics Agency, Army Materiel Command and industry partners -- link the modal exterior lines of communication into the operational and tactical interior lines of communication. This requires significant team-building across the Service Components, JLEnt, and warfighting headquarters.

Summits and conferences supplement and further assess the overall effectiveness of our systems, processes and reporting procedures in a globally distributed environment. For example, to incorporate our Total Force the 8th TSC hosted a Pacific Sustainment Sourcing Conference in April 2016 to focus on identifying opportunities with Reserve Component units in the next fiscal year. This will not only strengthen sustainment options in the AOR, but it also increases readiness and drives long-range planning for OAAs over a multi-year horizon.

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Because systems and tasks through various activities further strengthen these relationships, 8th TSC participates in more than ten service and joint exercises, ranging from training full main command posts to response cells and everything in between. These provide excellent opportunities to routinize B2C2WG forums and link training plans and objectives across multiple echelons. Ultimately, any investment to building relationships facilitates greater integration, coordination and synchronization, which enhances sustainment mission command.

Our advantage as the operational-level integrator and synchronizer lies within the TSC's ability to anticipate requirements, balance capabilities, forecast demands and facilitate long range planning and training for the ESCs and RSG. In this manner the 8th TSC systems and tasks enable direct release and transfer of materials, supplies and munitions across the Pacific, which ensures sustainment integration. While the 8th TSC may not "own anything," it leverages this technical linkage several ways, including:

- CL II, IV and IX materiel management
- CL V munitions management and retrograde operations with directive authority;
- CL VII management through ARSTRUC processes and SDT funds management; and
- Establishing the theater concept of support.

Facilities and equipment help bring these systems and tasks together. By leveraging a Combined Operations and Intelligence Center, enabled with U.S. and coalition networks, our operations process and knowledge management products can ensure sustainment is synchronized across all the warfighter functions.

The 8th TSC may not own the enabling formations of the Pacific, but our ability to influence them certainly builds teams through mutual trust and shared understanding. Our efforts to synchronize, integrate and coordinate provide a clear commander's intent, yet still allow decentralized leaders to exercise disciplined initiative. One might argue that lacking a Single LOG C2 limits the science of control in the Pacific, but even if we accept that as true, we can still generate greater opportunities to achieve mission success through a masterful art of command.

Short Term (FY 16-17)

Our People: Investing Differently and Out of Necessity

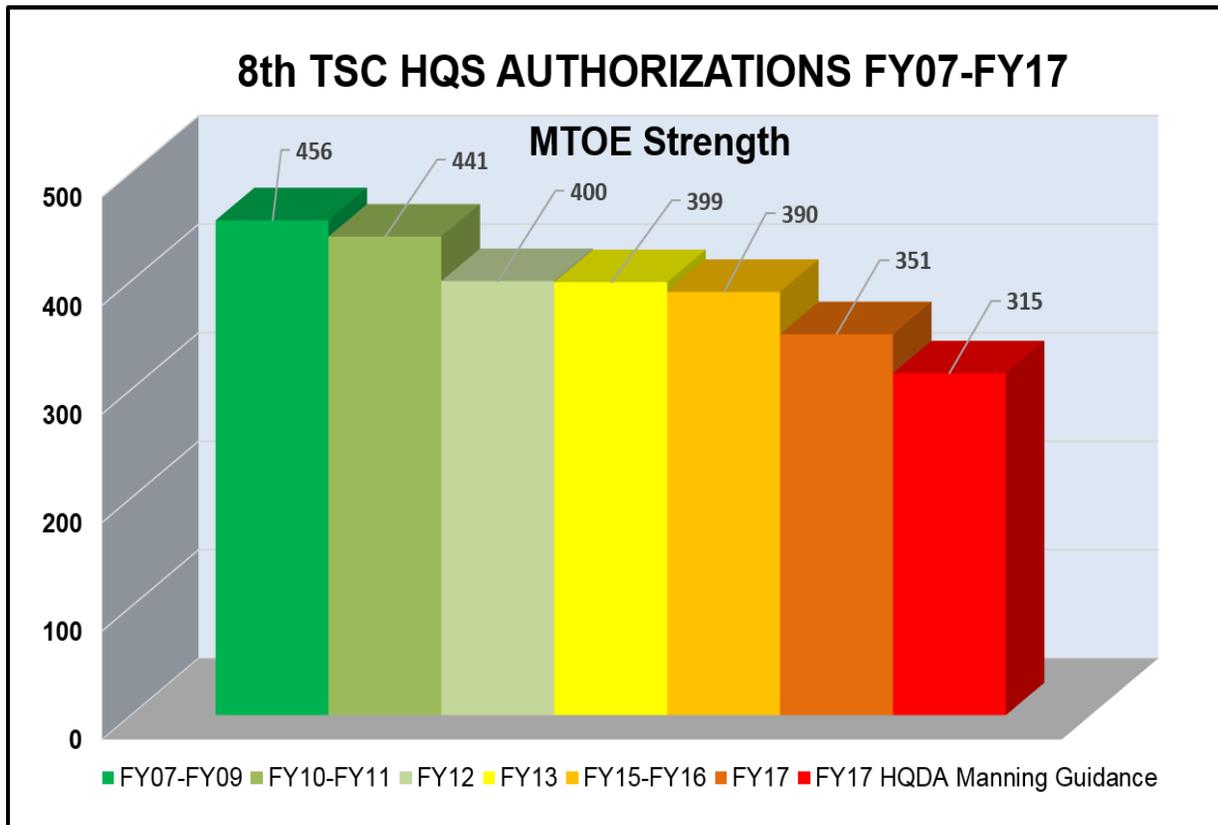
The TSC can train for certainty, but it must continue to educate for uncertainty, especially in terms of forecasting for the next set of emerging operational problems. The foundational knowledge base for the operational art of logistics is undervalued, especially with regard to incorporating the greater JLEnt. Leader development shortfalls in critical thinking and concept development foster the inability to generate multiple sustainable options for the commander. As a result of these shortfalls, multiple dilemmas are created not just within the TSC, but also across numerous organizations. In the Pacific TSC, the emphasis on leader development derives out of necessity as a direct hedge against readiness concerns and the challenges associated with understanding and acting on ARFOR requirements.

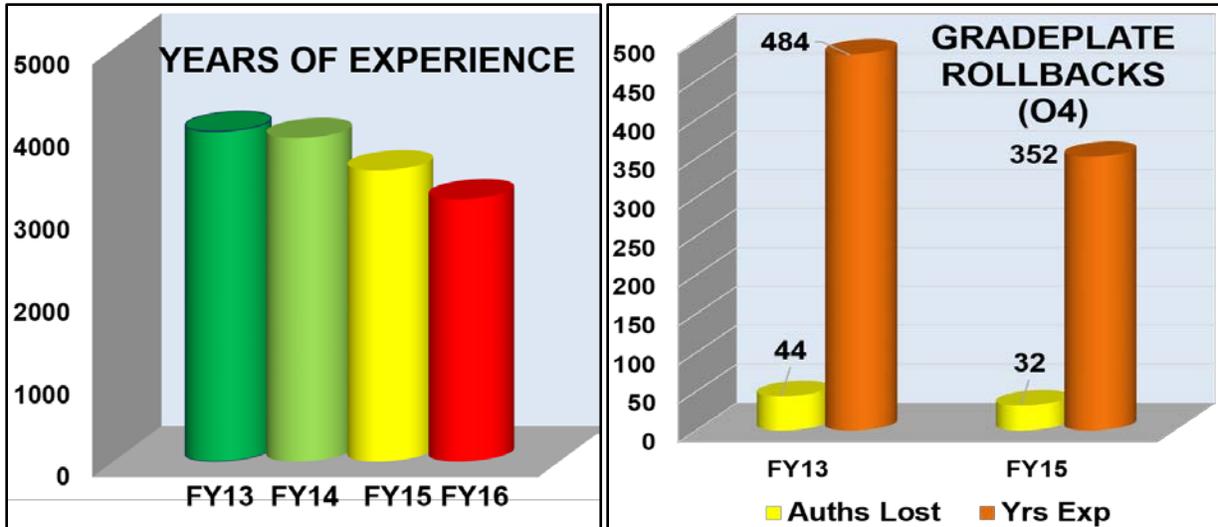
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In other words, while there may be an ability to understand ARFOR requirements given a steady-state or somewhat predictable problem set; there will be a certain degree of difficulty with responding to challenges compounded by astute, dynamic and determined adversaries, the fog of war, time-distance factors and the A2/AD concerns. Regional knowledge and experienced will be a vital component of addressing these challenges. However in the TSC, this vital base of regional knowledge has diminished over the past decade based principally on several key elements:

- Despite the 8th TSC's inception in FY06, over the past 8 years it has quickly become the smallest of the three active component TSCs. (see Figure 6.)
- An amplification of grade plate rollbacks has led to more than 775 years of lost experience, 147 lost military slots, and no civilian augmentation growth.
- The FY17 TAA design for the Pacific TSC is only slightly larger than an active component ESC, despite a mission set geared toward sustaining the land component operating in an area covering over 52% of the world's total surface.
- Current gaps in expertise, force structure, and the staff-level logistician's ability to understand, plan, and execute expeditionary operations – as well as developing theater concepts of support which leverage organic and commercial capabilities across the command.

Figure 7. Manning and Experience Gaps





In short, the operational art of logistics is in atrophy, and this atrophy will only worsen unless there is a concerted and deliberate reinvestment in developing sustainment leaders earlier in their careers and talent is retained across the total force.

Doubling Down on Leader Development

To correct this course, *Pacific Sustainment 2025* “doubles-down” on developing sustainment leaders at every echelon earlier in their careers in order to best identify, assess, and manage its talent. This course is necessary to position the right personnel, with the right level of expertise, in the right billet, at the right time, to conduct theater operations and planning. "One advantage we have, especially in times of decreasing budgets, derives from our ability to develop leaders who can think in this very complex world."²⁸ LTG McMaster describes this as “the triple payoff: The valued, qualitative outcomes that provide us with a differential advantage over the enemy through the enhancement of capabilities, in Phase 0, with our people, partnerships, and products.”²⁹ The TSC’s comparative advantage lies within its senior staff’s ability to invest in its most valuable resource: Human capital. It is the human capital that ultimately forms the sustainment solutions for the AOR. In turn, by actively choosing to broaden more junior leaders with a greater strategic understanding, the principles of mission command become more inherent. Cultivating a collective, shared understanding produces increased efficiencies and most importantly- enables our leaders to develop joint sustainment solutions through enhanced operational design capabilities.

In FY15, the 8th TSC began investing in the careers of its personnel faster, earlier, and with greater frequency to produce outputs of (1) better holistic understanding, (2) enhanced interoperability, and (3) a greater transparency between mid-career sustainment leaders across the Pacific. One example of this form of investment, which was recently recognized by the TRADOC Commander as a regional “best practice”, is the Young Alaka’i Leader Development Program.³⁰

This regional program brings together midlevel captains, midgrade warrant officers, and seasoned non-commissioned officers from the joint and multinational community to participate in a rigorous three-

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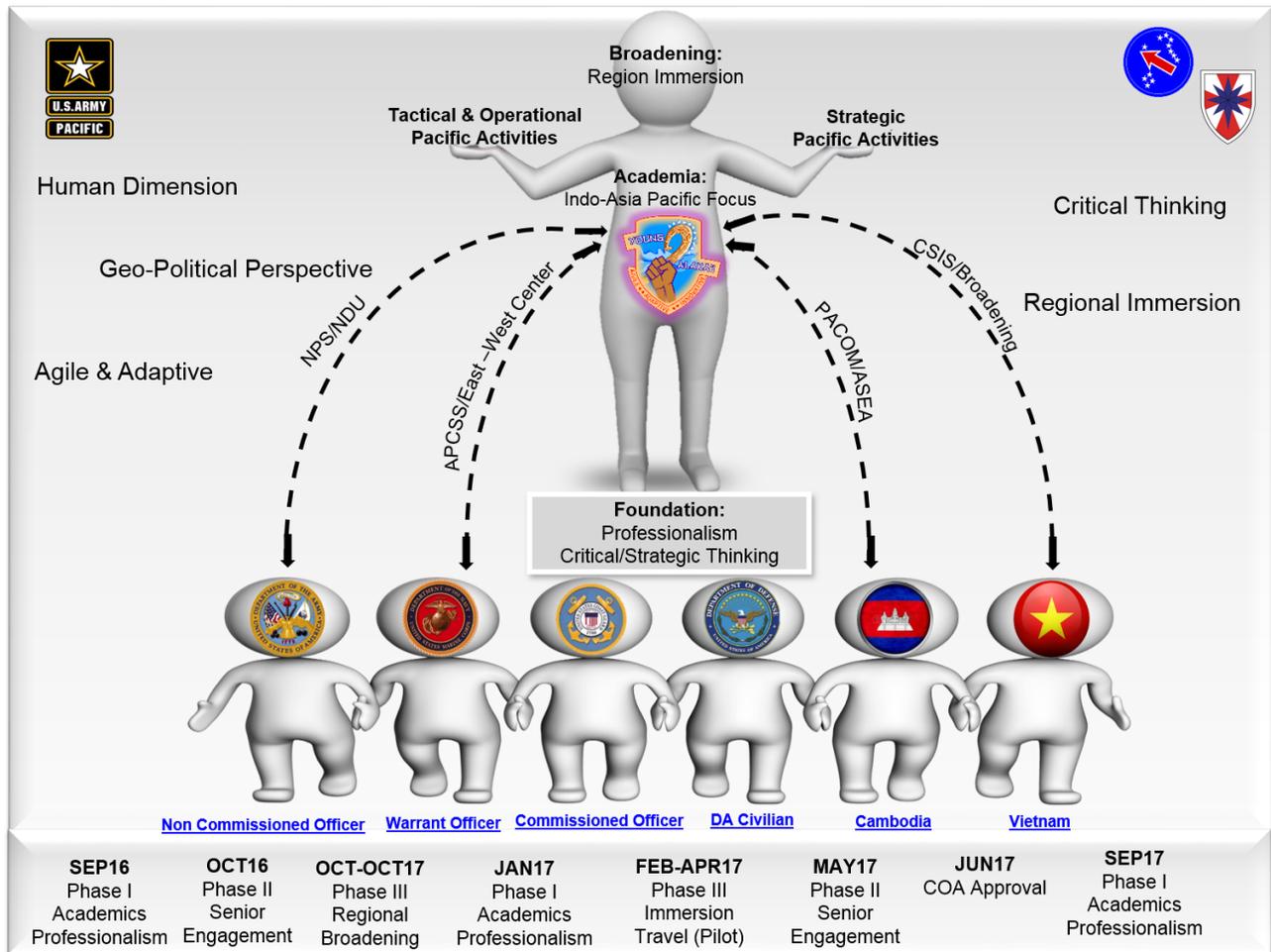
week sequence that exposes them, many for the first time in their careers, to the operational art and strategic-level thinking. As of February 2016, this is the only program of its kind in the U.S. military. This helps fill the current void in our professional military education and cultivates a regional alignment within each service member. As a result, the program enhances their ability to approach and consider operational and strategic outcomes of national issues within the Pacific region.

It is well documented that the Army's current professional education system, regardless of rank, falls short in preparing midlevel leaders to engage at the strategic level.³¹ Currently, enlisted soldiers must wait until the U.S. Army Sergeants Major Academy, officers must wait until intermediate level education, and warrant officers must wait until the Senior Staff Course to be formally exposed to strategic and critical thinking. Now, only 50% of Majors will attend Intermediate Learning Education (ILE) and HRC does not always ensure that the TSC is first among equals in the slating of ILE graduates. This is due, in part, to the fact that there are no key developmental (KD) positions that exist at the O4-level within the TSC. Thus, there is no incentive to drive Majors toward TSC assignments and there will also be no continuity as Majors depart for their KD jobs. This contributes to why the TSC currently lacks a sufficient number of O4-level leaders. Therefore, our planners lack the required broadening, knowledge, skills, and attributes to operate at a TSC-level to ensure theater (operational and strategic) planning perspectives. This impacts training, theater concept of support development, and exercises.

Ultimately, timing is critically important and we must do better in creating and preparing sustainment leaders across all echelons. If our leader's first exposure to the operational and strategic level of war is when they arrive at a theater-level command or begin intermediate-level education, then the conditions for success are not set. This Pacific TSC-led Young Alaka'i program serves as a vital step to address the knowledge gaps, while preparing these leaders for future assignments, which provide a return on investment – such as a leadership role on a Joint Logistics Coordination Element (JLC-E, see *Long Term: Our Processes*). This form of development directly contributes to theater end states. Each year, approximately 75 mid-grade leaders from the JIM-C community in the Pacific would return to their units better prepared to influence operational outcomes with greater precision. This number of broadened leaders has the potential to increase, based on the level of support from USPACOM. The intellectual domain is precisely where the TSC intends to overcome its manning shortfalls, by placing a premium on developing professional logisticians across the theater.

Recommendation #1: USPACOM advocates the Young Alaka'i Leader Development Program as a joint program that serves mid-career, JIM-C leaders across the Pacific AOR; TRADOC accredits through Army University; and HRC designates an Additional Skill Identifier (ASI).

Figure 8. The Young Alaka'i Leader Development Program



In Tandem: Leader Development and Talent Management

The Pacific TSC offers a non-traditional approach to incorporate talent management into our core setting-the-theater (STT) effort. In the Indo-Asia-Pacific today, the Political, military, Economic, Social, Information, Infrastructure (PmESII) landscape continues to change. This requires talent that spans the entire spectrum of requirements from war fighting to regional experts to enterprise managers and technical experts. In the short-term, the TSC in the Pacific intends to conduct talent management and leader development in tandem to best position the multi-dimensional leaders prepared to lead in the emerging environments of today, 2025, and beyond. Hereafter, a holistic Army Service Component Command (ASCC) Talent Management approach within the Indo-Asia-Pacific that recruits, retains, and releases (3Rs: Recruit, Retain, Release) the right talent at all echelons to complement our problem sets is vital.

The diversity of mission sets USARPAC undertakes, along with the interdependence of commands situated across the vast Indo-Asia-Pacific, demands a holistic approach. Such an approach must include input from the effected commanders who are stationed from the west coast of the United States to Japan and the Korean peninsula. This affords commanders the flexibility to anticipate future

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intellectual requirements, and connect the dots globally for implications due to USARPAC demand signals - particularly if events requiring military response(s) are "stacked" in some manner over time. The supported commanders in the field must do better at informing the critical thinking requirements placed on our PME schoolhouses. As a result, they can better leverage the manning cycle, authorities, Army/Service schools, assessments and other opportunities that are all focused on enhancing force capabilities. For example, those logisticians selected for Senior Service College could potentially attend the Eisenhower School for Resource and Strategy (formerly the Industrial College of the Armed Forces) at National Defense University. This program maintains a Long Term Strategy course that provides an Asia Pacific focus and is specifically geared toward studying and resourcing joint solutions for both current strategic and emerging operational problems in the Pacific AOR. This could pay dividends for those logisticians who are slated for key assignments in the Pacific following their schooling.

This example begs the question: *Why not identify follow-on assignments earlier at SSC?* This would enable tailored studying and research toward overcoming specific challenges these professionals will encounter upon arrival. No longer should we allow manning documents, unit turfs, and enterprise cycles to dictate how we resource the "few" critical logistician billets.

Currently, our manning approach is one-job-at-a-time; where performance at each gate is subjectively assessed before the professional logistician moves on. This works for the vast majority in our logistics formation. Yet, this current HRC model also works against the desire to develop regional expertise. And for the exceptional few, we must help HRC, the Army, and the Joint Force to develop our future bench, influence ASCC operational moves, curtailments, and extensions through both subjective and objective assessments. Locations such as Army Japan, Alaska, and Korea currently do not afford some of our talented Soldiers optimal career progression.

For these officers, operational moves should be leveraged for their own career development. To account for the problem areas on the TSC staff, such as with the lack of requisite grade-plate in specific sections – such as the G5 – we must designate an O5-level, SAMS-graduate to be billeted as the G5.

Additionally, broadening courses must be developed through Army University or CASCOM to teach captains the required knowledge and logistics understanding previously provided by the Theater Logistics Course (TLog). This course, originally slated as a higher-level course for senior captains at Fort Lee, was relocated to Fort Leavenworth and integrated into ILE in an abbreviated form. The loss of TLog instruction meant diminishing PME geared toward combining logistics study, case studies, and hands-on exercises for majors and senior captains designated for planning positions within TSCs, ESCs, Corps and Army G-4 shops. As a result, ill-prepared captains and majors arrive at the TSC or ESC for duty. Coupled with the lack of KD assignments or even "soft-KD" assignments within the TSC and ESC headquarters for O3-O5 level staff positions, the overall performance and production suffers. This is a true problem for sustainers at the operational level. For example, for O5 CSL-selects, how will being in the division sustainment brigade (DSB) prepare leaders to potentially take command within an AFSB – especially when that job entails highly technical staff processes and functions? KD jobs within the ESC and TSC will not only help fill this void, but also provide more options in preparing leaders within the staff for follow-on assignments at AMC, HQDA, DLA, USTRANSCOM, and the Joint Staff. In other words, if this problem is not addressed, we fail to build a bench of operational and strategic logisticians.

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Instead, we risk focusing solely on the development of tactical logisticians. This is precisely where our Army Operating Concept tells us that we must not repeat past mistakes.

As a solution, we should identify select billets at the O3, O4, and O5 level within the TSC or ESC staff, such as the G5 or SPO Shop, as KD or “soft-KD” assignments. This will incentivize filling the current vacancies that exist at an operational level headquarters. Equally, with the grade-plate reductions, junior captains who are not KD and lack the experience, knowledge, and skills in understanding the operational art places the headquarters at a substantial disadvantage. For example, the TSC is undergoing significant reductions in its Logistics Automation (Log Auto) section. This section oversees the training, equipment, and operation of logistics information systems (LIS) in the Pacific. For instance, with regard to training, this Log Automation entity looks out across the Pacific to see what LIS related training is available and then coordinates with the units to identify and address the gaps in GCCS-Army system training requirements. This cell works with field service representatives, program managers, and the 311th Signal Command network to ensure connectivity and ensure compatibility across the Pacific. While this branch traditionally consisted of 15 personnel, it was significantly reduced in 2013. Furthermore, a senior O4 managed, monitored and maintained the responsibility to coordinate with CASCOM, Army Logistics University, Program Managers, and the USARPAC G3. However, given the grade-plate rollbacks and FY17 MTOE, this demand will now fall on a pre-career course captain.

There will be other instances where an officer finishes their developmental assignment (12-18 months standard) and has sufficient time left on their tour to serve a broadening assignment at the 2-star, 3-star, or 4-star headquarters. In some circumstances, the TSC should seek HRC support for extensions or curtailments. This starts with advocating (1) the need for continuity in the Pacific and (2) increasing time on station (TOS) for logisticians in the AOR. For example, the Air Force has a stabilized tour deferment program which enables the mission or function of some organizations to manage an Airman’s period of assignment more closely than would be realized by normal attrition or time on station requirements.³² Certain aspects of this model may have relevance in Army sustainment organizations as well.

These initiatives directly target an investment in our human capital. These serve as “win-win” opportunities and contribute dramatically to the building of strong, cohesive teams with the right mix of knowledge, skills and attributes to strengthen our Army and Joint community in the Pacific.

Recommendation #2: USARPAC ICW Human Resources Command partners with Pacific-focused programs of study for Senior Service College and increases continuity, time on station, and cross-service coordination for key Pacific LOG positions.

Readiness by the Numbers

Every American war has required an expansion of headquarters to meet new exigencies.³³ Since the end of World War II, it has remained a fairly common practice to target headquarters for cuts. In the National Defense Authorization Act of Fiscal Year 2016, Congress mandates a 25-percent savings in the funding of “major Department of Defense headquarters activities.”³⁴ At the operational level and especially from the TSC-standpoint, these reductions negatively impact staff readiness with the onset of unforeseen crisis or contingencies.

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In the current round of service cutbacks, we must ensure that we are not exacerbating the problem by eliminating capabilities we already know we will need in the future.³⁵ Therefore, in an effort to identify potential options for ensuring sustainable solutions, the 8th TSC intends to mitigate this risk by incorporating the Total Force Army. For example, the 8th TSC is hosting a Pacific Sustainer Sourcing Conference in April 2016 focusing on identifying opportunities with Reserve Component units during FY 16-17 to strengthen sustainment options in the AOR. This effort will build capacity that leverages theater logistics capabilities, which can be synchronized with our Reserve Component units in order to enable the JFC expeditionary response. Through the process of identifying key stakeholders within the Army Reserve Engagement Cell, the 79th TSC, 9th MSC, and other Reserve component sustainment units – there is a greater opportunity to develop a memorandum of agreement (MOA) between the 8th TSC and these units to better articulate support requirements and objectives, necessary to address various crises and contingencies. The integration of Pacific Sustainment planners to identify and select mutual training opportunities increases the likelihood for enhanced interoperability, training, and execution in response to various crisis and/or contingency. This forum, among other staff planning and analysis will further confirm the recommendations of the 8th TSC MOB TDA, scheduled for release in the 3rd quarter of FY16.

This recommendation is not unfamiliar to other Services. For example, the Navy has long argued for Reserve Component Individual Mobilization Augmentation slots to be reallocated to its Pacific Fleet.³⁶ An opportunistic approach to achieving sustainment endurance and resilience could be accomplished by linking specific exercise cycles and OAAs to drive specific core mission experience. This would better facilitate real world operations and prevent “breaking glass in crisis” with these different staffs and headquarters. There is a logical linkage to tying exercises together from our Command Post. For example, this readiness could be tested by linking an operation, such as Pacific Pathways 17-2 to the KEY RESOLVE exercise in support of a potential crisis in Northeast Asia. For example, there is a current proposal where the 311th ESC out of the reserve component in California could put leverage behind the RAF concept and truly build a habitual relationship with the 8th TSC.

Under this proposal, the 311th ESC Commander would be dual hatted as the Deputy Commanding General, 8th TSC. Additionally, the 311th ESC, as a USPACOM-aligned ESC would become a virtual operational command post (OCP) for the 8th TSC. Through a mobilization agreement with USARPAC, the 311th ESC could undergo rapid mobilization in the Pacific. An Annual Training order of up to 29 days, would enable the 311th ESC to immediately flow into a designated area at Schofield Barracks to complete all individual and collective training. As personnel from the 311th ESC completes their MOB processing, they would then supplement the 8th TSC staff or move forward in support of a given operation.

Recommendation #3: USARPAC supports and DA G3/5/7 approves 8TSC MOB TDA

Mid Term (FY18-22)

Our Posture: Set the Theater with an Expeditionary Focus

The Pacific TSC has a rare opportunity to “reset” or transform the critical supply points and distribution lanes in the Pacific from a legacy WWII/Cold War set to a construct that is relevant and better suited for the emerging environment. Engaging in the process of identifying locations, capacity, and capability gaps the TSC must work toward closing these sustainment gaps in order to manage challenges *at an acceptable level* throughout the region. Across the AOR, the Pacific TSC’s ability to provide resourcing solutions is routinely hindered not only by the “tyranny of distance”, but also by the inability to adequately analyze plans, define requirements, identify gaps, and apply risk or feasibility based on sustainment integration shortfalls. Given the appropriate training opportunities over the next several years, the TSC can shift toward a more expeditionary focus in order to hedge against this problem as it builds toward a regionally engaged and globally responsive force. This recalibration will successfully posture the Pacific TSC as it works to address Army Warfighting Challenges #16 “Set the Theater”, #2 “Shape the Security Environment”, and #19 “Exercise Mission Command” in a way which ultimately enables:

- (1) Sustainment of ARFOR capabilities
- (2) Coordination of AOR-based sustainment capabilities (to include employment of the 25th Division Sustainment Brigade, when required)
- (3) Deployment and reception, staging, onward movement and integration (RSOI) of forces
- (4) Timely access to APS4, operational contingency stocks, and operational sustainment stocks
- (5) Deployment of Tactical Sustainment Mission Command, to include both AC and RC ESCs, which ensure ASCC operational flexibility.
- (6) Sustainment resilience ICW USN sea-basing and Army Watercraft Systems (AWS) to provide deterrence and relevance as logistics options for future operations
- (7) Flag officer mission command of maneuver support protection/enablers such as Maneuver Enhancement Brigade, Engineers, and Military Police headquarters
- (8) Rapid support of crisis, contingency, and/or large-scale noncombatant evacuation operations (NEO).³⁷

While setting the theater in the Pacific traditionally equates to operational positioning in benign, high visibility locations such as the Republic of Korea, Japan and Guam – the methodology to do so is typically formed through standing forces, pre-existing footprints, and partner-nation agreements. However, the opportunity to conduct enhanced Steady State/Phase 0 exercises on a rotational basis in traditionally immature geo-strategic locations in South and Southeast Asia displays progress for enduring multilateral possibilities with our strategic and joint partners from FY18-FY20.³⁸

Capitalizing on these opportunities would contribute to finding sustainable solutions to persistent problems. For example, there is a significant disconnect between the operational and strategic level with the Pacific TSCs movement control capability. If the transportation network is constricted or the total requirements exceed the network’s specific capacity, the commander incurs significant operational risk.³⁹ The risk associated with this gap identifies a failure in synchronizing our movements in a complex

contingency environment. There is an opportunity to solve this current operational problem with pursuing expeditionary sustainment sets in these non-traditional locations in theater.

Theater Accessibility Sustainment Exercise (TASE) Concept

In an effort to generate sustainable readiness throughout the theater, USARPAC is now annually conducting Pacific Pathways. A Pacific Pathway is an operation comprised of a series of exercises grouped together in a geographic region to achieve specific theater effects and engage with Allies and Partner Nations and continue the enduring development of relationships. Each Pathway is sequenced so that units can transition throughout a region in a given iteration and through multiple regions in a given year.⁴⁰ These operations foster a climate of regional interoperability and cultural understanding within the operating environment while capitalizing on existing exercises and working to sustain US forces' high readiness levels. Continuous deployments inside the Indo-Asia-Pacific region, through Pacific Pathways advance expeditionary ethos and experiences within Theater Joint Land Component forces. Similar to the manner in which an Army Brigade Combat Team conducts a Combat Training Center (CTC) rotation, Pathways provides a "trained" Brigade to continue to build and sustain its readiness after their rotation. Units chosen for a Pathways operation include not only US Army Forces assigned or allocated to USPACOM, but also include globally managed joint forces, as well as all components, Active, National Guard, and Reserve. These operations derive from and remain connected to the USPACOM Theater Campaign Plan creating a joint presence and service specific presence where desired.

Currently, the Pacific TSC is engaged in the following OAAs in theater: Pacific Pathways, various activity sets (APS), operationalizing Army Watercraft Systems (AWS), Korea rotational forces, Angkor Opening, Angkor Sentinel, and Training with Industry exchanges such as DHL, Crowley, and others, to further sustainment mission command integration. However, the TSC has yet to train: (1) distributed basing and lines of communication challenges; (2) rapid re-aggregation and maneuver; (3) consistent expeditionary capabilities, which fuel, feed, or equip troops without the support of the greater JLEnt. Based on the lack of deployable elements, this fact greatly calls into question the TSC's current expeditionary capabilities, as well as its overreliance on strategic lift. Many of the current Pacific exercises are company-level or battalion-minus constructs, and fail to incorporate readiness exercises, such as Sealift Emergency Deployment Readiness Exercises and Emergency Deployment Readiness Exercises (SEDRE/EDRE), which would better identify expeditionary shortfalls.

The identification of a politically acceptable, sustainment infrastructure that provides accelerated delivery options, ways, and practices in which the TSC can train or potentially leverage includes: "An expanded AMC footprint situated abroad, prepositioned stocks, the increased capability for the insertion of a Stryker company in Southeast Asia, or even utilizing C-5s to move F22 raptors into the theater."⁴¹ While a service such as PACAF may not necessarily agree with these examples, the *alternate option* and different way of thinking it provides to conduct operations is undeniable. Each of these ways builds sustainment capacity abroad and increases the rate of delivery against a measured risk. To execute this methodology, key logistics operations, activities, and actions (OAAs) should be identified and performed.

Theater Enabling Commands (TECs) must better define support requirements for USPACOM. DA's support for a targeted, precise "Theater Accessibility Sustainment Exercise" (TASE) initiative circa

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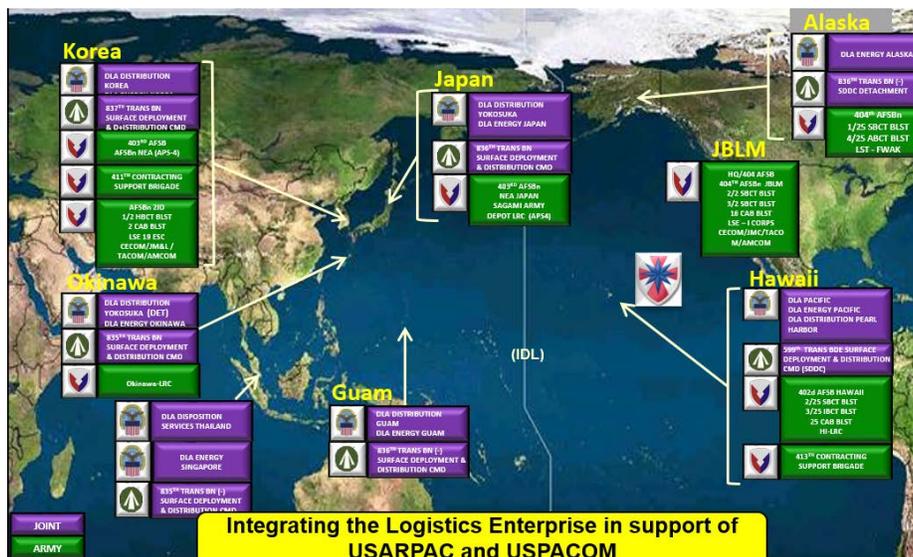
FY17-FY20 would help to better identify and develop nascent, immature U.S. defense investments across the theater that must be reviewed, measured, and maintained. As an alternate resourcing stream, funding for this effort is potentially available via the Southeast Asia Maritime Security Initiative and the Japanese Bank for International Cooperation (JBIC), which can fund sustainment development efforts that fall within the security realm.⁴² TASE would focus on (1) contributing to USPACOM’s projection of power, (2) mitigating risk through a persistent presence, and (3) pursuing emerging areas of engagement.⁴³ Ultimately, this concept enhances support to Rotational Forces through the placement of tested logistics and mission command architectures throughout USPACOM AOR. For example, an initial set of TASE would focus on ship to ship by pulling assets from APS4 to move in, out, and around a port in south and Southeast Asia and eventually utilize CJLOTS in support of a PACFLT CARAT (afloat operation).

Recommendation #4: USPACOM advocates, USARPAC and Theater Enabling Commands (TECs) support an annual Theater Access Sustainment Exercise (TASE) in the Pacific

Standardizing Key Theater Relationships on Global Scale

Our most demanding CONOPS for land component operations involves opening a theater under austere conditions. In the Pacific, the probability of coalition partners contributing will only add to the complexity. Thus, an annual TASE exercise thus becomes that much more important to ensure that sustainers and operators maintain competencies in both the science and the art of theater opening. The existing U.S. joint and service mission command structures are another complicating factor of theater opening. In PHASE 0/Steady State the USPACOM AOR is comprised of two sub-unified commands, each with its own geographic area. For USARPAC, each sub-unified command has an assigned ARFOR, with an additional ARFOR in Alaska and a Corps at Joint Base Lewis McCord. Supporting this Army structure at the National level (See Figure 6) are forward stationed Army Field Support Brigades, Army Contracting Brigades, and a Transportation Brigade (ADCON to HQ Army Materiel Command and OPCON to the U.S. Transportation Command).

Figure 9. Pacific Sustainment Partners



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To synchronize land component sustainment in support of this complex mission command structure is the 8th TSC. The national partners, however, only have a coordinating relationship with the 8th TSC.

Elsewhere, such as in Germany, the 21st TSC has a much more codified mission command relationship with the AMC national partners forward stationed in Europe. Unlike the Pacific, Europe has no standing joint force headquarters, which lends itself to a much cleaner and more easily supportable mission command structure. In the Pacific, however, the AFSB and CSB in Korea are assigned to 8th Army while the AFSB and CSB in Hawaii are assigned to USARPAC. The concern with this construct lies in the fact that each AFSB and/or CSB is more likely to look at problems myopically. Expected to synchronize the theater and speak with one voice – through clear, consistent, and compelling messaging – is the 8th Theater Sustainment Command.

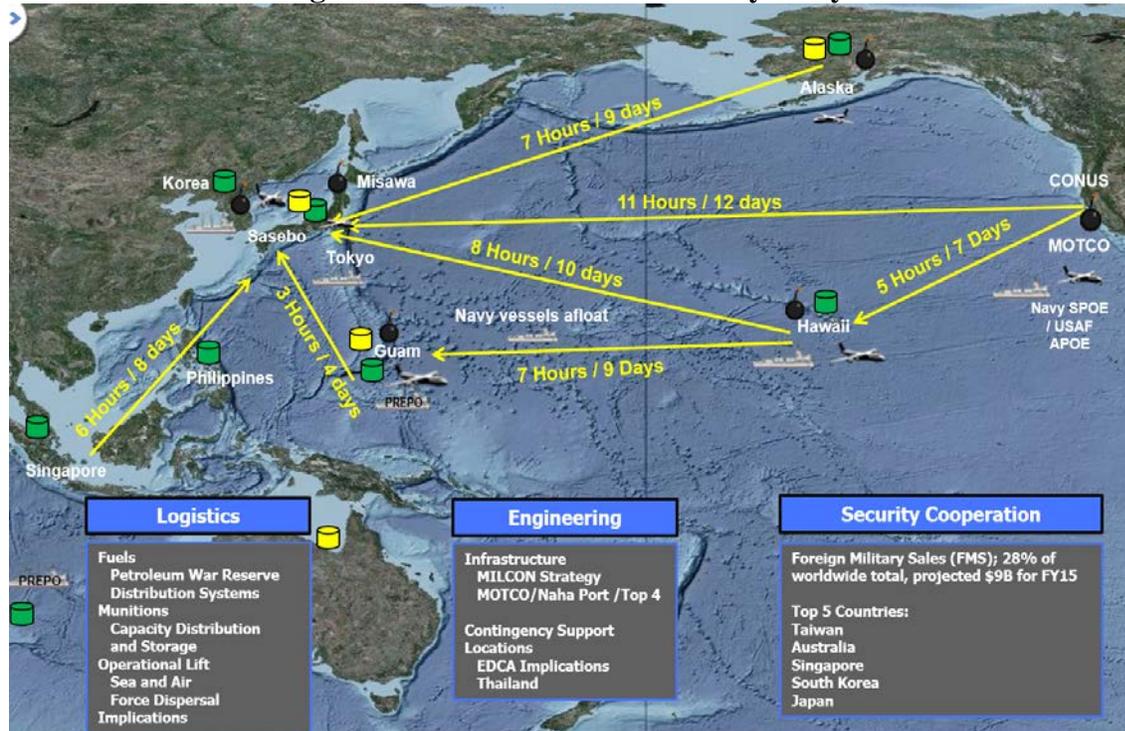
Missioned to integrate strategic, operational, and tactical sustainment across the AOR, the 8th TSC could more effectively accomplish this function by making the Pacific sustainment mission command architecture similar to the structure in EUCCOM; one headquarters setting priorities. While the current relationship suffices in Phase 0/Steady state, history has taught us that strengthening the command relationship between the senior logistics land component headquarters and the forward stationed national partner simplifies planning, setting priorities, executing, and sustaining the warfighter. Logistics Readiness Centers (LRCs), which fall under the AFSB, can no longer comfortably absorb the work orders from units and BCTs due to the resource-constrained environment. This translates into BCTs having to place more emphasis on routinely relying on organic mechanical support. Absent compelling considerations and given the added complexities in the Pacific, the 8th TSC is the right headquarters, especially during longer duration operations, to help AMC deliver more precise outcomes and sustainable readiness. The role the Assistant Secretary of the Army for Acquisition, Logistics and Technology (ASA (ALT)) is vital in terms of its relationship with AMC. Based on the current fiscal environment, these two organizations are dependent upon one another for success and mutual collaboration on operations. Similar to the lessons learned in USCENCOM, by pushing the Program Executive Officer and Program Manager (PEO/PM) community to get involved in the crisis or contingency upfront, there is a better probability for providing materiel solutions for Soldiers. This would also incorporate all of the materiel life-cycle functions such as research, development, acquisition, testing, distribution, supply, maintenance, industrial-base operations and disposal.

Recommendation #5: USARPAC reassesses conditions under which enabling capabilities such as CSBs, AFSBs, and ESCs become OPCON to the TSC; creating interdependence with AMC entities to better collaborate with the PEO/PM community

Back to the Future: Japan and the IDL

Geography plays an important aspect of mission command. Not all units in the Pacific are forward stationed. Those east of the International Date Line (IDL) are no different in many ways to Army units stationed in the Continental United States (CONUS); both are days away from a crisis whether by surface or air movement.

Figure 10. Pacific Sustainment’s Tyranny of Distance



In USPACOM, forward stationed Army forces are located west of the IDL; “the tip of the spear”, based on the strategic positioning enabling reaction to crisis in hours, instead of days. Geography, along with two sub-unified commands, is a central tenet to the earlier argument to enhance the delivery of Army and joint sustainment effects by streamlining the mission command relationship between the 8th TSC and AMC forward stationed and Hawaii based units. Identifying where the 8th TSC executes its mission is yet another aspect of geography that should be explored.

If and when crisis occurs in the Pacific, from its current Main Command Post (MCP) on the island of Oahu, the 8th TSC headquarters synchronizes and controls theater sustainment. However, another island – which plays a major role in most U.S. operations (steady state or crisis) – is one of five U.S. alliance partners in the Pacific: Japan. Serving as an ISB and key logistics hub in support of all U.S. military operations post-WWII and located west of the IDL, our alliance partner is strategically located to influence U.S. OAs across the Indo-Asia-Pacific region. As recent as 2007, the U.S. ARFOR in Japan (US Army Japan) consisted of a reserve component Theater Sustainment Command. With the organization and activation of I Corps forward in Japan in 2009, this capable headquarters covered our alliance and responsibility to defend Japan. The remaining mission, not excluding numerous bilateral engagements, is linked to logistics bases and hubs in mainland Japan and Okinawa. It only makes sense

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for USARPAC and USPACOM, to include DoD and U.S. State Department, to consider the political ramifications of pursuing a stationing action with our ally. From an operational standpoint, having the land component TSC situated west of the IDL would synchronize sustainment from the AOR's most capable and important ISB, as well as nest with one of our most capable alliance partners. This is a logical sustainment solution both strategically and operationally.

Going *back to the future*, where the ARFOR in Japan is dual hatted as a TSC, is an innovative approach to delivering readiness. This posture initiative currently lacks fidelity by design, however the TSC believes it could enhance options in terms of (1) crisis response, (2) sustainment mission command of Army capabilities west of the IDL, and (3) the synchronization and coordination between CONUS, the theater ISB, and crisis hot spots. Greater strategic positioning equates to greater sustainable readiness. By posturing and testing readiness west of the IDL, rapid transition to crisis is enhanced; and by shortening delivery times and capability during crisis, there is a reduction of the burden on the tactical operator in theater. In doing so, the TSC can (1) reaffirm its role as the lead joint integrator of sustainment in the Pacific through Total Force Integration, (2) enable access to prepositioned stocks, (3) challenge assumptions with regard to A2/AD, (4) provide direction to Army units conducting joint security operations; and (5) champion joint logistics innovation and Logistics Civil Augmentation Program (LOGCAP). Perhaps, this opportunity is worth a revised look.

Recommendation #6: USARPAC provides options to USPACOM for re-stationing 8TSC and reflagging USARJ to 8TSC/USARJ

Long Term (FY22-25)

Our Processes: “Busting the Paradigm”- Making Joint Sustainment Integration a Reality

Once the TSC develops sustainment leaders at every echelon and shifts its sustainment OAs to a more expeditionary focus, the momentum required to refine outdated structural processes for Pacific theater sustainment can occur. The recent launch of the new Maritime Security Initiative in June 2015 unleashed the potential for up to \$425 million worth of additional funding to improve the regional architecture of the Indo-Asia-Pacific.⁴⁴ This funding is likely to be either positively or negatively influenced by the new President's budget in FY17, as well as competing policy concerns. So what? In order to precisely identify and prioritize joint needs in terms of equipment, logistics, and training- there is a demand signal triggered for the Pacific TSC to appropriately align with the JLEnt. That said, how should the TSC innovatively and dramatically increase this relationship to ensure fluid communication and nested processes to better synchronize sustainment actions across the AOR? This will undoubtedly take time, but the path to joint sustainment integration must first be paved. In its simplest form, *this process* or alignment is best optimized in the form of the Joint Logistics Command (JLC), or doctrinally speaking, a Joint Sustainment Component Coordinating Command (JSC³). ATP 3-94 states that as “the senior logistics headquarters in the Pacific the combatant commander may designate the TSC as a joint command for logistics.”⁴⁵ The critic or cynic may counter, “*What is currently broken?*” or “*Why do we*

need it?” or even “This is nice in theory, but how would this ever work in practice?”⁴⁶ The Pacific TSC believes these all serve as valid questions and each will be addressed below in order to pave the way toward synchronizing sustainment efforts across the AOR and provide maximum capability to the supported commander.

Why a Joint Sustainment Component Coordinating Command (JSC³)?

A Joint Sustainment Headquarters making decisions on behalf of the JFC, which impacts other Services, is necessary for the following reasons, among others:

- 1) Over the last decade, the velocity of contact (crisis and contingency) has significantly increased in the Pacific
- 2) DoD affordability, as it spreads cost amongst all the Services
- 3) Exterior lines will dominate future Pacific logistics

The manner in which any command conducts its processes to ensure unity of effort generally depends on the manner in which it internalizes and defines its specific core warfighting function. For this headquarters, that function is not solely logistics – it is sustainment. In the absence of either a MP or Engineer Command at the GO-level (all in the reserve component) the TSC must perform this as part of the warfighting function of sustainment.⁴⁷ For the Pacific TSC, this requires integration and synchronization across the greater JLEnt. When assigned by USPACOM or USARPAC, the TSC remains responsible for providing 22 of the 29 Army Support to Other Services (ASOS) and USG agencies, to include Common User Logistics (CUL). Optimizing partnerships to accomplish these challenges, among others, require the TSC to incorporate academia and the defense intellectual community to further align the JLEnt. Focused targeting with the JLEnt (DLA, USTC, and AMC) and Industry partners increases the TSC’s commander’s ability to make informed sustainment recommendations to the JFLCC. This necessity is likely to come to fruition during simultaneous and/or large-scale crises, operations, or contingencies. This begs the question: Should we not train as we fight? Ultimately, the value of joint logistics is in its ability to sustain joint readiness and achieve.⁴⁸:

- (1) Unity of effort**
- (2) Domain-wide visibility**
- (3) Rapid and precise response across theater**

Few disagree that the effective delivery of logistics support is essential to the JFC, the ultimate customer. The challenge is reaching common agreement and understanding on the purpose of joint logistics. Joint logistics is necessary because the services seldom have sufficient capability to independently support the JFC. Logistics synergy gets more out of our combined resources than the services can perform individually. There is a high price to pay for inefficiencies at the strategic or operational levels – and yet, the operational level (i.e. the Pacific TSC) is where the JFC synchronizes and integrates its joint operational requirements. Effective joint logistics depends on clear roles, accountabilities, and relationships among the global stakeholders within the joint logistics domain. By leveraging and maintaining a coordinating relationship with the greater JLEnt, the TSC can guarantee more precise outcomes with cross-domain synergy. In the Pacific, the JSC³ serves as a sustainable

solution because it ultimately enables the reciprocal exchange of logistics supplies, support, and services (LSSS) and optimizes logistics readiness at the best, most effective value.

While these all serve as supporting evidence as to the value of the JSC³, arguably the most critical coordinating component of this entity lies within the relationship it would maintain with the Pacific Deployment and Distribution Operations Center (PDDOC). While the USPACOM J-3 serves as the theater's joint deployment process owner (JDPO) and is responsible for maintaining the theater's capability for rapid and decisive military force power projection- the PDDOC remains the single coordination and synchronization element that manages distribution operations. To that end, the senior logistician should be deeply involved in each of the planning functions that assist the logistics portion and/or supplement a plan in order to best support the CDR's strategic context, assumptions, global priorities, and missions. Normally, the PDDOC would be embedded under the direction of the USPACOM J-4; however, JP 3-35 states that this entity may be established, tailored, and structured as appropriate for each theater within an organization below the Geographical Combatant Command (GCC) level. In order for the PDDOC to synchronize the strategic to operational movement of forces and sustainment into theater, there should be a designated conduit for providing advance notice to the GCC's air and surface theater movement C2 elements. Filling the billet for the PDDOC Lead should be broadened to all the Services. In 2015, the USCENTCOM J4 approved sourcing for the PDDOC to derive from the Joint General Officer Management Officer (GOMO) within the Pentagon; essentially to avoid the bouncing back and forth of this requirement between DLA and USTRANSCOM.⁴⁹

The JSC³ serves as a potential fusion center which could track PDDOC requirements and incorporate its capabilities into their staff functions. In concert with the USPACOM Commander's overall priorities, and on behalf of the COCOM, a study could drive the PDDOC's ability to coordinate common-user and theater distribution operations above the tactical level. For example, in crisis, should the TSC own the PDDOC Forward? Could the TSC execute a daily deployment and movement board, similar to how the 1st TSC operates in CENTCOM? A study analyzing these types of questions could further provide greater value in generating sustainment options for the Joint Force. Following this study, there might be further credence paid to opportunities where enhanced sustainment integration and coordination efforts could occur through the JSC³.

Recommendation #7: USPACOM conducts PDDOC study to identify current operational shortfalls and opportunities to improve through the TSC's joint sustainment integration and coordination efforts.

A Scalable, Evolving Progression

Where does doctrine support any necessary authorities required for a JSC³?

The TSC is the lead integrator and synchronizer for common user logistics (CUL) at the operational level. This doctrinal purpose is to streamline the communication of sustainment demand signals and requirements between the tactical warfighters, strategic, and enterprise partners.

The Pacific TSC commander is dual hatted as USARPAC's DCG-Sustainment. The influence of the "S" reaches into the Joint Force Land Component Commander (TJFLCC). That said, the JSC³ "does not necessarily have to own it, to influence it."⁵⁰ The JSC³ leverages its authorities thru the JFC by coordinating relationships with the JFLCC, the division, corps, and ARFOR commands across USPACOM.

Based on the situation, Title 10 authorities enhance or inhibit joint commanders' ability to penetrate the theater stocks of one service component in order to "borrow a cup of sugar" when another service requires something the first service possesses. Thus, there remains a continual battle between the services over who controls and directs the transfer of capabilities that otherwise would follow the normal service supply chain and fiscal accountability. JP 4-0 tends to both over-functionalize and dilute the authority inherent to combatant commands. Other effective ways to coordinate and/or receive specific authorities over OPCON forces is to ensure greater cross-servicing efficiencies (through plans, orders, and ISSAs) with the creation of "fusion cells" (i.e. JLC-E, see below) to collaborate and assist the joint force commander in directing or coordinating cross service logistics. As expected, these methods often require much negotiation and prior planning to achieve. However, the joint community routinely encourages methods of coordination and collaboration versus relying on "legal remedies" to determine who rules logistics in theater. In this respect, "direct liaison authorized" or appointing coordinating authority is likely to prevent any unintended consequences that accompany CCOM DAFL.

Finally, as per ATP 4-94, paragraph 1-25, the joint deployment distribution operations center (JDDOC) may be located in the TSC to facilitate any necessary coordination.⁵¹ The TSC is also the assigned entity to establish links with Military Surface Deployment and Distribution Command, Military Sealift Command, and Air Mobility Command to coordinate seaport and aerial port operations, as well as maintain visibility of movements throughout the theater.⁵² These links could be defined as LNOs in the form of the PACAF A4, COMPACFLT N4, MARFORPAC G4, USARPAC G4, etc. Finally, when deployed, Army Field Support Brigades (AFSBs) are typically OPCON to the TSC or ESC.⁵³

Arguably in the Pacific, these AFSBs remain forward deployed, which counters a fundamental criticism of the JSC³ concept. This all leads to a bigger fundamental question: "If by doctrine, we task organize in this manner during "the fight", why would we not find a way to do it every day?"

How would the TSC man, train, and eventually, operate as a JSC³?

JSC³ Manning: The JSC³ construct is designed to be flexible, allowing the USPACOM Commander the ability to tailor the organization and processes, which best address various challenges within the AOR.

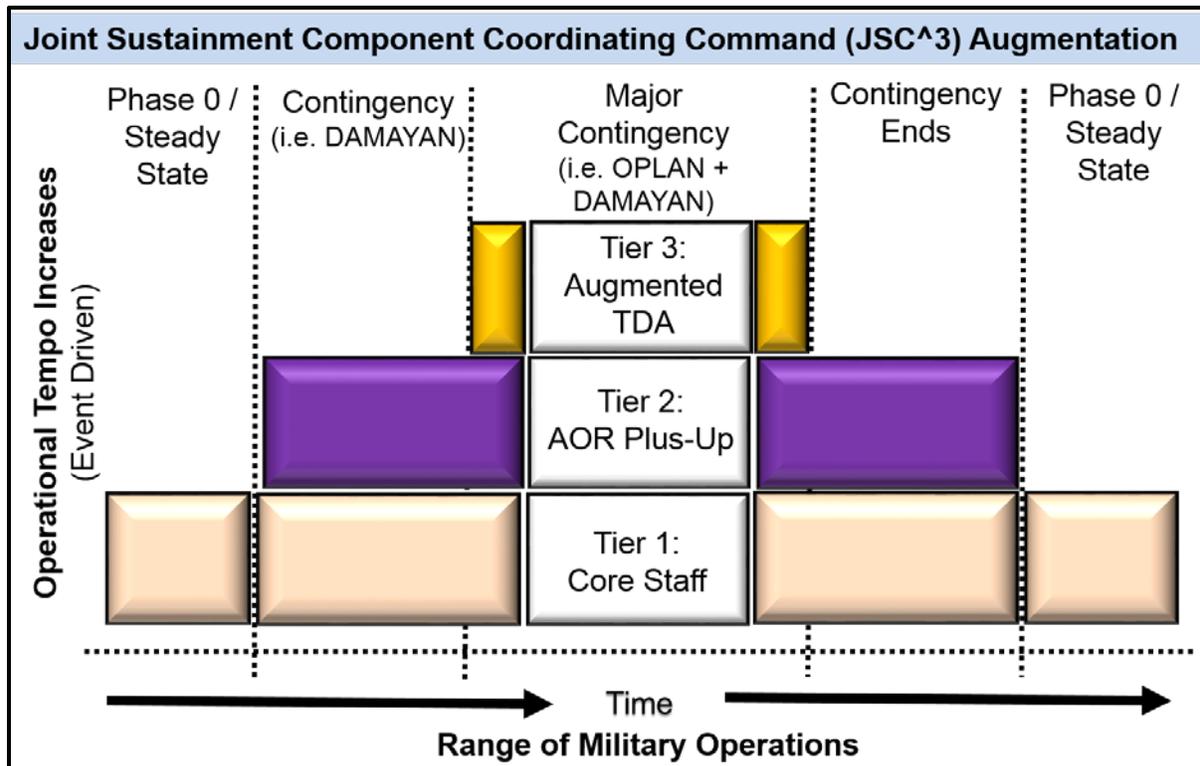
The specific manning requirements could be reflected with a scalable capability, consisting of three Tiers:

Tier 1: the "Core" to support routine operations, which consists of the standard TSC TDA

Tier 2: the "AOR Plus-Up" to meet increased requirements, which consists of additional LNO billets from the Services and national partners

Tier 3: the "Augmented TDA", ICW 12304b, as arranged with the Services, supporting commands (i.e. USTRANSCOM) and defense agencies (i.e. DLA) for requirements that exceed available manning and expertise in the AOR.

Figure 11: Manning the conditional JSC³



During crisis, the TSC becomes the JSC³ and a JMD is established. Mission command would flow from USPACOM, to the JFLCC, to the JSC³. Additionally, the TSC is authorized an additional General Officer billet at the one-star level.⁵⁴ Under the JSC³ construct, this is precisely where the 311th ESC Commander or AMC-Forward SES could then be dual-hatted as the Deputy Commander of the TSC, doctrinally serving as the Forward Command Post.

Furthermore, the USPACOM J4 is a staff principally responsible for joint policies and procedure.⁵⁵ There is no sub-element under their control to manage command and control for logistics, besides the service components. This further feeds the problem based on the scenario, because four service headquarters operate independently to achieve the same mission for operational logistics. In essence, the J4 staff is forced into becoming operators, which impacts their ability to focus on policy and the Joint Force. The J4 sets USPACOM logistics priorities and has the ability to direct actions in various administrative practices, but would interface with the JSC³ in a unique, sensible manner through delegating management of J-LOGCOP, B2C2WGs, and the PDDOC to the TSC (or JSC³) on their behalf. The JSC³ could easily assume the roles and responsibilities tied to the PDDOC and J-LOGCOP during Phase 0 with 2-3 Service “suitcase staff” representatives assigned to the Services, but maintaining duty at 8 TSC. This also would enhance the Army’s ability to plan for and execute required ASOS responsibilities and/or coordinate for another Service to leverage existing capabilities, when required.

In a wide array of discussion with joint partners across the Pacific in November 2015, the services (USARPAC G4, MARFORPAC G4, COMPACFLT N4, and PACAF A4) agreed that an effective JSC³ would require some form of JMD-like structure in order for Steady State/Phase 0

continuity. The Services also collectively expressed a willingness to support JMD changes, provided the additional manning did not originate from their headquarters. Coincidentally, these same partners reached a consensus that they would be open to the reallocation of current LNO-support to the TSC, or JSC³, on a conditional basis – in lieu of the J4 – provided that there is no duplicate manning requirement.⁵⁶ In effect, the JSC³ would become the reporting mechanism for all sustainment activities in theater. To further supplement this responsibility, the PDDOC, which is a separate entity, would need to report to the TSC, or JSC³, as stated earlier. This would mirror the way the CDDOC currently operates in CENTCOM. This would also prevent “breaking glass” in crisis. If you simply attempt to create another layer of coordination without first evaluating its merit, the effort is likely to fail because few, if any, will know how the JSC³ role and responsibilities truly work.⁵⁷

That said, how would the Pacific TSC begin? This process starts small, through increasing touch points with both Joint LOGCOP and the PDDOC. Next, processes could evolve based on how this specific TSC entity proves its value over time. In essence, a small, low-level coordination cell within the TSC would conduct a specific function, task, and purpose – such as maintaining daily visibility on deployment and distribution to begin the process of information flow. Initially, this cell would align sustainment actions, mostly green in nature due to Army support to other services (ASOS) requirements. Once service and enterprise partners began to understand the daily requirements for specific information provided to this coordination cell, it could naturally flow data points to the TSC commander. As a result, in a time of crisis or even a conditional implementation of the JSC³, this information flow would not change. The size of the cell could expand into either a scalable, temporary, or full-fledge, permanent entity in the form of a standing COIC running Theater Sustainment Boards, Bureaus, Centers, Cells, and Working Groups (B2C2WGs) during crisis.⁵⁸ In conjunction with Operational Planning Teams (OPTs), this process makes staff coordination more routine and facilitates monitoring, assessment, and planning across the three event horizons (current operations, future operations, and future plans). One of the primary advantages to this initiative is that if the creation of the JSC³ does not achieve the desired effects of the combatant commander, there is no additional or infrastructure requirements incurred.

However, the role and relationship of the PDDOC remains vital in coordinating common-user and theater distribution operations above the tactical level. As a jointly staffed organization, manning the PDDOC is a shared responsibility, and the sourcing of position fills will vary across AORs.⁵⁹ Ultimately, the PDDOC operation directly affects the planning, coordination, and execution of the CUL.⁶⁰ Resourcing the PDDOC addresses potential deployment and distribution problems through enhancing coordination of available theater logistical support capabilities. Resourcing also furthers collaboration and reach back to organizations critical to operational missions throughout the Pacific. Current processes remain stove piped, lack flexibility, and responsiveness. Sustainment integration and interoperability must move beyond improvisation and reflect the required logistics specialties and numbers, to include resourcing of applicable joint manning documents. This would further the potential for a single point of contact for logistics and other support in order to enable visibility, coordination, and communication to help satisfy the supported commander’s requirements.

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Using a historical example, in the USCENTCOM AOR, the successful initiative and implementation of the CDDOC addressed challenges created by the *ad hoc* nature of the distribution pipeline during the early years of OIF. Some of those challenges included:

- Disjointed Service-component coordination of distribution into theater and onward
- Retrograde operations
- Command and control of reception and staging
- Land transportation of arriving/departing forces
- Multiple Service component and agency points of coordination.⁶¹

All of these same concerns remain formidable challenges across the USPACOM AOR. Therefore, resourcing key components of the JSC³, such as the PDDOC, is vital.

Recommendation #8: GCC, ICW USTRANSCOM, DLA and the T-JFLCC enhanced mobility section **reallocates** additional billets to the PDDOC.

Moving Toward Precise Outcomes: JSC³ Training and Execution

Typically, service components train and supply their own force. However, in the Pacific, ongoing OAAs challenge this paradigm. With Pacific Pathways, an Army-centric series of exercises linked together, the USPACOM Commander has recently seized opportunities for the elements of the joint community to train together, utilizing Pathways as a cost effective means of moving equipment and supplies.

There are three ways the TSC of the Pacific is setting the conditions to train, evolve, and eventually conduct operations as a JSC³. First, the TSC already exhibits the ability to formulate value-added, proven Joint Logistic Coordination Elements (JLC-Es). The Joint Logistics Coordination Element is a small team of subject matter experts from the TSC that varies in scope, size, and duration to plug directly into the Joint Task Force's J4. While the JLC-E is not a new concept, these packages can form quickly, task organize under the JFC, synchronize, and establish priority support requirements. The JLC-E also fosters coordination with strategic enterprise partners, maintains access to contract and commercial support, and advises on tracking systems to prioritize logistics requirements. Finally, the JLC-E unencumbers and enables the JFC or ARFOR commander to focus on other operational objectives by harnessing the combined power of the TSC. For example, in May 2015, JTF 505 requested a JLC-E from the TSC in support of the Nepal Earthquake humanitarian relief effort, which proved to be decisive in prioritizing support requirements. As an assessment-type element, what is missing in terms of expeditionary capability is the joint logistics operator.

This operator capability is currently being developed through the USARPAC G4, who is conceptualizing the Joint Expeditionary Support Group (JESG). This cohort of sustainment professionals with the skills, knowledge, and ability would work in conjunction with the SDDC, focusing on operational and port requirements to enable coordination with the basing, contracting, and linkup required “as the ship is pulling in.”⁶² This JESG element would become the link between the vessel and the unit arriving, essentially linking them together.

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Together, the JLCE (assessor) and JESG (operator) serve as scalable, lead echelons of the larger JSC³ (or Pacific TSC) in Phase 0. Based on the scope and duration of the operation, these elements may increase or decrease in size (or even combine into one element to free up manning constraints) with on the ground C2 evolving from a Major to a Colonel and if necessary, a General Officer. Together, the JLCE and JESG stick their nose in the problem, resolve the immediate effects of what is transpiring, and when necessary, report back to the JSC³ to request help when, or if, the situation gets wildly out of control.

Finally, with assessors and operators in place throughout the AOR, reporting back to the JSC³, the process that could be easily inherited, monitored, tracked, and managed at the TSC level is the Joint Logistics Common Operating Picture (JLOGCOP). Transferring this functional process would, at the very least, further ensure synchronization and coordination of ASOS/EA related tasks and responsibilities in support of the Joint Force Commander.

Recommendation #9: USPACOM transfers J-LOGCOP functions to the 8th TSC and **directs** service components to continue resourcing.

When would the USPACOM commander receive value from this JSC³?

In a vacuum, the USPACOM commander would achieve synergy in his sustainment processes when roles, responsibilities, and authorities collide for the JSC³ in a given event cycle in the AOR. However, if this employment depends on ideal conditions and alignment, it is likely to never be employed. One could make the argument that if the JSC³ is not scalable, it will be challenging to build, train, and exercise. This is where the JLCE, JESG, and the forward deployed AFSB serve well as initial sensors which can anticipate where the friction will come from and respond by reaching back to the JSC³ to surge capabilities. For the USPACOM commander, the JSC³ also provides an option to “pull off the shelf” during a “Black Swan” scenario or in simultaneity (i.e. 593rd and 19th ESCs both fully engaged).⁶³ In this situation, the JSC³ displays immediate value as a leveraged optimized mission command capability at decisive points across theater. Ultimately, the USPACOM commander could employ as he sees fit, assign appropriate roles, responsibilities, and authorities as required to respond to any given event cycle.

Has this JSC³ concept previously been pursued and if so, did it prove successful?

The concept for a Joint Logistics Command, or in this case, Sustainment Command is not new. From a historical standpoint, the structure, effectiveness, and longevity of this concept has varied. In the last 10 years, the 19th ESC attempted to operate as a Joint Logistics Command in Korea- but this experiment ultimately failed for a variety of factors. Among these factors was the inability for the 19th ESC to perform the full scope of its mandated Title 10, ASOS tasks - hindering its ability to take on a greater role and responsibility as a joint logistics command.⁶⁴ One could argue that multiple variables - such as time, duration, resources, and the operational environment – dictate the viability of this concept.

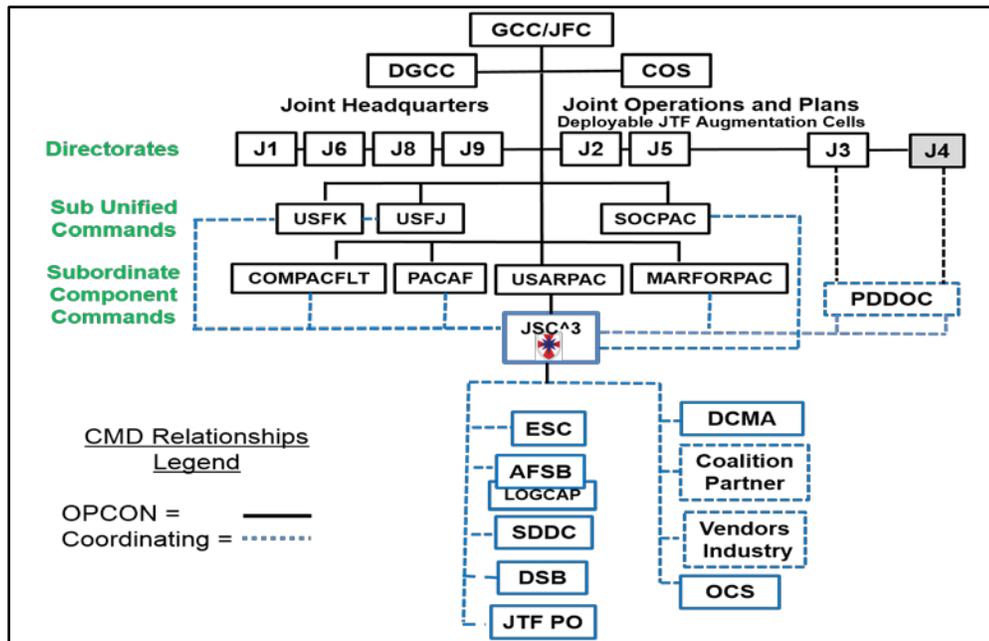
However, both the Australian and Canadian militaries utilize joint logistics commands with effective, precise results. In recent years, the joint logistics command concept has proved its value with either its implementation or absence in real-world events such as Operation UNIFIED RESPONSE (Haiti Earthquake, 2010), Operation DAMAYAN (Philippines Typhoon Haiyan 2013), Operation UNIFIED ACTION (Ebola Crisis 2014), Operation SWIFT RESPONSE (USAREUR multinational exercise, 2015),

and Operation SAHAYOGI HAAT (Nepal earthquake, May, 2015). In many of these instances – while logistics shortfalls typically were addressed with the assistance of the greater JLEnt – longer duration or simultaneous events prove problematic for the tactical logistics operator on the ground without an operational link to the strategic enterprise. Each of the service components in the Pacific (MARFORPAC, PACAF, COMPACFLT) concur with this point.⁶⁵

Regardless, the one point universally accepted by our service components is:

The JSC³ presents a feasible, acceptable, and suitable joint sustainment option for the USPACOM Commander’s to employ as a response to potential contingencies or operations that await his Joint Force.

Figure 12: Conceptual JSC³ organizational support structure



Conclusion

The “*New York, New York*” approach to sustainment planning in the Pacific consists of planning to sustain the desired force. This maxim is necessary because when the *realistically available* force is applied, logisticians remain fixated on sustaining the desired force. In other words, this is essentially the principle that, “If you can make it here, you will make it anywhere.”⁶⁶ However, overcoming the Army Warfighting Challenges for the future and adapting to strategic uncertainty requires Pacific sustainment to rely upon means outside of the traditionally superior U.S. industrial base, which the Services own. In the past, this base, along with robust research and development capabilities provided units with a decisive edge over adversaries. However, material solutions alone will not provide the decisive edge to “prevent, shape and win” in the Indo-Asia-Pacific.

In 2013, General Brooks expressed the need for the Army of the Pacific to branch out from its traditional service parochialism: “The only thing we should be looking for is complementarity.”⁶⁷ Real world scenarios, such as coordination issues that arose following a typhoon in Saipan in August 2015, support this view. Following the typhoon, the 7th Engineer Dive Team from the TSC was called upon to recertify the local ports in support of disaster relief operations. Based on the lack of dedicated strategic lift assets for HADR, critical Dive Team equipment was forced to travel by surface, resulting in a response time of 19 days. Eventually, an opportunity to transfer the appropriate, on-hand equipment from a forward stationed Coast Guard unit directly to the 7th Dive Team provided enhanced operability and shortened any additional delivery time. This singular example highlights operational limitations that must change. It also raises the question as to where and how a possible Theater High Speed Vessel (THSV) might make a substantial difference within the AOR.

Leveraging the immense capabilities of commercial assets available from allies and partners is becoming increasingly routine. These capabilities already exist, but lack a primary synchronizer to ensure this process is done correctly, with oversight and management controls provided by an operational command, government contracting organizations, or military staffs. As a Theater Enabling Command, the 8th TSC understands that it is charged with not only providing a responsive, redundant, and resilient solution to strengthen the land component, but it must also continually look at innovative ways to repurpose capabilities for the JFC. **This vision** highlights available opportunities that will assist our Joint Force in maintaining the competitive advantage over potential adversaries, despite operating in an environment of diminishing resources and increased operational costs. As this headquarters continues to *evolve and conduct greater sustainment synchronization and achieve sustainable readiness to win in a complex Indo-Asia-Pacific Region in 2025 and beyond* – clearly, function should drive the TSC’s future structure. Therefore, **developing sustainment leaders at every echelon, setting the theater with an expeditionary focus, and establishing the capability as a Joint Sustainment Component Coordinating Command serves as the formula to attack this specific regional problem set.** In order to best execute this blueprint, *Pacific Sustainment 2025* requests the following support from the Department of the Army and its higher headquarters:

PACIFIC SUSTAINMENT 2025

- **USPACOM advocates** the Young Alaka'i Leader Development Program as a joint program that serves mid-career, JIM-C leaders across the Pacific AOR; **TRADOC accredits** through Army University; and **HRC designates** an Additional Skill Identifier (ASI).
- **USARPAC ICW Human Resources Command partners** with Pacific-focused programs of study for Senior Service College and **increases** continuity, time on station, and cross-service coordination for key Pacific LOG positions.
- **USARPAC supports** and **DA3/5/7 approves** 8 TSC MOB TDA.
- **USPACOM advocates, USARPAC and TECs support** an annual Theater Access Sustainment Exercise (TASE) in the Pacific
- **USTRANSCOM** allocates additional billets to USPACOM PDDOC.
- **USARPAC provides** options to **USPACOM** for re-stationing **8TSC** and reflagging **USARJ** to **8TSC/USARJ**.
- **USARPAC reassesses** conditions under which enabling capabilities such as CSBs, AFSBs, and ESCs become OPCON to the TSC; creating interdependence with AMC entities to better collaborate with the PEO/PM community
- **USPACOM** conducts PDDOC study to identify current operational shortfalls and opportunities to improve through the TSC's joint sustainment integration and coordination efforts.
- **USPACOM transfers** J-LOGCOP functions to the 8th TSC and **directs** service components to continue resourcing.

As the problem currently lies, JFCs remain encumbered with uncoordinated logistics, parochialism, and disconnected, ambiguous messaging regarding sustainment priorities. "Logistics must happen first or maneuver cannot occur".⁶⁸ and logistics cannot occur without assured access to global commons, along with the ability to gain and maintain access to denied areas. To increase the probability of continued access, our JIM-C and unified action partners must be engaged and integrated within our sustainment organizations in order to mass elements of both national and regional power.

Reverse EXSUM – Nine Actions, Nine Years

The very idea of strategy hinges on predictive claims about cause and effect. What kind of actions or conditions will likely produce what kinds of outcomes? The 8th TSC has identified three additional focus areas with associated recommendations for action, which will fill current service and joint operational challenges in dramatic and innovative ways for the Army and Joint Force as a whole. These focus areas, which best optimize overall sustainment readiness, basing, and capabilities in the Pacific AOR, consist of:

Our People: Developing Sustainment Leaders at every echelon

USPACOM advocates the Young Alaka'i Leader Development Program as a joint program that serves mid-career, JIM-C leaders across the Pacific AOR; **TRADOC** accredits through Army University; and **HRC** designates an Additional Skill Identifier (ASI).

Purpose:

- Invest in the careers of sustainment professionals faster, earlier, and with greater frequency; provide operational experiences that prepare each for their current responsibilities and future assignments
- Produce outputs of (1) better holistic understanding, (2) enhanced interoperability and (3) greater transparency between mid-career sustainers across the Pacific
- Builds more cohesive teams with the right mix of knowledge, skills and attributes to strengthen our Army and Joint sustainment community

USARPAC ICW Human Resources Command partners with Pacific-focused programs of study for Senior Service College and **increases** continuity, time on station, and cross-service coordination for key Pacific LOG positions.

Purpose:

- Position the right personnel, with the right level of expertise, in the right billet, at the right time, to conduct Pacific theater operations and planning
- Partner with ICAF's Long Term Strategy course for LOG Senior Service College attendees headed to the Pacific in order to research current Indo-Asia-Pacific problems and identify sustainable solutions prior to arriving to follow-on Pacific assignments
- HRC changes assignment patterns to retain expertise by moving key logisticians from ESCs / ARFORs / Corps headquarters to ASCC and TSC in Hawaii.

USARPAC supports and **DA G3/5/7** approves 8 TSC MOB TDA.

Purpose:

- Counterbalance HQ reductions and grade-plate rollbacks.
- Commands are required to plan for mission expansion to support AOR operational requirements.
- In the past, 8TSC deployed a FCP to Korea and during this deployment of the forward command, several capability gaps in various staff functions were identified; to offset, the TSC will leverage the reserve component
- 8TSC is prepared to request reserve forces through 12304B to augment the HQ during planned exercises, as well as assist 79th Sustainment Support Command (SSC) in Los Alamitos, CA to transition to a TSC from the ground up.

PACIFIC SUSTAINMENT 2025

Our Posture: Set the Theater with an Expeditionary Focus

USPACOM advocates, **USARPAC** and **TECs** support an annual Theater Access Sustainment Exercise (TASE) in the Pacific

Purpose: TASE focuses on contributing to USPACOM's projection of power, mitigating risk through a persistent presence, and pursuing emerging areas of engagement.

- An initial set of TASE would focus on ship to ship by pulling assets from APS4 to move in, out, and around a port in South/Southeast Asia and eventually utilize CJLOTS in support of a PACFLT CARAT (afloat operation).
- The steady state of TASE focuses on the four equipment sets currently being negotiated by the whole of government.
- Improved, annual sustainment exercises which stress the staffs from the GCC down to the ESC level would examine scenarios designed to stress distribution and supply chain models which foster independence of the service component logistics elements (JLEnt)

USARPAC reassess conditions under which enabling capabilities such as CSBs, AFSBs, and ESCs become OPCON to the TSC; creating interdependence with AMC entities to better collaborate with the PEO/PM community

Purpose: Empower TSC to speak with one voice; using clear, consistent, compelling messaging

- Would codify and streamline the ability to routinely pull the National Partners into the theater in order to achieve precise joint sustainment effects.
- OCSIC or JTSCC (JP 4-10) works for the operators (TSC) in long duration scenarios
- Integrate theater strategic level down to tactical level by removing ad-hoc AFSB reports; AFSBs maintain blast teams to surge capabilities, but currently lack large formation of troops to come sustain formations over long duration

USARPAC provides options to **USPACOM** for re-stationing **8TSC** and reflagging **USARJ** to **8TSC/USARJ**.

- Provides robust mission command sustainment element forward of the IDL
- Co-located and integrated with host national partners ISO operations beyond PH 1
- Natural geostrategic, pivot point to reinforce and support SE Asia

Our Processes: Army Sustainment Integration and Making Joint Sustainment a Reality

USPACOM transfers J-LOGCOP functions to the 8TSC and **directs** service components to continue resourcing.

- Ensure synchronization and coordination of ASOS/EA related tasks and responsibilities in support of the Joint Force Commander

USPACOM conducts PDDOC study to identify current operational shortfalls and opportunities to improve through the TSC's joint sustainment integration and coordination efforts.

- OPT can develop decision points, JMD, and specific authorities for the JSC³
- "Train as you fight: ATP 4-94 - "A JDDOC is located in the TSC distribution management center (DMC) to establish links (LNOs) to SDDC, Sealift Command, and Air Mobility Command
- CDDOC reports to TSC in CENTCOM, and could be tailored and scalable to the Pacific TSC for no other reason than to prevent "breaking glass" in crisis.

GCC, ICW USTRANSCOM, DLA and the T-JFLCC enhanced mobility section **reallocates** additional billets to the PDDOC.



The Joint Sustainment Component Coordinating Command The Pacific JSC^3

What it isn't: Not a standing HQ; does not replace or replicate component or functional sustainment roles, missions, and functions.

What it is: A headquarters formed in crisis by PACOM to synchronize the JLEnt with more precise outcomes; **“an ounce of C2 is worth a pound of labor”**

Focuses on Unity of Effort, not Unity of Command

Conditional:

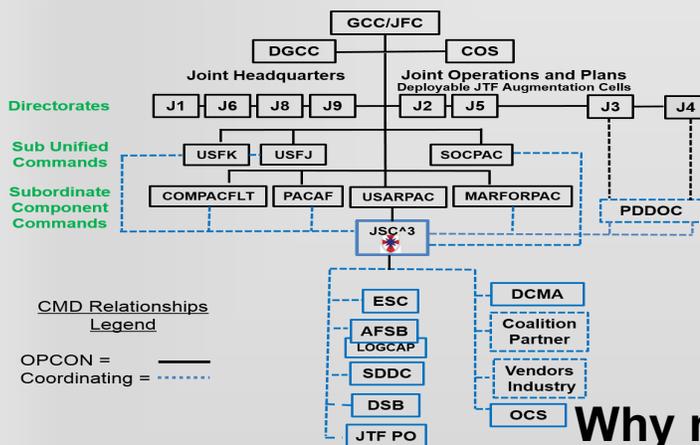
Roles and Responsibilities as designated by PACOM

Potential Considerations

- ◆ During HADR operations, when JTF is established
- ◆ KTO/JTO is established
- ◆ Elements of CONPLAN activated involving Joint Force

Realm of Possible:

- ◆ Senior Integrator for Pacific Logistics
- ◆ Synchronizer of the PACOM JLEnt
- ◆ Collaborates across JIIM and Industry
- ◆ Ensures Inclusive Assessments of Cross Domain Synergy
- ◆ JSCC forms quickly
- ◆ Optimizes Theater LOCs
- ◆ Trains during Joint Exercises
- ◆ JSCC does not own capability – it coordinates solutions



What can we expect?

- Exponential increase in information flow
- Intermodal efficiency
- More inclusive
- Increased customer expectations for rapid/precise output

Why now?

- ◆ Supports Maritime Security Initiative
- ◆ Velocity of contact (adversary or HADR) significantly increased past decade; need TSC now more than ever
- ◆ DOD and Army have moved to exterior lines of communication
- ◆ Provides experienced lens to required outcomes decisive operations

Guiding Documents: This paper is developed with several strategic guiding documents in mind. These initiatives and documents include, but are not limited to: The Capstone Concept for Joint Operations (CCJO), the Joint Concept for Logistics (JCL), Joint Operational Access Concept (JOAC), TRADOC's 2014 Army Operating Concept (AOC), the Army's Sustainable Readiness Model (SRM), USPACOM's Theater Campaign Plan, USARPAC's Theater Campaign Support Plan, and the Department of the Army G4 2015 Logistics Planning Guidance.

Terms of Reference: provided to ensure common understanding and standardization of frequently used terminology offered throughout this document.

- **Anti-Access:** Those capabilities, usually long-range, designed to prevent an advancing enemy from entering an operational area. (Joint Operational Access Concept)
- **Area-Denial:** Those capabilities, usually shorter range, designed not to keep an enemy out but to limit his freedom of action within the operational area. (Joint Operational Access Concept)
- **Common User Logistics:** the interchangeable logistics in common use by two or more nations or Services of a nation. (JP 4-0)
- **Complex Environment:** one that is not only unknown, but also unknowable and constantly changing. (Eisenhower School, National Defense University, Ft. McNair, VA)
- **Coordinating Authority:** (DOD) The commander or individual who has the authority to require consultation between the specific functions or activities involving forces of two or more Services, joint force components, or forces of the same Service or agencies, but does not have the authority to compel agreement. (JP 1-02)
- **Cross-Domain Synergy:** The complementary vice merely additive employment of capabilities in different domains such that each enhances the effectiveness and compensates for the vulnerabilities of the others. (Joint Operational Access Concept).
- **Expeditionary:** the ability to deploy task-organized forces on short notice to austere locations, capable of conducting operations immediately upon arrival. (TRADOC 525-3-1).
- **Global Commons:** Areas of air, sea, space, and cyberspace not belonging to any one state. (Joint Operational Access Concept).
- **Globally Integrated Operations:** A joint operating concept according to which joint force elements postured around the globe combine quickly with each other and mission partners to harmonize capabilities fluidly across domains, echelons, geographic boundaries, and organizational affiliations. (Capstone Concept Joint Operations)

Terms of Reference (cont.):

- **“Joint-Enabled”**: delivering mission-tailored, joint sustainment capability packages to the Combatant and Subunified Commanders in order to facilitate the rapid establishment of Joint Force Headquarters, fulfill Global Response Force execution, and help bridge joint operational requirements. (Joint Enabling Capabilities Command)
- **Joint Logistics**: the coordinated use, synchronization, and sharing of two or more Military Departments’ logistic resources to support the joint force. (JP 1-02)
- **Joint Logistics Enterprise (JLEnt)**: A multi-tiered matrix of key global logistics providers cooperatively engaged or structured to achieve a common purpose without jeopardizing the integrity of their own organizational missions and goals. (JP 1-02).
- **Multinational**: between two or more forces or agencies of two or more nations or coalition partners. (JP 1-02)
- **Logistics Over-The-Shore Operations**: (DOD) The loading and unloading of ships without the benefit of deep draft-capable, fixed port facilities; or as a means of moving forces closer to tactical assembly areas dependent on threat force capabilities. (JP 1-02).
- **Seabasing**: (DoD) The deployment, assembly, command, projection, reconstitution, sustainment, and re-employment of joint power from the sea without reliance on land bases within the operational area. (JP 1-02).
- **“Set the Theater”**: actions taken to establish and maintain the conditions necessary to seize the initiative and retain freedom of action. (TRADOC 525-3-1)
- **Strategic Mobility**: (DoD) The capability to deploy and sustain military forces worldwide in support of national strategy. (JP 1-02).
- **Strategic Sealift**: (DOD) The afloat prepositioning and ocean movement of military materiel in support of US and multinational forces. Areas of air, sea, space, and cyberspace not belonging to any one state. (Joint Operational Access Concept).
- **Sustainable Readiness**: Maintaining a viable and credible deterrence capability while also meeting enduring requirements; accommodating differing readiness levels given anticipated mission requirements. (DA 3-5-7)
- **Synchronization**: the arrangement of military actions in time, space, and purpose to produce maximum relative combat power at a decisive place and time. (JP 1-02)

Terms of Reference (cont.):

- **Theater Logistics:** the integration of strategic, operational, and tactical support efforts within USPACOM, through planning and executing the movement and support of forces and materiel. This includes the storage, distribution, maintenance, and disposition of materiel, acquisition or construction, maintenance, operation, and disposition of facilities, and acquisition or furnishing of services. (ADP 4-0)

- **Unified Action:** The synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort. (JP 1)

- **Unified Action Partners:** Those military forces, governmental and nongovernmental organizations, and elements of the private sector with whom Army forces plan, coordinate, synchronize, and integrate during the conduct of operations. (JP 1)

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The views and conclusions expressed in this publication are those of the contributing author(s) and not necessarily those of the Department of the Army or the Department of Defense.

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ACKNOWLEDGEMENTS

The 8th Theater Sustainment Command would like to acknowledge and express our sincere gratitude to those organizations and individuals who assisted in some shape or form toward this effort through their intellectual feedback, experiences, access, resources, and/or support. While this acknowledgement does not necessarily signify their endorsement of the concepts proffered – it does serve to recognize each for their willingness to collaborate and coordinate in furthering this effort:

- LTG Robert T. Dail, USA, Retired
- USPACOM J2, multiple representatives
- USPACOM J4, multiple representatives
- USARPAC G4, multiple representatives
- PACAF A4, multiple representatives
- COMPACFLT, multiple representatives
- MARFORPAC G4, multiple representatives
- Eisenhower School, National Defense University, Dr. Sorin Lungu
- Basic Strategic Arts Program Faculty, US Army War College
- Concepts and Doctrine, Dr. John Bonin, US Army War College
- RAND, Mr. Peter Wilson
- Center for Joint Strategic Logistics, Mr. George Topic
- Center for Army Lessons Learned, Mr. Jack Crafton
- Center for Army Analysis, Mr. Dave Reynolds
- OSD/ Office of Net Assessment, multiple representatives
- Defense Logistics Agency- Pacific
- CASCOM, multiple representatives
- 10th Regional Support Group
- 21st and 1st Theater Sustainment Commands
- 413th Contracting Support Brigade
- 402nd Army Field Services Brigade
- LMI Research Institute, Director of Logistics, Mr. Bill Dinnison
- Industry Professionals, multiple representatives from DHL and Crowley

Finally, to the leaders, staff, Soldiers, and various professionals associated with this headquarters – for your patience, knowledge, and contributions – without of which, the completion of this effort would not have been possible.



Pacific Sustainment 2025 Snapshot



Strategic Problem: In the absence of a Pacific joint sustainment headquarters, how does the 8th TSC evolve as a Joint Sustainment Component Coordinating Command (JSC^3) to create a sustainment unity of effort for the USPACOM Commander and enhance readiness across the Joint, Inter-organizational, Multinational and Commercially-Enabled (JIM-C) environment to win in a complex Indo-Asia Pacific Region in 2025 and beyond?

FOCUS:

Operational Challenges: **Manning, knowledge, and experiential gaps**

PEOPLE

Tyranny of distance, outdated legacy sets, and A2/AD

POSTURE

PROCESSES

Cross-service inefficiencies, limited operational reach

SOLUTION

METHOD

RECOMMENDATION

(Short-Term: FY15-17)

Develop Sustainment leaders at every echelon

Champion Leader Development and Talent Management
Young Alaka'i Leader Dev. Program
"Recruit, Retain, Release"
Partner with ICAF for SSC, invest in Training with Industry opportunities

- 1) USPACOM advocates the Young Alaka'i Leader Development Program as a joint, bi-annual program that serves mid-career JIM leaders across the AOR.
- 2) USARPAC ICW Human Resources Command partners with Pacific-focused programs of study, time on station, and cross-service coordination for key LOG positions in the Pacific.
- 3) USARPAC supports and DA 3/5/7 approves 8TSC MOB TDA.

(Mid-Term: FY18-22)

Set the Theater with an expeditionary focus

Theater Access Sustainment Exercise Postured to satisfy conditions without reinforcement from outside the AOR through PH I Crisis Response / Timely Access to APS Deployment/Employment of JLC-Es

- 1) USPACOM advocates, USARPAC funds and TECs support an annual Theater Access Sustainment Exercise (TASE) in the Pacific.
- 2) GCC, ICW USTRANSCOM, DLA and the T-JFLCC enhanced mobility section reallocate additional billets to the PDDOC.
- 3) USARPAC provides options to USPACOM for re-stationing 8TSC and reflagging USARJ to 8TSC/USARJ.

(Long-Term: FY22-25)

An Established Joint Sustainment Component Coordinating Command (JSC^3)

Enable Unity of Effort
Align with greater JLEnt
Deploy JLC-Es (assessors) and JESGs (operators) as needed
Globally Integrated Operations
Pool resources and conduct TLEAB

- 1) USPACOM transfers J-LOGCOP functions to the 8TSC and directs service components to continue resourcing
- 2) USPACOM conducts PDDOC study to identify current operational shortfalls and opportunities to improve through the TSC's joint sustainment integration efforts.
- 3) USARPAC reassess conditions under which enabling capabilities such as CSBs, AFSBs and ESCs become OPCON to the TSC; creating AMC entities that better collaborate with the PEO/PM community.