



聯合後勤之未來

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後勤是領導者贏得勝利的關鍵。願景的確是獲勝的因素；戰略也是致勝的要件。但上戰場時，衛生紙與子彈皆須在正確的時間送抵正確的地方。換言之，優異的後勤能力是致勝的關鍵。

—Tom Peters, “第三法則：Leadership is Confusing as Hell,”

Leaders win through logistics. Vision, sure. Strategy, yes. But when you go to war, you need to have both toilet paper and bullets at the right place at the right time. In other words, you must win through superior logistics.

— Tom Peters, “Rule # 3: Leadership Is Confusing as Hell,” Fast Company (March 2001)

美軍之後勤能力無與倫比；而其投射武力之能力，益使聯合作戰部隊之戰力所向無敵。然而作戰環境的變動與預算受限兩項因素，使我們必須善用聯合後勤以達到提升戰力之目標。我們正處於一個絕佳的良機，能規劃並實施各種體制、程序與組織變革，從而提升對未來聯合作戰部隊的支援能力。

The logistic capacity of the U.S. military is unmatched, and the Nation's ability to project military power provides the joint warfighter unprecedented capabilities. However, a constantly changing operating environment and budgetary constraints demand that we optimize joint logistics to enhance capabilities. We are at a point where we have the opportunity to advance efforts to design and implement systems, processes, and organizational changes that will improve the support of tomorrow's joint warfighter.

國防部後勤單位皆認同聯合後勤之必要性，且大多認為有效的後勤支援對聯合部隊指揮官至為重要。然而如欲在各軍種與各機構之間的系統、程序與計畫取得一致性恐有困難，唯有對聯合後勤的目的具有共同的瞭解後始能達到一致性，因此須先認識何謂聯合後勤，以及為何需要聯合後勤。

The necessity of joint logistics is almost unanimously accepted throughout the Department of Defense (DOD) logistic community, and most agree that the effective delivery of logistic support is essential to the joint warfighting commander, the ultimate customer. Achieving harmony between and among Service-and agency-funded systems, processes, and programs, however, is challenging. Harmony is only possible with a



common understanding of the purpose of joint logistics. This agreement comes from determining what joint logistics is and why we need it.

「聯合後勤」是透過降低或消除限制或障礙，並制定有效方法加速這個過程，從而達到計畫性或臨時性的資源共享。各軍種並無充分資源，尤其是在遠征行動的初期，因而需要聯合後勤。資源共享能充分發揮資產的調配，使指揮官具備充分能力。聯合後勤的整體目的為達成後勤的整合——運用共同的資源獲得比各自為政時更大的能力。

Joint logistics is the deliberate or improvised sharing of resources by reducing or eliminating constraints and restraints and developing ways to facilitate this process.

This is needed because the Services seldom have enough resources, especially during initial expeditionary activity. Sharing resources can optimize the apportionment of assets to provide maximum capability to the supported commander. The overall purpose of joint logistics is thus to achieve logistic synergy—getting more out of what we collectively have than we could by ourselves.

聯合後勤環境

The Joint Logistic Environment

為了因應反恐戰爭與其他威脅，產生了聯合後勤的環境需求。以往面臨可預期威脅的時候，我們有充分的時間集結大量物資，但這種好日子已經過去了。未來的作戰可能會在同一戰區內的數個地區，或是橫跨數個作戰指揮部責任區，以快速同步的分區行動方式進行。在這種作戰環境下，美國的兵力投射行動能縮短初期投入、後續作戰、情勢穩定與重建行動間之間隙。在複雜的作戰環境中，協調兵力投射對聯合後勤作業人員是一項艱鉅的挑戰。本文將探討促成這項挑戰的三要素。這三項要素本身並非目標，但能決定各種系統、程序與組織歷經整合後的成果，在變幻莫測的環境中，能快速因應，從而滿足聯合部隊指揮官的持續需求。整合後的成果將運用在作戰環境中的戰術、作戰與戰略層面。

The war on terror and other threats frame the joint logistic environment. Gone are the days when we had the time and resources to position large stores of assets in response to a stable, predictable threat. Future operations are likely to be distributed and conducted rapidly and simultaneously across multiple joint operational areas within a single theater, or across boundaries of geographic



載運補給物資的車輛在美軍護衛下運補至美軍及盟軍官兵



combatant commands. In that environment, force projection operations give the Nation the ability to close the gap between early entry and follow-on combat operations and simultaneous stabilization and reconstruction operations. The requirement to harmonize force projection operations in a complex operating environment offers the greatest challenge to the joint logistician. This article describes the three imperatives that frame that challenge. While these imperatives are not goals in themselves, they define the outcomes of a confederation of systems, processes, and organizations that are agile, effectively adapting to a constantly changing environment to meet the emerging needs of the supported joint force commander (JFC). These outcomes are delivered within an operating environment that spans tactical, operational, and strategic spaces.

聯合後勤對聯合部隊指揮官能產生的效能就是行動上的自由，其成效之衡量須在戰術層面執行。在這個層面，戰備能力是一項可傳遞的資產。持續的聯合後勤戰備能力源自於所有後勤能力的統合協調，從而產生行動的自由。戰術層面戰備能力的獲得有賴作戰環境中各軍種、機構與單位的整體努力。作戰與戰略層面若有效能不彰之情事，將在戰術層面付出慘痛代價。

The effect of joint logistics is freedom of action for the JFC. The success of this effort must be measured in the tactical space, where readiness is the principal deliverable.

Sustained joint logistic readiness enables freedom of action and results from the synchronization and coordination of all logistic capabilities. The readiness achieved within the tactical space results from the cumulative efforts of Services, agencies, and other players across the entire operating environment. There is a high price in the tactical space for inefficiencies within the operational or strategic spaces.

必須具備聯合後勤，亦是整合後勤能力的絕佳之處在於作戰層面。此外，在這個層面，聯合後勤人員須將軍種、盟軍、國防機構與其他單位之能力結合，並將國家與戰術的系統、程序與組織予以整合，俾提供聯合部隊指揮官所需的行動自由。作戰層面是聯合後勤的重心，也是聯合後勤作業集中之處。

Operational space is where joint logistics must deliver and where the ability to integrate logistic capabilities provides the greatest opportunities. Moreover, operational space is where the joint logistician must bridge Service, coalition, agency, and other organizational elements and capabilities, linking national and tactical systems, processes, and organizations to enable the freedom of action the JFC must have. The essence of joint logistics is in the operational space, where the work of joint logistics should concentrate.

美國兵力的投射與維持則屬戰略層面。國家系統能維持長期作戰，並能運用龐大的工業基礎作為最具效能的戰力乘數。在這個層面，現代化、定義明確、眾所周知與結果導向的作業程序有助於軍種、國防機構與企業等組織間效率之達成。強固且高效率的全球作業程序所發揮的力量，加上迅速的全球兵力部署能力，奠定了國家尋求勝利的基礎。面對變化多端的威脅時，此項體系是維持全球彈性戰力的基礎。

The U.S. ability to project and sustain military power (its campaign quality) comes from the strategic



space. This national system enables sustained operations over time and leverages our most potent force multiplier, the vast capacity of the industrial base. At this level, modern, clearly defined, well understood, and outcome-focused processes drive efficiencies across Service, agency, and commercial capabilities. The power of robust and efficient global processes, combined with agile global force positioning, gives the Nation the foundation for success. This system is fundamental to global flexibility in the face of constantly changing threats.

戰略架構 Strategic Framework

聯合後勤之戰略架構，可建立於全球相關組織的角色與能力之上，包括聯合後勤各單位與利益相關之組織。此種合作關係的架構應植基於各軍種的主動作為，原因在於各軍種之責任在於建立、訓練、裝配與維持所屬部隊，供聯合部隊指揮官運用。由於各軍種是聯合後勤的中心，因此相關單位（程序、系統、計畫、組織）應與聯合部隊之各軍種部隊進行評估作業。所有的後勤計畫、系統與方案皆須於戰略關係的架構下檢討，此項戰略關係決定了戰略依存性的關鍵。

The strategic framework for joint logistics can be built around the roles and accountabilities of the global players within the joint logistic domain and its community of interest. This collaborative network of relationships should be based on the preeminence of the Services because they are responsible to raise, train, equip, and sustain forces for the joint force commander. Since the Services lie at the heart of the joint logistic network, the joint community of interest (processes, systems, programs, organizations) should measure value with the Service components of the joint commands. Every logistic program, system, and initiative should be viewed within the framework of these critical strategic relationships, which describe key strategic interdependencies.

聯合部隊指揮官透過轄下之各軍種部隊，擔任所屬責任區的聯合後勤指揮官，並擔任下述單位之中心領導人，此類單位包括了聯合後勤的骨幹，能對聯合部隊指揮官持續提供完成戰備的後勤部隊。此類單位亦可視為全球的供應者，負責所有事務的協調整合，以支援聯合部隊指揮官。此外，這些單位能配合彼此能力，持續不斷地精益求精，並將部署、再部署、供給、分配與戰備程序等加以整合，俾確保指揮官能在所需的地點與時間，獲得兵力與後勤的持續支援。

The JFC, through his Service components, acts as the commander of joint logistics in his area of responsibility and as the principal focus



美軍士兵在前往伊拉克途中接收戰鬥裝備



of the national organizations described below. These organizations comprise the backbone of joint logistics and provide and sustain logistically ready forces to the supported JFC. These organizations may be seen as global providers, responsible for the end-to-end synchronization and coordination of processes that deliver outcomes to the supported commander. They constantly strive to improve their capabilities in concert with each other, integrating deployment/ redeployment, supply, distribution, and readiness processes to ensure that the supported commander receives both forces and logistic sustainment on time and where needed.

各軍種是戰備程序的主事者，是聯合架構的基本單位，也是聯合後勤的受支援單位。因此各軍種負責各自系統的戰備壽期，也須專注於提供最佳的後勤戰備。各軍種與國防後勤局共同負責聯合補給程序，因此亦須對聯合部隊的各單位提供後勤戰備。各軍種與國防後勤局負責戰略補給支援，並在分配程序主管單位的支援下，達成提供完善序列的使命。

The Services—which can be viewed as defense readiness process owners—form the foundation of this joint framework and are the supported organizations for logistic readiness. In this role, they are responsible for the life-cycle readiness of their systems and are focused on the product they are chartered to deliver: logistic readiness at best value. The Services and the Defense Logistics Agency (DLA) share responsibilities as joint supply process owners. In that shared role, they are supporting organizations to the components of the joint force for logistic readiness. The Services and DLA are responsible for strategic supply support and, supported by the distribution process owner(DPO), are focused on their product: perfect order fulfillment.

美國聯合部隊司令部主管聯合部署程序，負責提供傳統兵力並且管理全球兵力。因此該司令部負責管理全球部隊，以確保指揮官擁有完善的支援，能獲得達成國家目標所需之兵力。聯合部隊司令部就全球傳統兵力負責協調與建議，並在分配程序主管單位的支援下，達成提供完善戰力的使命。

U.S. Joint Forces Command (USJFCOM) serves as the joint deployment process owner and is the primary conventional force provider and global force manager. In this role, USJFCOM globally manages forces to ensure that the supported commander is provided with the forces needed to achieve national objectives. The command coordinates and makes recommendations for the global conventional force and, supported by the DPO, is focused on its product: perfect capability fulfillment.

美國運輸司令部主管國防部的作業程序主管單位的角色，支援國防後勤局與各軍種之持續作業能力，並就兵力之運送支援聯合部隊司令部。運輸司令部負責協調與整合國防分配系統，以確保兵力準時的送達。

U.S. Transportation Command serves as the Defense DPO and is the supporting organization to DLA and the Services for sustainment and to USJFCOM for the movement of force capability packages. The command coordinates and synchronizes the defense distribution system and is focused on its product: time-definite delivery.



成功之要件

Imperatives for Success

聯合部隊指揮官希望聯合後勤能使其具有行動自由之能力，俾能依其所訂時程執行任務。聯合後勤的價值可透過聯合後勤三要件達成的情形加以衡量：作業的統一性、作業可見度的範圍、因應作為的快速性與精確性。

The supported joint force commander expects joint logistics to give him freedom of action—to enable execution of his mission according to his timetable. The value of joint logistics can be measured by how well three joint logistic imperatives are achieved: unity of effort, domain-wide visibility, and rapid and precise response.

作業的統一性係以聯合部隊指揮官之意圖為中心，將所有後勤能力統合運用，也是聯合後勤成效之關鍵。作業統一性之達成有賴美國聯合後勤單位、多國後勤機構、跨部會後勤組織與非政府後勤單位的密切配合，並以下列三項要素為基礎：

- 一、有效的組織能力與權力是執行聯合後勤的憑藉。
- 二、各後勤單位在優先順序上取得一致性，可將能力提供給部隊最重要的需求，從而達到一致性。
- 三、相同的作業程序能使聯合部隊採取一致的行動。此一要素之達成有賴於對聯合後勤運作的程序、聯合部隊如何取得支援，以及聯合部隊指揮官如何衡量任務遂行等三個層面的深入認識。

Unity of effort is the coordinated application of all logistic capabilities focused on the JFC's intent and is the most critical of all joint logistic outcomes. Achieving unity of effort requires the seamless integration of U.S. joint, multinational, interagency, and nongovernmental logistic capabilities and is built around three enablers:

- Effective organizational capabilities and authorities provide the means to execute joint logistics.
- Shared priorities across the logistic domain drive unity by focusing capabilities against the joint warfighter's most important requirements. Key tasks are the integration of priorities across joint, combined, and interagency domains and the continuous sorting of them in space and time.
- Common critical processes drive synergy across the joint force. Understanding how a joint logistic process works, how members of the joint force access it, and how the JFC measures success frames this enabler.

作業可見度係洞悉聯合後勤需求、資源與戰力的能力。此要件之達成有賴下列三項要素：

- 一、連結力：係指全年協調與整合各項作業的能力，以支援國防部各單位、跨部會機構、多國組織、駐地國、合約商與企業機構。
- 二、標準化資料庫：有利資料快速地有效傳輸、建構共同後勤圖像的要件，並能提供高度的後勤狀況覺知。此項要素能提高全球供給鏈的可見度，從而強化部隊的信心。
- 三、對聯合部隊之支援程序攸關聯合後勤成效之發揮。對聯合部隊的後勤支援具有全球性，因



此任何低於此項標準的後勤觀點將阻礙支援效能的發揮，從而提供不足之支援。

Domain-wide visibility is the ability to see the requirements, resources, and capabilities across the joint logistic domain. Three fundamental enablers frame the ability to achieve this imperative:

■Connectivity is access to a network 24 hours a day, 365 days a year, to synchronize and coordinate efforts of supporting DOD agencies, interagency participants, multinational partners, host nations, contractors, and commercial sector participants.

■Standard enterprise data architecture is the foundation for effective and rapid data transfer and the fundamental building block to enabling a common logistic picture and high logistic situational understanding. This enabler fosters warfighter confidence by facilitating visibility across the entire global supply chain.

■Global focus over the processes that deliver support to the joint warfighter is paramount to effective joint logistics. Logistic support to the joint force is global business, and any view of joint logistics that operates below this level will suboptimize processes and deliver less than acceptable readiness.

因應作為的快速性與精確性，是指後勤單位滿足聯合部隊多變需求的能力。無論基於何種理由，缺乏關鍵性補給將危及戰備能力，從而增加執行任務的風險。下列因素能衡量補給單位在滿足部隊需求上，達到的程度為何：

一、速度是反應能力的核心，也是作戰部隊的關鍵能力。在理想的狀況下，部隊任何時候皆可取得所需的後勤支援，但鑑於成本與資源限制因素，此理想不可能成真。因此在後勤支援上應認清並非所有補給作業的重要性皆相同，應將重點置於哪些補給項目俾能快速達成，尤其攸關戰備的項目應特別加以注意。

二、可靠度牽涉到補給預期性或適時性。當所需項目無法立即取得時，聯合後勤單位必須讓部隊知道何時可獲得支援，俾利部隊就任務選項下定決心。

三、可見度與速度和可靠度息息相關，可就後勤資訊提供快速並容易取得之資訊。基本而言，部隊可以知道補給部隊位於何處，及何時可將物資送達。

四、效率與補給體系的規模有關。在戰術與作戰層面，人力資源有限，花在追蹤資訊的時間就等於人力資源的消耗。因此補給體系的規模等於需要多少人力資源，以彌補效率之不足。在戰略層面上，效率就是獲致每項結果的成本。

Rapid and precise response, the third imperative, is the ability of the supply chain to meet the constantly changing needs of the joint force. Lack of key supplies, regardless of the reason, undermines readiness and increases mission risk. The following performance measures indicate how well the supply chain is responding to the needs of the joint force:

■Speed is the core of responsiveness and its most critical aspect to the warfighter.

Ideally, all logistics should be immediately available all the time, but that is not possible given cost and resource constraints. The focus should be on what is quick enough, recognizing that not all supplies are equally vital. Items that truly drive readiness deserve special treatment.

■Reliability is the ability of the supply chain to provide the warfighter predictability of supply or



time-definite delivery. When items are not immediately available, the joint logistic system must provide immediate and reliable estimates of delivery to enable the warfighter to make decisions regarding mission options.

■ Visibility is closely aligned with speed and reliability and is the supply chain feature that provides rapid and easy access to order visibility information. Fundamentally, this tells the warfighter where a shipment is and when it will arrive.

■ Efficiency is directly related to the supply chain's footprint. In the tactical and operational spaces, where every human resource is limited and every moment spent chasing information in the supply chain drains these resources, the footprint can be viewed in terms of the personnel resources needed to compensate for the inefficiencies of the current supply chain. In the strategic space, efficiency can be viewed as measure of the cost per outcome.

聯合後勤旨在使聯部隊指揮官具有行動自由，以達成任務目標。因此聯合後勤效能之發揮係在一個作戰空間內將所有後勤能力予以整合，使國家戰略持續的基礎與作戰環境相結合，確保聯部隊指揮官行動上的自由。透過嚴格的自我評估、討論、分析與合作，能獲致達成此項目標的重要作業程序。

Joint logistics exists to give the JFC the freedom of action to meet mission objectives. It delivers this effect by integrating all logistic capabilities within the operational space, bridging the national strategic sustainment base with the complex operational environment in a way that guarantees freedom of action to the supported JFC. Through rigorous self-assessment, discussion, analysis, and collaboration, significant progress can be made toward this objective.

能確實支援聯合後勤的計畫與方案應持續推動。計畫作業人員不能等到問題都解決了才做決定。從前述聯合後勤三要件的觀點檢視各項方案，即可評估方案的價值。整合各軍種與國防機構非針對聯合作戰所各自發展的系統時，不可低估其挑戰性，且整合作業的重要性應高於一切。

Programs and initiatives that truly support joint logistics must move forward. Planners cannot wait until every issue is resolved to make decisions. Viewing initiatives through the lens of the imperatives above should offer a reasonable starting point for assessing an initiative's value. The challenge of integrating Service- and agency-funded programs and systems not designed to support joint operations holistically cannot be underestimated. However, the importance of this effort must be all-prevailing.

目前的後勤系統反映了效率不足、作業重複以及程序上的差異，這些缺點對聯部隊產生難以承受的風險。為了美國民眾及新一代的陸、海、空軍戰士與陸戰隊員，我們有責任做得更好。

Current logistic systems reflect inefficiencies, redundancies, and process gaps that are driving unacceptable risks across the joint force. We have a responsibility to the American people and the next generation of Soldiers, Sailors, Airmen, and Marines to do better.

資料來源：《聯合武力季刊》 資料時間：2006年第2季