



CHAIRMAN OF THE JOINT CHIEFS OF STAFF

WASHINGTON, D.C. 20318-9999

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17 May 2010

MEMORANDUM FOR: Chief of Staff, U.S. Army
Chief of Naval Operations
Chief of Staff, U.S. Air Force
Commandant of the Marine Corps
President, National Defense University

Subject: 2010 Joint Professional Military Education (JPME) Special Areas of Emphasis (SAEs)

I approve the enclosed 2010 JPME SAE list based on the Military Education Coordination Council's recommendation. Where appropriate, please incorporate these SAEs into JPME curricula.

A handwritten signature in black ink, appearing to read "Mike Mullen", with a long horizontal line extending to the right.

M. G. MULLEN
Admiral, U.S. Navy

Enclosure

ENCLOSURE

2010

**JOINT PROFESSIONAL MILITARY EDUCATION (JPME)
SPECIAL AREAS OF EMPHASIS (SAEs)**

#	SAE Topic	Submitting Agency	Description
1	Building Partnership Capacity	Joint Staff/J-5	<p>Building partnership capacity is a preventative strategy to build the capacity of foreign partners to counter terrorism and promote regional stability. Building partnership capacity includes DOD activities that support USG plans to train and equip, and operate with foreign militaries. They include working to provide humanitarian aid and leveraging international organizations and agreements in support of USG plans. Building partnership capacity incorporates cross-cutting enablers such as culture understanding and awareness commensurate with social science research and analysis. It includes improving DOD communication mechanisms in domestic public affairs and influencing potential adversaries and non-state actors. Initial guidance is provided in Guidance for Employment of the Force as contained in the Campaign Strategy planning construct and in the Guidance for Development of the Force. Additionally, the 2008 National Defense Strategy emphasizes the need to work by, with and through partners in achieving strategic success. Joint Professional Military Education (JPME) curricula should provide students with an understanding of:</p> <ul style="list-style-type: none">- Indirect approaches to use of military power- Existing mechanisms for conduct of civilian military operations in Phase 0 operations- Contributions of other USG agencies in conduct of preventative strategies- Integration of security cooperation activities into campaign planning- Increase awareness of approaches to achieving cultural and sociological understanding of areas of interest- Improve the understanding of messaging to domestic and

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			foreign partners through non-traditional media
2	Countering Violent Extremism (formerly CIST)	Joint Staff/J-5 DDICP	<p>The concept of countering violent extremism (CVE) is integral to the USG and military strategy for counterterrorism (CT) efforts. CVE erodes the appeal of extremist ideology to susceptible populations, the enemy's strategic center of gravity. All military members should have an understanding of the principal framework of USG CT strategy, including CVE. JPME curricula should challenge students to investigate the five elements of the Department of Defense's role in CVE (security, information operations, humanitarian support, military-to-military contacts, and conduct of operations) and provide students with an awareness of the culture, customs, language, and philosophy of the enemy. In addition, they should be familiar with the National Implementation Plan for our CT strategy. This will allow future leaders to more effectively counter the extremist ideology driving terrorists and providing cover for them to operate within their society.</p> <p>Security. The U.S. Armed Forces and indigenous forces provide security as a critical condition for countering extremist ideologies. A secure environment prevents a culture of violence from emerging that feeds the radicalization process. Security is also a precondition for the success of humanitarian assistance and the counter-ideology efforts of other government agencies, international organizations, nongovernmental organizations, and the private sector.</p> <p>Information Operations. The Department of Defense can support efforts -- consistent with its limited authorities -- to facilitate introspection within Muslim society that rejects violent extremism.</p>

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			<p>It can also support countering the radicalization message of extremist groups. These operations are coordinated with other departments and agencies -- principally the Department of State, where authorized -- and as a component of the DOD contribution to public diplomacy and strategic communications.</p> <p>Humanitarian Assistance. The considerable capabilities of the U.S. Armed Forces to alleviate suffering in times of hardship may provide opportunities to influence the way people perceive their situation and environment and how they perceive the USG. These efforts are often key to demonstrating goodwill abroad, reinforcing support for local governments and mitigating problems that extremists exploit to gain support for their cause. These operations are coordinated with other departments and agencies, principally the Department of State, and are conducted by the Department of Defense pursuant to limited authorities and funds.</p> <p>Military-to-Military Contacts. The military's extensive footprint and access to foreign military leaders can influence the way they think about CVE and the actions they take to counter extremists and promote non-violence. The contacts include: International Military Education and Training, Offices of Military Cooperation and other train-and-equip efforts, foreign participation in regional centers, combined training activities and exercises, and senior military contacts.</p> <p>Conduct of Operations. The way we conduct operations -- choosing whether, when, where, and how -- can affect ideological support for terrorism. Knowledge of the indigenous population's cultural and religious sensitivities and understanding how</p>

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			<p>extremists portray the U.S. military's actions as attacking the indigenous population should inform the way the U.S. military operates. Where effects can be achieved by means other than direct U.S. military actions, the USG may seek to do so. Where U.S. military involvement is necessary, military planners should build efforts into the operation to reduce potential negative effects. At the same time we must, by our military actions, convey the sense that our power cannot be defeated and that, under the right circumstances, we are willing to use it. This will require careful balancing. The conduct of military operations should avoid undercutting the credibility and legitimacy of indigenous authorities opposed to the extremists while defeating the extremist's ability to spread their ideology.</p> <p>JPME curricula should provide students with an understanding of the following:</p> <ul style="list-style-type: none"> a. History and basic elements of militant Islamic ideology. b. Cultural features of the population the enemy seeks to radicalize. c. Social and political environments in which the ideology breeds. d. Effects of all instruments of national power on CVE. <ul style="list-style-type: none"> - National Implementation Plan (NIP). Combating the terrorist threat requires a "whole of government approach" involving all aspects of national power. The NIP reflects the strategic aims of USG CT efforts and provides a framework for aligning USG CT activities. This strategy has four pillars: protect and defend the homeland, attack terrorist capabilities, counter violent extremism, and prevent terrorist acquisition of

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			<p>weapons of mass destruction. These pillars represent the main thrust of our strategy and the interplay of immediate and future threats. Each pillar has several strategic objectives leveraged against enemy resources. In effect, this translates the strategic guidance into a form that is practical for use by combatant commanders for their campaign planning. The cross-cutting enablers of expand foreign partnerships and partner capacity, institutionalize counterterrorism strategy, robust information sharing, and focused and deliberate counterterrorism intelligence, span the pillars and are critical to obtaining our ultimate strategic goal.</p>
3	Net-Centric Information Sharing	DOD Chief Information Officer (DOD CIO)	<p>Real-time electronic sharing and accessing of information within the USG was identified by the 9/11 Commission Report and has been established by Presidential Executive Order and National Security Presidential Directive as a requirement for the Global War on Terrorism. DOD directives have established a net-centric information sharing policy to ensure the implementation of those orders occur. All U.S. Joint Professional Military Education (JPME) students must have an understanding of net-centric operations and warfare concepts of operation as well as the path the Department has chosen to implement these principles.</p> <p>The DOD information sharing vision consists of moving the Department from the current means of sharing information through pre-determined "point-to-point" connections between systems on disparate networks to one where applications are separated from data, and that data is exposed on the enterprise network so authorized users -- both known and unanticipated -- can discover and pull the data they need when they need it no matter where they</p>

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			<p>are.</p> <p>Enterprise resources are available to facilitate the steps of registering data and services, enabling search and discovery, and applying innovative security approaches.</p> <p>Developing a culture ready and able to share information is a necessity for winning the War on Terror. In today's world, there is an imperative to be able to respond to unforeseen missions and participate in unplanned partnering arrangements. Success in such endeavors requires being able to collaborate quickly using wide-ranging information assets.</p> <p>JPME curricula should help students understand and apply the tenets and technologies of net-centric information sharing in order to exploit the tremendous potential of discovering and accessing relevant information resources as new needs arise.</p>
4	Strategic Communication	OSD(PA)	<p>Strategic communications is defined as "Focused United States Government processes and efforts to understand and engage key audiences to create, strengthen, or preserve conditions favorable to advance national interests and objectives through the use of coordinated information, themes, plans, programs, and actions synchronized with other elements of national power." The U.S. military is not sufficiently trained or equipped to analyze, plan, coordinate, and integrate the full spectrum of capabilities available to promote America's interests. Changes in the global information environment require the Department of Defense, in conjunction with other USG agencies, to implement more deliberate and well-developed strategic communications processes. Effective communication by the United States must build upon coordinated</p>

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			<p>actions and information at all levels of the USG to maintain credibility and trust. Students should understand the significance of Quadrennial Defense Review (QDR)-identified gaps in the primary communications supporting capabilities of public affairs, aspects of information operations, military diplomacy, and defense support to public diplomacy.</p> <p>JPME should emphasize the QDR goal for the Department of Defense to develop a culture that recognizes the value of communication and integrates communications considerations into policy development, operational planning, execution, and assessment to advance national interests.</p>
5	Operational Contract Support SAE	OSD(ATL)/Joint Staff J-4	<p>Description: The ability to plan, manage, and integrate contracted efforts that provide essential capabilities across the deployed operational spectrum is integral to mission success. Career-level appropriate operational contract support (OCS) training and education for non-acquisition professionals requires increased attention throughout the PME community.</p> <p>Background: The Department of Defense does not possess the organic capability to accomplish all of its assigned missions. Contractors provide mission essential capabilities to DOD organizations at all levels.</p> <p><u>All senior leaders, in CONUS and in deployed or contingency settings, need to have a fundamental understanding of (1) operational contract support (to include basic contracting procedures), (2) the ability to plan and integrate contract support with other military and interagency capabilities, and (3) the ability to account for and manage contractors as an integrated part of the</u></p>

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			<p><u>total force.</u></p> <p>Given the increased reliance upon contractors to support mission accomplishment, a greater emphasis on tailored training/education in operational contract support at the intermediate-level college (ILC) and senior-level college (SLC) is appropriate.</p> <p>ILCs will address basic operational contract support planning, including requirements definition, as well as basics in contract principles governing contracting organizations and responsibilities, contract award and contract administration, ethical considerations in dealing with contractors, and integration of contracting organizations and contractors into all levels of operational planning and training. ILCs will specifically address the role of contractors and the administration of contracts at the tactical and operational level, in contingency and deployed settings.</p> <p>SLCs will address the strategic impact of contracted capability in the execution of national security missions and the effective and efficient use of contracts and contractor personnel at the operational and strategic level. SLCs will address the proper integration of contracted capabilities into contingency and operational planning, training and the execution of operational plans to achieve strategic objectives; at the theater and JTF level, and additionally, interagency integration of contractors and contracted capability into theater operations. SLCs will address risk of reliance on non-organic contracted capability, reach back to the CONUS industrial base, multi-national and interagency</p>

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			<p>contract operations, legal, ethical, and cultural issues relating to use of contractors in the operational environment. Additionally, SLCs will address the role of the contracted force as a component of the total force and its implications to DOD core competencies and overall force structure.</p> <p>JP 4-10 defines Operational Contract Support (OCS) as the ability to orchestrate and synchronize the provision of <u>integrated contract support</u> and <u>management of contractor personnel</u> providing that support to the joint force in a designated operational area.</p> <ul style="list-style-type: none"> • Contract support integration (CSI) is the ability to synchronize and integrate contract support being executed in a designated operational area in support of the joint force. • Contractor management (CM) is the ability to manage and maintain visibility of associated contractor personnel providing support to the joint force in a designated operational area.
6	Space as a Contested Environment	Air War College	<p>The space environment has emerged as a contested domain, and U.S. national interests associated with this domain must be protected. Just as U.S. national security relies on commercial and military operations through secure land, maritime, air and cyber domains, it also relies on the space domain. The U.S. National Space Policy, 31 August 2006, states, "Freedom of action in space is as important to the United States as air power and sea power." The Policy goes on to add, "The United States considers space capabilities -- including the ground and space segments and</p>

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			<p>supporting links -- vital to its national interests.”</p> <p>Although space professionals provide space-domain expertise, planners and operators in land, maritime, air, and cyber domains must have cross-domain knowledge of vital national space capabilities. They must understand the space environment and how it is being contested while also preparing for military operations to secure the environment in support of national security and economic objectives.</p> <p>Effective employment and exploitation of space power is integral to the success of the joint force. Space operations are conducted around the clock, whether in peace or conflict, and space capabilities are a proven force multiplier when integrated into joint operations. To ensure effective integration, leaders must have a clear and common understanding of how space forces and capabilities contribute to joint operations and how space operations should be integrated with military operations to achieve U.S. national security objectives.</p> <p>To address these vital issues, professional military education (PME) graduates must understand the contested space environment as well as the capabilities and limitations associated with operating to, through, from, and in space. Further, they need to be knowledgeable of the consequences associated with a loss of control of the space environment, be it short- or long-term, simple or catastrophic. Finally, learning across the PME spectrum should include protection of space capabilities and, should those efforts fail, means to mitigate the loss of capabilities.</p>

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			<p>RECOMMENDATION. All levels of military education and especially JPME curricula should provide students with an understanding that:</p> <ol style="list-style-type: none"> 1. Space capabilities -- including the ground and space segments and supporting links -- are vital to U.S. national interests. 2. Space is a contested environment and space superiority is paramount. It involves those operations conducted to ensure friendly freedom of action and to exploit space capabilities while denying the same to our adversaries when required. National security will be enhanced by the development of innovative ideas contributing to ensuring freedom of action in space. 3. Critical operational capabilities reside in the space domain. Degradation of access to the space domain will, at a minimum, degrade operations in land, air, maritime, and cyber domains. 4. Space assets can simultaneously serve national- and theater-level needs, creating the potential for competition between global and theater interests for those assets, or between the interests of two theaters being supported by the same space assets. Improved command-and-control processes and tasking are necessary to enable the most timely and effective use of resources for all users. 5. Space dependence may create an asymmetric vulnerability. The United States must develop ideas regarding the protection of space capabilities and resources needed for operations in the contested domain of space. Operations in a space-degraded environment must be considered and

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			<p>mitigation of vulnerabilities through programs such as Operationally Responsive Space (ORS) must be explored in light of potential challenges to space capabilities.</p> <p>6. Current infrastructure and systems/capabilities are moving toward a commercial emphasis; national security strategy must assess risks to both national security and the national/global economy associated with that commercial emphasis.</p> <p>Graduates of PME institutions -- particularly intermediate and senior joint education -- should be able to articulate the importance of space capabilities to the national interests of the United States, understand the contested nature of the space environment, and evaluate space operations in providing essential capabilities to joint operations.</p>
7	Psychological Health Awareness	Joint Staff/Warrior and Survivor Care Task Force (WSCTF)	<p>Veterans of Operations ENDURING FREEDOM (OEF) and IRAQI FREEDOM (OIF) have presented significant psychological health challenges as a result of their combat experiences. Post-Traumatic Stress Disorder (PTSD) and mild Traumatic Brain Injury (mTBI) have become known as the "hidden injuries of war" and are not yet fully understood by either combat leaders or the medical community. The scope of the challenge facing the joint force has only recently been acknowledged in a statistically significant manner. An April 2008 report published by the RAND Corporation estimates that as many as 300,000 Service members suffer from PTSD or mTBI as a result of OEF/OIF. Additionally, a recent Mental Health Advisory Team visit to the USCENTCOM area of responsibility noted that nearly 18 percent of active duty personnel in theater reported psychological health symptoms consistent with anxiety and depression. Many Service members endure PTSD and</p>

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			<p>mTBI simultaneously, and these conditions are frequently coupled with anxiety, depression, and substance abuse.</p> <p>Engaged and educated leaders clearly mitigate the long-term psychological effects of combat and improve the overall fitness of Service members. Techniques to prevent psychological distress, rapid identification of psychological challenges, and early treatment regimens enable the vast majority of Service members to remain on active duty. Effective leaders are also key to eliminating the cultural stigma associated with psychological health, and leaders of the joint force must enable Service members to seek help when needed. Educated leaders will improve the overall health of the joint force and allow Service members to continue their service in an honorable manner.</p> <p>The JPME curricula should provide students with:</p> <ul style="list-style-type: none"> - An appreciation of psychological health as an integral component of total fitness; - An understanding of the prevalence of psychological health challenges facing the joint force; - A familiarity of techniques that can help reduce the psychological impacts of combat on Service members; - The knowledge to identify the signs and symptoms of psychological distress; - An understanding of the co-morbidity of PTSD, mTBI, anxiety, depression, and substance abuse; and - The skills necessary to effectively reduce the stigma associated with psychological health that is present within the joint force.

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8	Security Force Assistance	USSOCOM	<p>The Military Departments and many DOD Components have long engaged in a range of activities to enhance the capabilities of partner nations by providing training, advice, and assistance to foreign security forces. Security force assistance (SFA) is a key component of our defense strategy against both traditional and, increasingly, irregular threats. SFA is currently defined as a unified action to generate, employ, and sustain local, host nation, or regional security forces in support of a legitimate authority.</p> <p>SFA activities involve comprehensive support of a partner's efforts to organize, train, equip, sustain, and employ security forces and institutions -- from the ministry level to the tactical unit of action and the national security support base -- in both permissive and contested environments. SFA actions include joint, interagency, intergovernmental, multinational, nongovernmental, and private sector cooperative efforts to ensure and support unity of effort/unity of purpose. SFA has linkages to the unity of effort emphasized in building partnership capacity and those targeted efforts designed to improve the collective capabilities and performance of DOD and its partners. There is a relationship between foreign internal defense (FID) and SFA. FID involves the application of the instruments of U.S. national power in support of a foreign nation confronted by internal threats. SFA encompasses activities focused on developing foreign security forces that can defend against internal threats such as insurgency, subversion, and lawlessness; defend against external threats; or serve as a coalition partner in other regions.</p> <p>JPME curricula should provide students with an understanding of the following:</p>

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			<ol style="list-style-type: none"> 1. How SFA spans the range of military operations, from military engagement, security cooperation, and deterrence activities, to crisis response and contingency operations and -- if necessary -- major operations and campaigns. 2. That joint forces can conduct SFA unilaterally when necessary; however, when conducted within unified action, joint forces collaborate closely with interagency and multinational partners. 3. How SFA directly supports the “Operational Capacity and Capability Building” and “Defense/Security Sector Reform” security cooperation focus areas in the Guidance for Employment of the Force (GEF). 4. Where SFA fits within the lexicon of terms that describe assistance to foreign security forces, including building partnerships, building the capabilities and capacities of partners and institutions (also known as building partner capacity), security assistance, security cooperation, and foreign internal defense.
9	Joint Targeting	USJFCOM	<p>In the last few years, several key DOD leaders have expressed concern over the functional health of joint targeting. In April 2008, the Vice Chairman of the Joint Chiefs of Staff directed the formation of a “Joint Staff J-2/J-3 co-led targeting Cross Functional Work Group (CFWG) to assess the current state of targeting, identify key challenges, and develop recommendations to optimally align targeting capabilities, processes, and functions across the DoD.” The study identified major gaps/shortfalls in three of the six joint targeting cycle steps: Step 2 -- Target Development and Prioritization; Step 3 -- Capabilities Analysis; Step 6 -- Assessment.”</p>

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			<p>As a result of the CFWG findings, the Vice Chairman issued a Planning Order (PLANORD) in September 2008 directing USJFCOM to construct courses of action (COAs) to “address the challenges identified in the CFWG study with an end state of an effective targeting capability within DoD that leverages and fully integrates existing organizations and capabilities.” In response to the tasking, USJFCOM, with assistance from USSTRATCOM, formed a targeting operation planning team (OPT), conducted analysis of the challenges identified in the Joint Targeting CFWG Report, and interviewed over 160 subject matter experts from combatant commands, Services, and agencies. The targeting OPT focused their efforts on identifying the root causes contributing to the gaps and shortfalls identified in the CFWG Report (beyond the key planning restraint of addressing the lack of personnel). Following interviews and analysis, and in collaboration with combatant command stakeholders, the targeting OPT defined the military problem as deficiencies in:</p> <ol style="list-style-type: none"> 1. The management of the DOD targeting enterprise; 2. The availability and placement of sufficiently trained targeting personnel; 3. Targeting automation systems interoperability; and 4. The management of targeting support prevents the efficient execution of the joint targeting cycle as necessary to meet Joint Force Commander (JFC) requirements. <p>Studies and empirical evidence are pointing to the fact that we are not adequately preparing the joint force to efficiently and effectively execute this critical warfighting function. Improvements in joint</p>

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			<p>targeting are required to achieve our strategic, operational, and tactical objectives as described in our operational validated doctrine.</p> <p>A key part of the availability and placement of trained personnel is the requirement to educate officers during all phases of their PME -- from company grade through general officer -- on the importance of targeting. We need staff officers that can write coherent end-state and actionable commander's objectives. We need to ensure a basic understanding across the force of how targets are developed while ensuring those doing the targeting development work are experts at their tasks using standard interoperable systems and encompassing data. We need to instill the understanding that we consider non-kinetic capabilities just as we do kinetic capabilities when making force assignment decisions. As a guiding principle, we need to provide the right education at the right time in the right job in our development of the force, from E-1 to O-10.</p> <p>The JPME curricula should provide students with:</p> <ul style="list-style-type: none"> - The ability to clearly articulate commander's objectives into targeting guidance; - The ability to write coherent end-state and actionable commander's objectives; - A basic understanding across the force of how targets are developed; - An understanding across the force of strike approval authority, its limits, its delegation, and its legal basis (preferably through case studies); - An understanding of the rules of engagement, their basis in operational law, and their tie in to collateral damage

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			<p>estimates (below);</p> <ul style="list-style-type: none">- An understanding of collateral damage estimates and the various methods to derive them as well as the legal basis on its application;- The methods for positive identification and pattern of life analysis as the basis for determining strike approvals as well as the ability to articulate these methods into action; and- An understanding across the force on how to effectively execute the assessment process