

Insights and Best Practices

Focus Paper



Forming a JTF HQ

**Deployable Training Division
Joint Staff J7**

September 2015

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This Insights and Best Practices Focus Paper on “*Forming a Joint Task Force (JTF) HQ*” is written by the Deployable Training Division (DTD) of the Joint Staff J7 and released by the J7 Deputy Director for Joint Training.

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Scope of paper: -- Focused on forming the HQ

- Shares CCMD-level considerations.
- Shares interagency and coalition considerations.
- Shares JTF mission partner (e.g., CCMD TSOC/Components) considerations.
- Shares JTF HQ forming considerations for crisis response. Addresses JTF-capable HQs and enduring (i.e., standing and rotational) HQs.

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Related Insights and Best Practices papers: Recommend the following focus papers for related coverage: “*Mission Command*,” “*GCC C2 Organizational Options*,” “*COS Roles and Functions*,” and “*Joint HQ Organization, Staff Integration, and Battle Rhythm*.” These and other DTD focus papers are accessible at the websites below. Also recommend JP 3-33 (JTF HQ) and the Joint Force HQ training site on the Joint Electronic Library Plus (select the training tab).

Terminology and Acronyms: Numerous military acronyms and organizational names are used in this paper. They are defined in the glossary.

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Accessibility: This and other insight and best practice focus papers can be accessed through use of a search engine on the open internet and also available on the following websites:

Joint Electronic Library (*Public website*):

http://www.dtic.mil/doctrine/fp/focus_papers.htm

Joint Electronic Library Plus (*CAC enabled*):

<https://jdeis.js.mil/jdeis/index.jsp>

Joint Staff J7 Joint Training Intelink (*CAC enabled*):

<https://intelshare.intelink.gov/sites/jcw/jt/default.aspx>

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Disclaimer: The insights in this paper are based on DTD observations and do not necessarily reflect the official policy or position of the Joint Staff, DOD, or the United States Government.

PREFACE

This paper shares challenges, options, insights, and best practices for designating, activating, and forming JTF HQs as introduced in Joint Publication 3-33 and addressed in the Unified Command Plan.

Up front, we acknowledge the sourcing, manning, training, and equipping challenges in standing up a JTF HQ, especially in today's complex and resource-constrained environment. We also recognize the benefits that a JTF can provide for a Combatant Commander.

This paper may be beneficial to three main audiences:

- A CCDR's staff as they make recommendations on establishing a JTF and JTF HQ.
- Key mission partners, particularly CCMD Service and Functional Components and the Theater Special Operations Commands (TSOCs) as they operate with a JTF.
- The JTF commander and staff as they form the HQ and prepare to conduct operations.

"Preparing a JTF-capable HQ to deploy and respond to potential crises worldwide is completely different than what we've experienced over the past 14 years preparing to rotate with established forward HQ such as the MNC-1 HQ in Iraq or the IJC HQ in Afghanistan.

We need to think our way through this and not be complacent in our efforts to prepare."

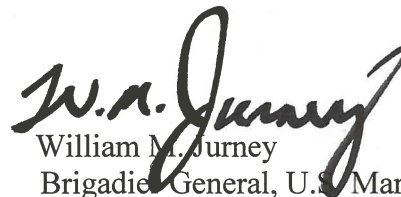
Senior Flag Officer

We incorporated several real world examples and solicited the insights and perspectives of many current and former senior leaders at the CCMD and JTF levels. These real world examples and senior perspectives keep our observations and insights current and at the theater-strategic and operational levels of war. There were five common insights at the CCMD and JTF level:

- Think through C2. Maintain capability to continue AOR-wide operations.
- Emphasize the importance of an inclusive coalition and interagency mindset.
- Avoid the risk of ad hoc HQs. Designate and exercise likely HQs.
- Account for sourcing challenges up front, especially for long-term mission sets.
- No one size fits all; every commander is different. C2 decisions, command relationships, and HQ organization and processes will be based on the mission, sourcing constraints, and the instincts, experiences, strengths, and personalities of individual commanders and key leaders.

This paper builds upon the existing body of focus papers developed by the Joint Staff J7 Deployable Training Division (DTD). Two papers, "*Mission Command*" and "*GCC C2 Organizational Options*" delve much deeper into command relationships and C2 organizational options available to CCDRs, one option being that of a JTF. These unclassified papers are approved for public release and found on the sites noted on the inside front cover.

We want to capture your thoughts, solutions, and best practices as you think, plan, and work your way through operational challenges. Please pass your comments to DTD's POC, COL (Ret) Mike Findlay. Email: js.dsc.j7.mbx.joint-training@mail.mil.



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1.0 EXECUTIVE SUMMARY

CCDRs may respond to crises by directing and employing forces from their CCMD or subordinate HQs, by activating a JTF HQ, or a combination of these options. A JTF HQ provides a CCDR the benefit of a HQ focused on a single but potentially complex problem set, and the ability to closely integrate assigned and allocated forces and coordinate with other joint, coalition, and interagency partners. JTFs help free up decision space for the CCDR to engage up and out with national decision makers and partners, and to focus on the broader theater activities.

CCMDs can stand up a JTF and the HQ from assigned forces or request support via the Global Force Management (GFM) process. In-theater HQs can often respond quickly; GFM solutions may be slower. There can be significant sourcing, manning, training, and equipping challenges in standing up a JTF HQ, especially in today's complex, resource-constrained environment.

Establishment of a JTF changes the Theater C2 construct, affects how the CCDR exercises command and control, and impacts how the CCMD Components operate. This change in C2 is significant, and if not understood can cause confusion and lack of synergy across the AOR. Simplicity and unity of command, or at a minimum unity of effort, are essential for success.

CCMD-level Insights → Set the JTF up for success:

- Spend time up-front anticipating and determining feasible and sustainable theater C2 constructs. Minimize AOR-wide perturbations associated with continuing changes to C2.
- Establish and codify clear command relationships to gain unity of effort.
- Identify likely missions, sourcing options, expertise requirements, and readiness standards.
- Set the JTF up to operate as part of a broader coalition and USG interagency approach.
- Plan for transition from initial response HQs and subsequent transition to follow-on entities.
- Share understanding of the problem, policy implications, intent, risks, and priorities.
- Assist (to include augment) the JTF HQ across the man, train, and equip spectrum.

CCMD Component and Theater SOC Insights → Support the JTF:

- Anticipate some form of Supporting Command relationship with the JTF.
- Dispatch quality liaison teams to the JTF HQ to assist the HQ in understanding force capabilities, other ongoing AOR activities, employment considerations, risks, and challenges.
- Support JTF HQ manning requirements as a bridging mechanism prior to JMD sourcing.

JTF-capable HQ Insights → Nest with CCDR intent and processes. Be a trusted team member:

- Prepare now; focus training on the most likely scenarios to increase readiness.
- Plan to operate as a coalition joint HQ together with USG interagency partners.
- Take the time to develop trust-based relationships with mission partners and stakeholders.
- Gain understanding of joint, coalition, and interagency perspectives, goals, authorities, and capabilities to increase synergy and effectiveness of the broader team effort.
- Spend time understanding the political and policy aspects of the mission, and the CCDR's mission, intent, endstate, and processes to better define the JTF role and mission.
- Maintain a bias for action by developing a lean HQ organization, requesting necessary staff expertise, leveraging an effective liaison network, and developing efficient staff processes.
- Understand the range of joint "enablers" available to bring expertise to the HQ.
- Develop and gain approval of manning, training, and equipping plans.

2.0 CONTEMPORARY CHALLENGES

Complexity and Adaptability: The complexity, uncertainty, speed, and interdependence of events in today’s environment require highly adaptable organizations capable of integrating operations across the whole of government spectrum. The ubiquitous 24 hours a day information environment has vastly increased the rate of change of perspectives, decisions, and actions in this environment.

- CCMD and JTF commander perspectives, force capabilities, and ongoing operations both inform and are informed by policy discussions and decisions. Domestic, regional, and international political considerations affect military operations. Commanders must maintain political and policy awareness as they provide options and design, plan, conduct, and report on operations.
- Many of today’s threats transcend geographic AORs. A fully integrated whole of government and international approach is required to confront these threats across AOR boundaries.

Part of a broader team: JTFs will most likely be Combined JTFs (CJTFs), comprised of military forces from a variety of

organizations, both joint and multinational. They will also operate with other USG agencies (often US embassies) and international organizations. Teambuilding in this broader environment is critical both in terms of trust and relationships, but also in terms of understanding the differing cultures, goals, authorities, capabilities, and caveats of the participants. We’ve seen a trend toward the increased utility of coalition joint interagency task forces (CJIATFs) as we closely integrate with our interagency partners. Quality liaison is particularly important during the early stages of a crisis, a period replete with uncertainty and transition.

We see commanders requesting interagency, allies, and coalition partners to fill key JTF and JIATF leadership and staff positions to leverage their strengths, experiences, perspectives, and leadership. This infusion of multinational and interagency leadership results in better synergy, decisions, execution, and outcomes.

GCC strategic calculus and regional engagement requirements: The establishment of a JTF HQ indicates commitment to a specific mission within an area of responsibility (AOR). Events do not occur in isolation and the creation of a JTF, with the resultant commitment of forces and marshalling of resources across all elements of national power, will change the strategic landscape within the GCC’s AOR. The decision to stand-up a JTF is significant with potential long term ramifications; the JTF must be sustainable for the duration of the mission. This has force structure implications for the JTF HQ and the sourcing organizations.

Need for experience within the JTF HQ: Several senior leaders note the challenge of having a limited-experience, service-centric staff who may not be familiar with the background,

Vignette: Interagency in USARAF

*“USARAF had many challenges initially being formed as the JFC. One area we lacked in significantly was expertise on the whole of government. Our response to the Ebola crisis was a particularly challenging endeavor from the stand-point of nesting our support (DOD) within the lead federal agency (USAID) set in a complex environment. We really could have benefitted from having interagency and intergovernmental additions to our staff from the very beginning. **These additions would NOT be designed for us to lead the effort, but rather properly understand interagency cultural, terms, and operational approach differences in order to deliver the proper support.**”* USARAF Senior Staff Officer

Vignette: Role of Allies and Partners

*“CENTCOM integrated military members from the allied countries, along with representatives from a number of others early in their planning for the situation in Syria and Iraq. Other GCCs have applied similar approaches to regional challenges. **Understand the key role played by allies and partners, and incorporate them early.**”* Senior Flag Officer

challenges, and potential approaches to a problem set. They also express the concern of potentially moving too quickly to a default “JTF” solution, noting that smaller, experienced TSOC, Component or Service HQs may be better suited to accomplishing the mission.

HQ Sustainability: JTF HQs have traditionally come at a significant cost in terms of manpower, time to form and prepare, long term sustainability, and rotational implications. Many of our more demanding mission sets anticipate JTF HQs to be operational for years, not months, thus JTFs must be sustainable in terms of backfills. Any rotational sourcing construct that commits our operational-level HQ capacity (such as Army Corps HQs) may impact on our readiness and flexibility to respond to other operational requirements. Future JTF HQs will likely be smaller, more networked, more reliant on reachback and federation, multinational from the start, and closely integrated with our USG agency and nontraditional partners.

Experience: “Sometimes, we don’t consider all possible options based on the limited experience of the staff. For example, planners unfamiliar with certain types of military operations may default to what they know. They may make recommendations based on their limited service-centric experience and avoid risk by overly conservative recommendations to their commander which may reduce options.” CCMD Component J3

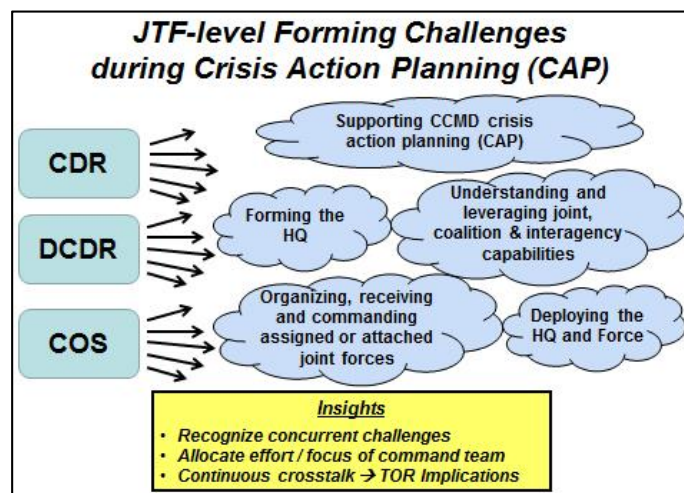
Transitions: Transitions are not discrete events. They consist of overlapping groups of actions that over time interact to create a potent mix of challenges. The transition of operational responsibilities from a CCMD (or designated TSOC or Component HQ) to a JTF, which usually occurs in the early stages of a crisis, should apply the seven lessons learned for managing transitions: 1) Plan early and often; 2) Build flexibility into plans; 3) Be as transparent as possible; 4) Integrate transitions across lines of operation; 5) Ensure key leaders play an active role managing transitions; 6) Adjust staff processes to account for increased requirements; and 7) Design organizations and processes with consideration for their short- and long-term consequences. These also apply to follow-on transitions.

Vignette: USAFRICOM
 “MARFORAF, NAVAF, and AFAFRICA all serve two CCMDs and don't have the bandwidth / capacity to maintain a JTF high level of proficiency or serve as a JTF except in very short duration missions. USARAF only serves AFRICOM, but is really a very small staff and needs significant augmentation to even fill the role of an initial HQ with a view towards quickly handing an operation off to a Service HQ. SOCAF serves like a JTF every day.”
 CCMD Senior Flag Officer

JTF Forming challenges: JTF CDRs often face five concurrent forming challenges:

- Planning to accomplish the mission.
- Forming the HQ.
- Understanding, leveraging or supporting other joint, coalition, and interagency goals, authorities, and activities.
- Organizing, receiving and commanding assigned or attached joint forces.
- Deploying the force and HQ.

We see commanders prioritizing and allocating efforts addressing these challenges as they support crisis action planning. They support both CCMD-level JOPES crisis action COA development and determination of required forces, and internal HQ forming and deployment actions.



3.0 ESTABLISHMENT OF A JTF

A JTF is one of six options available to a CCDR to employ force (see *GCC C2 Organizational Options focus paper*).

GCCs normally respond to crises with in-place HQs and forces because of their understanding of the ongoing strategic environment, resident expertise, and availability. (see figure and considerations box). Some HQs are better suited than others for certain missions based on expertise, focus, and posture.

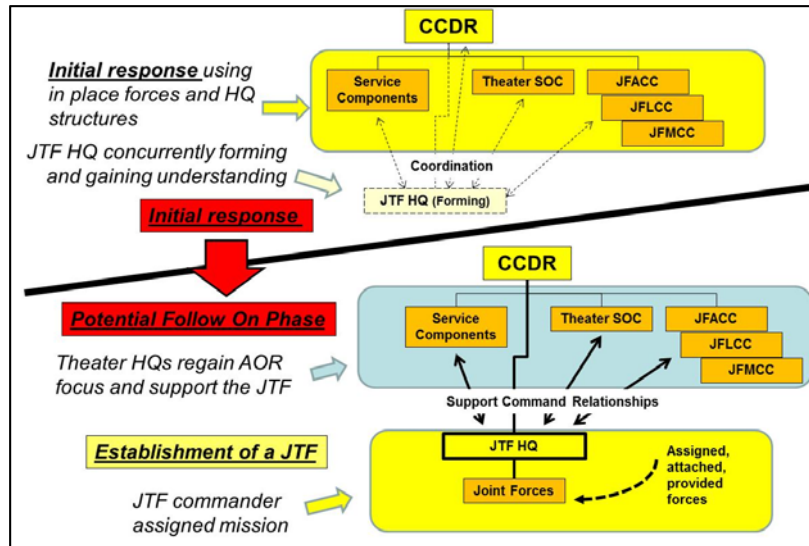
We normally see a JTF as a follow-on option. The JTF HQ may be formed around a Service Component, TSOC, Service HQ, Global Response Force HQ, or a designated commander with joint individual augmentees. The mission, timing, and sourcing expertise and availability impact the JTF HQ's selection, formation, and capabilities.

CCDRs are increasingly establishing Combined HQs and CJTFs inclusive of USG agency partners from the very beginning.

Designation of US JTF-capable HQs: We

observe three categories of JTF-capable HQs based on how they are designated, identified, and sourced. The figures on the next page depict defining characteristics and examples for each.

- The most common option for sourcing a JTF HQ is from a CCMD's Service or Functional Component HQ, TSOC, or existing subordinate HQ (such as a numbered Fleet, Numbered Air Force, Marine Expeditionary Force, or Army Corps). This core HQ with its established command structure will likely be supported by individual augmentation from within the theater using CCMD and Component HQ personnel, and through joint and interagency enabler plugs (see page 12) that can quickly deploy to provide expertise and capabilities.
- Another sourcing option is the Global Response Force (GRF) HQ. The GRF HQ, designated by the SecDef, is tasked to prepare for designated mission sets, focuses on organization, process, manning, equipping, and training, and reports joint readiness to the SecDef.



Considerations	
Initial Response	Establishment of JTF
+ In-place forces	+ Mission focus
+ Established relationships	+ Close integration of forces
+ AOR understanding	- Change to C2 Structure
- Reduces AOR-wide focus	- HQ forming time & challenges
- Stress on Theater HQs	- Potential limited understanding

Vignette: USPACOM and JTF 505 (Nepal)

COMUSPACOM activated JTF 505 to support the government of Nepal by conducting humanitarian disaster relief operations. The U.S. Embassy in Nepal headed the U.S. effort, with USAID as the lead federal agency. The CCDR designated the III MEF CG as the JTF Commander. JTF activation followed initial responses by a special forces team that was already in country, a deployed Joint Humanitarian Assistance survey team, and the USAID OFDA Disaster Assistance Response Team.

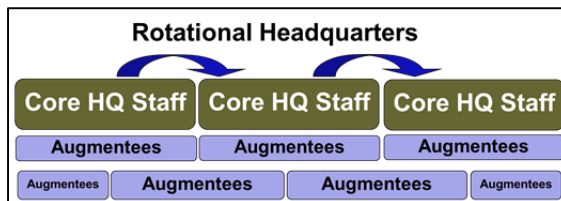
Vignette: USAFRICOM and JFC Liberia

COMUSAFRICOM initially deployed its Army Service Component (USARAF) to lead military efforts in support of USAID to assist the government of Liberia in containing the Ebola virus. C2 transitioned to JFC Liberia whose HQ was formed around an Army division HQ, sourced through the GFM allocation process. JECC enablers supported both Crisis Action Planning and the formation of JFC Liberia.

- USSOCOM and the Services also identify and prepare HQs to be JTF-capable HQs. These HQs may be at varying levels of readiness for employment as the core of a JTF HQ.

Rotational Requirements: Enduring missions often require a standing HQ (e.g., USNORTHCOM’s JTF-North) or rotational HQ (e.g., MNC-I in Iraq or IJC in Afghanistan). These HQs provide operational C2 continuity through either assigned personnel (in the case of standing HQ), or through rotational core HQs and individual augmentees. The forming challenges for a rotational HQ are often less than for a newly forming HQ. However, rotational HQ challenges include: understanding the environment, receiving required manning, understanding and covering down on established organizations and processes, and maintaining campaign continuity. Continuous dialog with the in-place HQ, maximum use of predeployment site surveys, and extended left seat / right seat rides enhance continuity.

Individual Augmentees (IA): A JTF HQ can also be formed almost solely through the use of well prepared assigned personnel or joint and coalition augmentees. Examples are JTF-North, JTF-Civil Support, CJTF-HOA, SOJTF HQs, and the former MNF-I and ISAF HQs.



Insights:

- Designate and exercise identified JTF-capable HQs to reduce ad-hoc formations. See section 6 (page 13).
- Plan for transitions; both to and from a JTF.
- Incorporate coalition and interagency from the start.
- Consider the principal of simplicity. Limit perturbations to the Theater C2 architecture. Consider other available C2 options such as the TSOC or Service HQ due to their regional and functional expertise, and their knowledge of “burned-in” Theater C2 processes.

Vignette: Special Operations JTF (SOJTF) – Building a HQ around a Designated Commander

USSOCOM has had success forming SOJTF HQs tailored to the mission around a designated commander at a CONUS location. These HQs are sourced through by-name-requests and joint individual augmentees. They are supported by a permanent CONUS-based mission support site with highly experienced cadre and prepared during the predeployment period through near-continuous contact with forward HQ and training supported by USSOCOM and JS J7 teams. These mission support cadre also prepare the continuous stream of individual augmentee rotating into theater, assists with reachback, and recovers and debriefs redeploying personnel upon tour completion.

CCMD Designated

1. Designated by a proper establishing authority. (by CCMD)
2. Readiness criteria & standards established. (by CCMD)
3. JMET readiness reported to an establishing authority. (use of DRRS-S)
4. Possesses a joint manning, training, and equipping plan. (JMD, JTP, JMEEL)
5. CCMD responsible for JTF Capable HQ Readiness sustainment.

Example: SOCPAC, ARCENT, 5th Fleet, USARAF, III MEF, etc.

SecDef Designated (GRF)

1. Designated by a proper establishing authority. (SecDef per GRF EXORD)
2. Readiness criteria & standards established. (per GRF EXORD)
3. JMET readiness reported to an establishing authority. (use of DRRS-S)
4. Possesses joint manning, training, and equipping plans. (JMD, JTP, JMEEL)
5. HQ Readiness sustainment model exists. (JS J7 programs)

Example: XVIII ABN CORPS / 82ND ABN DIV

Service/SOCOM Identified JTF HQ

1. Not designated by SecDef or CCMD.
2. Readiness criteria / standards at direction of parent service.
3. Not currently reporting readiness for JTF HQ tasks.
4. Partial joint manning, training, and equipping plans.
5. Parent service provides JTF HQ readiness sustainment.

Example: CORPS, MEF, SOJTF HQ

4.0 INTERAGENCY AND COALITION CONSIDERATIONS – *The broader Team.*

Senior leaders note that the success of a JTF Commander and subordinates is increasingly dependent on their existing skill, ability, and experience operating across four areas:

- The US Interagency.
- The coalition.
- Civilian populations and their political leaders.
- The 24/7 information environment.

“When direct participation by departments other than DOD is significant, the TF establishing authority may designate it as a Joint Interagency Task Force.” JP 3-0

Failure in any of these four areas may jeopardize mission accomplishment. Thought-out sourcing and “cultural” development of the staff from an interagency and coalition perspective can help.

Several Coalition JIATFs have been established in the past 15 years. JIATF-South, in existence for over 20 years, is well known for its counterdrug mission and leveraging of partnerships with interagency and regional nations. JTF-Civil Support, subordinate to USNORTHCOM, effectively operates in CONUS. Recently, CJIATF-Syria was formed to oversee the Congressionally-approved Syrian Train and Equip program.

Vignette: JIATF-South and CJIATF-Syria
Both of these organizations have “Directors” – not “Commanders.” Both have senior interagency partners designated as “Deputy Directors.” This promotes increased access / transparency across agencies, but does not intrude nor violate the command / agency oversight of their respective activities.

Trust-based relationships are critical to success: The Director for CJIATF-Syria spent three months visiting USG institutions in Washington, DC and the nations that were willing to join the train and equip mission. He cultivated relationships and gained understanding, advocacy, and support for the mission. The CJIATF-Syria leadership also spent significant time building relationships with the respective US Ambassadors and their Country Teams. Good relationships with these respective country teams enabled effective interaction with the MoDs, MoIs, and the Foreign Ministries of key partner nations.

- JTFs forming on short notice may not have the opportunity to develop these relationships initially; CCMDs can help jumpstart these relationships. Conversely, headquarters preparing to replace in-place HQ often have time to develop these relationships before deployment.
- A CJIATF may also be able to develop relationships with other USG agencies (obviously with the approval of their CCDR, JS, and OSD). They often meet with JS and OSD personnel, the State Department, CIA, USAID, and the FBI among others that have direct applicability to their operations. Each of these agencies has unique authorities and capabilities that contribute to USG objectives.

Insights:

- Identify and develop trust-based relationships with mission partners by understanding and respecting their interests, equities, authorities, capabilities, and risks.
- Understand and respect the sovereignty of the host nation and its leadership prerogatives.
- Recognize and respect the role and authorities of the U.S. Ambassador and Country Team.
- Leverage the authorities and capabilities of mission partners to increase effectiveness (such as the Title 22 and 50 authorities within the USG and those of the individual coalition countries).
- Request inclusion of senior USG agency and coalition personnel in the HQ. Likewise, support their efforts.

5.0 CCMD AND MISSION PARTNER CONSIDERATIONS -- *Recognize the JTF role*

CCMDs must be able to address crises while rapidly supporting the establishment of a JTF and continuing to focus on the theater campaign plan. This has implications for HQ transitions into and out of a “crisis mode,” command relationships with other components, battle rhythms, initial and sustained planning efforts, assessments, individual augmentation and joint enabler plans, and HHQ and CDR’s information and decision requirements.

Focus: CCMDs are faced with a challenge in balancing the CDR’s and staff’s focus, efforts and time to respond to crises while maintaining a focus on the theater-wide campaign plan.

Establishment and delegation of authority to the JTF will dictate a corresponding change in command relationships and resultant direction to CCMD Components relative to the JTF.

Establishing up front how a CCMD and theater components will “join” and support a JTF, and what the JTF can expect in terms of CCMD and theater component assistance and requirements will help ensure a CCMD is prepared to handle a crisis and the establishment of a JTF.

Risk: The CDR owns the risk in how he organizes forces and employs capabilities. The

CDR assesses the risk and payoff associated with activating a JTF. He

determines optimal command relationships across the AOR,

balancing JTF unity of command requirements with that of retaining

flexibility across the AOR. He

determines the degree of JTF command authority (using OPCON or TACON)

together with providing the JTF access to capabilities through support command relationships. This C2 decision is based on AOR

requirements, the JTF HQ’s expertise in planning and employment of supporting forces, and the degree of required integration and detailed

synchronization of capabilities. The CDR mitigates risk by sharing context, providing clear

priorities to both supported and supporting commanders, codifying mission approval

authorities, requiring horizontal crosstalk among subordinates, and reaching out to gain their input

on risk to mission and force considerations for CCMD-level decisions.

Support Command relationship: The support command relationship may be the most powerful command relationship in terms of gaining assured access to additional capabilities when *understood* and *codified in some form of directive*

Vignette: GCC OPLAN Rehearsal

During a mission rehearsal, one CCMD attempted to conduct a focused high intensity fight performing as the “JFC” fighting through its functional components and TSOC. They found that this overwhelmed their HQ staff and leaders, and took focus away from continued dialog with national leadership. They are reassessing their HQ training program, and reconsidering the JTF option while recognizing its costs in terms of limited time to form and prepare, HQ manpower shortfalls, and perturbation in Theater-level C2 relative to the standing components. This reinforces the importance of training and mission rehearsal exercises to assess feasibility of plans and increase readiness.

Vignette: Another GCC OPLAN Rehearsal

Another CCMD recognized the need to “fight tonight” and has accordingly tasked both its HQ and functional components with operational C2 requirements for one of its primary plans. One component has been identified as the Supported Commander and tasked with development of a supporting plan. The CCMD recognized the time delay and risk associated with a JTF HQ activation even under the best of circumstances and decided to initially fight through standing components.

Vignette: AFRICOM & CJTF-HOA

COMUSAFRICOM established CJTF-HOA and a CJOA in the Horn of Africa. COMUSAFRICOM designated CDR, CJTF-HOA as the supported commander for operations in the CJOA and directed USAFRICOM components to support CJTF-HOA in theater security cooperation activities. While CJTF-HOA is the supported command for three of the four Lines of Operation, SOCAFRICA is a supported commander for the other line of operations. Multiple supported commands is often the norm in an AOR.

or order. This relationship makes supporting commanders responsible for the success of the supported commander. It requires them to assist the supported commander during the design and planning phase, and stay involved to aid and assist the supported commander during execution. They can't simply provide forces and walk away from challenges. The establishing authority (in this case the CCDR) has a key role in defining the support relationship by providing clarity in scope, anticipated duration, authorities, priorities, and risk acceptance and "refereeing" between commanders in cases of confusion or disagreement. See the "Mission Command" paper.

TACON Command relationship: TACON, like OPCON, provides for "ownership" of the force and unity of command. However, while commonly used, TACON can be a source of friction within a JTF if not adequately defined. We often see differing perspectives on the TACON relationship. The CCMD and gaining HQs often view it as a means to achieve unity of command by empowering the gaining commander (in this case the JTF CDR) to direct the TACON force within the overall parameters of the TACON authority (in essence "owning" the force for accomplishment of the mission). However, the providing (losing) command may view the delegation of TACON in a more minimalist perspective in which it retains primary direction, authority, and responsibility over the force. They see the TACON command relationship as a limiting relationship that authorizes the gaining JTF CDR to only exercise limited direction of the force – a more deconfliction-like viewpoint. The CCDR can resolve this potential disparity by clarifying the delegation of TACON authority. Some best practices include: the CCMD articulating overall intent for achieving unity of command through the use of the TACON relationship, specifying those missions for which the JTF CDR has authority to exercise TACON, CONOP approval authorities, force protection responsibilities, operational reporting channels, directed deployment of liaison, limits to the parent HQ authority, and command venues by which to address misunderstanding or risk concerns.

Vignette: CJTF-OIR

Commander CJTF-OIR opted to establish a support command relationship between his two major components in Iraq. This in effect strengthened the horizontal linkages between the two subordinates and resulted in them collaborating to determine the best way forward versus each looking up to the CJTF for detailed tactical direction and integration. These two HQ have nearly co-located their HQ and benefit from a close relationship.

CCMD-level Insights → Set the JTF up for success:

- Identify likely C2 HQ options and specify joint readiness standards for the respective HQs.
- Set conditions for the JTF to support USG lead federal agencies, coordinate with other agencies, and operate as part of an alliance or coalition force. This includes actions such as getting coalition and interagency personnel into the HQ, working through multinational command relationships, establishing support agreements with coalition partners, authorizing direct liaison with relevant USG agency representatives, and empowering the JTF liaison element in a US Embassy to speak to the Country Team on behalf of the JTF.
- Plan for potential transitions - to the JTF, and then to another agency, force, or Host Nation. Include necessary assessment and measurement criteria for proper transition and / or disestablishment. Bridge the procedures / knowledge gap often associated with personnel transition by overlap of personnel, and even a small "transition cell" to ensure continuity of effort.
- Based on AOR experience and likely missions, develop a plan for those roles, responsibilities, relationships, and authorities that will be delegated to the JTF and those that will be retained at

"Readiness and no-notice capabilities do not happen by accident. They come with foresight, with investment, and with training – joint training."

Senior Flag Officer

the CCMD level. Focus on those AOR-wide, and to a lesser extent JOA, responsibilities required to enable JTF success and transition.

- Assist across the man, train, and equip spectrum.
 - Provide joint expertise, especially during initial forming, and approve and support the JTF manning, equipping, and training plans. The CCMD can assist the JTF in developing a feasible, supportable manning plan and work with the JS to gain access to joint enablers, approval of the Joint Manning Document (JMD), and JMD sourcing solutions to include those from coalition and interagency partners.
 - Identify and plan for a robust liaison team to be located with the JTF HQ, especially in the forming phase. This LNO team may be reduced as the JTF matures and establishes required relationships and develops a greater understanding of the AOR.
 - Develop a Joint Mission Essential Equipment List (JMEEL) and Joint Equipping Plan that considers necessary communications systems including Mission Network Environment requirements (a federation of independent, partner networks such as the well-known Afghanistan Mission Network), facility requirements, and installation, operations, and maintenance activities.
- Share understanding and provide clear commander's intent, acceptable risk, and priorities.
- Involve anticipated JTF-capable HQs in crisis action planning to gain their input.
- Establish and codify clear command relationships leveraging OPCON, TACON and Support command relationships to ensure unity of effort and synergy of action.
- Develop a clear battle rhythm that provides the opportunity for synergy and shared understanding, both within the staff and with affected organizations.
- Recalibrate CCMD focus back to the strategic level by reviewing and elevating CCMD-level decision requirements, associated CCIRs, functions, and processes commensurate with establishment of the JTF, and delegation of operational-level authorities and responsibilities.

Vignette: CJTF-OIR

CENTCOM HQs provided substantial early-on expertise to CJTF-OIR. The CENTCOM Fires Section provided several assistance visits to ensure the HQ was capable of assuming the required targeting authorities and functions.

CCMD Component and TSOC Insights → Support the JTF:

- Anticipate a supporting command relationship with the JTF.
- Support IAW Title 10 and Executive Agent responsibilities.
- Send quality liaison personnel to the JTF HQ to help them better understand supporting force capabilities and challenges.
- Leverage liaison teams to stay informed of JTF requirements.
- Assist JTF HQ manning requirements prior to JMD sourcing.
- Anticipate transfer of forces TACON to the JTF as part of the CCCR's intent to ensure JTF-level unity of command.

Vignette: CENTCOM

The CENTCOM CFACC is a model "Supporting Commander" continually looking for opportunities to assist CJTF-OIR. AFCENT and the CFACC dispatched senior leaders to ensure they were supporting CJTF-OIR requirements.

6.0 HQ FORMING CONSIDERATIONS -- Develop proficiency and gain the CCDR's trust

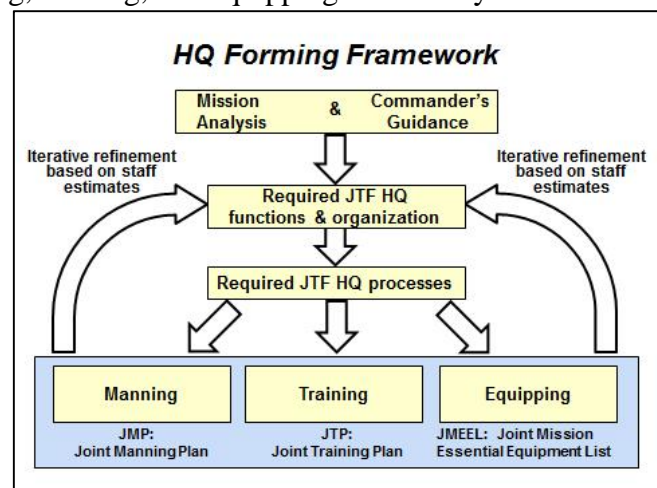
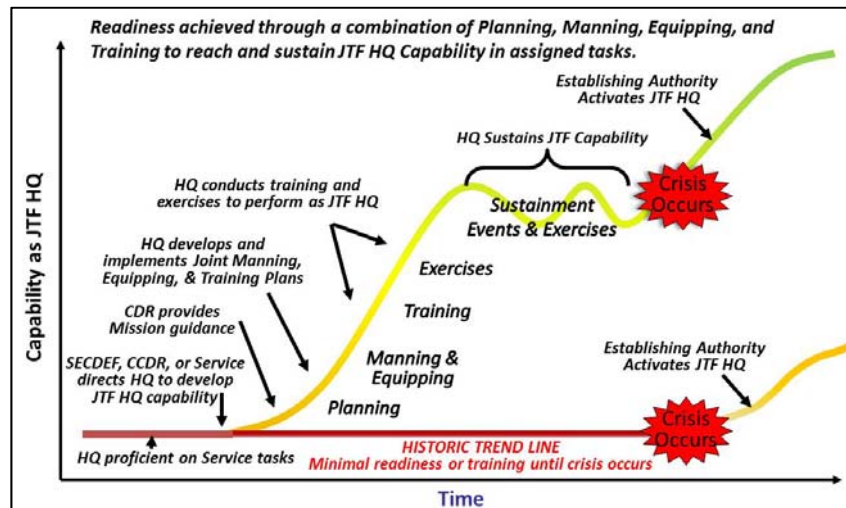
Operational mission requirements and commander's guidance drive a JTF HQ's organization, processes, and manning.

The adjacent figure provides a conceptual framework for increasing the capability and readiness of a JTF-capable HQ. It starts with a decision to develop a JTF HQ capability and progresses through development and implementation of manning, training, and equipping plans, followed by sustainment events.

The HQ forming framework (see next figure) depicts the actions involved in developing plans for manning, training, and equipping. Feasibility estimates during these planning efforts provide feedback that iteratively shapes the organization, functions, and processes. The goal of the forming effort is an agile, effective, efficient, and sustainable HQ.

Organization and functions:

- Form follows function. Consider how the HQ will organize to apply the joint functions of C2, intelligence, fires, movement and maneuver, protection, and sustainment. The staff supports the commander's decision making requirements, higher HQ and mission partner information requirements, and sets conditions for subordinate success.
- Direct how the HQ will monitor, assess, plan, and direct operations. We often see challenges in effectively organizing to conduct assessments, integrate lethal and nonlethal actions, manage knowledge and information, plan and support key leader engagement, and leverage collaboration and liaison elements. (See the "Joint HQ Organization, Staff Integration, and Battle Rhythm" paper)
- Guard against the tendency to build a large HQ. First, its sourcing may not be feasible nor sustainable. Second, large HQs are often hobbled by their sheer size in sharing understanding and purpose, lack a bias for action, have challenges in communications and delegation of authority, and develop extensive and often convoluted staffing in an attempt to ensure all are included in the staffing processes. Focus on building agile HQs that have a "bias" for action. Lean HQs stay



Vignette: CJTF-OIR

Commander CJTF-OIR organized the HQ under a J-Code structure and assigned responsibility for the key tasks noted in the adjacent paragraph, notably, knowledge management, assessment, and integration of lethal and nonlethal actions.

in their lane at the operational level, leverage reach-back and others' capabilities, and continually review requirements to retain focus on the important tasks.

- Reachback has both benefits and limitations. The JTF HQ needs to balance a forward deployed concept and its challenges in terms of footprint, size, and sustainability with that of reachback and its potential limitations in terms of situational understanding and responsiveness. HHQ “assures access” to responsive reachback through definitive orders.
- Several commanders use a “forward” and “rear” HQs concept. Roles, responsibilities, and authorities between these HQs can be confusing. We normally find that commanders and their COS have to clearly delineate and share understanding of the roles, functions, and responsibilities of these HQ, and codify terms of reference for commanders and deputies in terms of location and responsibilities.
- JTF HQ personnel will likely work with interagency and multinational mission partners. This requires delineation of the CCMD and JTF responsibilities, and has implications for JTF manning, liaison exchange, training, expertise, HQ structure, and processes. Ensure information-exchange technical platforms are in-place, necessary disclosure / information sharing training is accomplished, and establish and enforce a strong “write for release” policy to enable information sharing and collaboration both within and external to the HQ. Leverage preexisting CCMD-level relationships to speed inclusion with these partners.
- Early collaborative planning with multinational partners is essential to successful operations. Leverage the unique skill sets and capabilities of each nation’s force within the alliance or coalition. Maintain a C5 mindset: Command, Control, Cooperation, Collaboration, and Coordination.

Vignette: Reachback

Both I MEF and XVIII Abn Corps successfully used reachback to rear elements to reduce forward HQ footprint during OEF (RC-SW and IJC).

Processes:

- Developing processes that simultaneously support the commander’s decision making cycle, satisfy higher headquarters’ information requirements, and allow the commander to execute command of his forces requires significant analysis. These processes must be integrated with the desired organizational structure and support the identified functions of the HQ.
- Staffs must understand the commander’s preferred decision-making style and venues. Roles, authorities, and functions of the command group and key staff must be delineated in a terms of reference document prior to developing specific processes within the HQ. See the “*COS Roles and Functions*” paper for an excerpt of a terms of reference document.
- Designing a battle rhythm is a key element of the staff process and needs to be synchronized up, across, and down the organization. We devote nearly an entire focus paper to this topic. See the “*Joint HQ Organization, Staff Integration, and Battle Rhythm*” paper.

Manning and Equipping:

- Spend time upfront identifying HQ functions and determining the appropriate organization and processes before focusing on specifics of manning. Emphasize the establishment and use of a Joint Manning Plan. This plan should identify billets and the means to man the HQ through by-name-requests (BNR), enabler plugs, unit sourcing using Requests For Forces (RFF), and joint individual augmentees. Continually assess these plans, and adjust up or down as necessary to accomplish the mission while maintaining agility and flexibility.

- Key billets. Existing personal relationships and building trust and confidence are important when forming the HQ. Based on mission analysis, the CDR may pursue BNRs to fill some key billets. Common BNR billets are: Deputy Commander, Chief of Staff, Political Advisor (POLAD), Command Senior Enlisted Leader, principal staff officers, liaison officers, Public Affairs Officer, cultural advisors (seen in some JTFs), and allied, coalition, and interagency staff officers or representatives.

Potential Enabler Support

<u>DOD</u>	<u>Other USG Executive Departments and Agencies</u>
<ul style="list-style-type: none"> • Geographic Combatant Command (e.g., DJFAC-PACOM, JEC-NORTHCOM) • Functional Combatant Commands (e.g., JECC-TRANSCOM) • Combat Support Agencies: e.g., <ul style="list-style-type: none"> - Defense Intelligence Agency (DIA) - Defense Logistics Agency (DLA) - Defense Threat Reduction Agency (DTRA) - National Security Agency (NSA) - National Geospatial-Intelligence Agency (NGA) 	<ul style="list-style-type: none"> • State and USAID • Homeland Security (e.g., USCG, FEMA) • Commerce (e.g., NOAA) • Justice (e.g., FBI) • Energy • Interior • Treasury • Transportation • CIA

Insights

- CDR can assist in gaining support, and have more leverage getting DOD assets
- Be prepared for contributions
- Plan for their involvement

- Speed is key. Ten to twenty BNRs are more palatable and likely to be filled than large JMDs. These BNR individuals are often high payoff and can jumpstart a HQ.
- Enablers. Enablers are an important mission enhancer and are often more readily available than individual augmentees sourced through the JMD process. They normally are not long-term manning solutions as most enablers will often be limited to 120-day deployments (e.g., JECC Enablers). There are numerous enabler “plugs” available to a JTF HQ. Enablers may not always be pushed to the JTF and may need to be requested.

Vignette: PACOM & JTF-505

Following typhoon Haiyan in 2013, PACOM HQs provided personnel from the PACOM staff to III MEF to help it operate as the JTF-505 HQ tasked with conducting humanitarian assistance and disaster relief operations in support of the Philippine government. These personnel understood the organization, personalities, and processes of the PACOM HQ and facilitated interaction between the two HQs.

- Individual Augmentees. We’ve seen IAs sourced via unit-based RFFs, through personal relationships, and via the joint individual augmentation sourcing process. The value of IAs is often directly related to the billet description of required skill sets provided in the JMD. The CCMD and Joint Staff can help in the development of these descriptions.

Vignette: CJTF-OIR

Commander CJTF-OIR leveraged USARCENT manning and requested support for numerous enablers as the CJTF HQ stood up. Enablers came from the JECC, DLA, DIA, Joint IO Command, CYBERCOM, and CENTCOM HQ. He also sent out several BNRs to CENTCOM. Lastly, he requested assistance from the JS J7 to assist his staff with forming, organization, and decision-making processes.

- Different Service cultures and skill sets. Service augmentees come to the JTF HQ with their service viewpoints and understanding as they relate to their staff duties and responsibilities. The Services also have unique skill sets aligned to different staff positions. Successful HQs codify staff roles to best align Service and individual strengths with JMD positions.
- Identify early the opportunity to fully incorporate interagency and multinational partners within the JTF HQ, both in key leadership and staff positions.
- Reception planning and execution is often overlooked, but is essential to success. Stand up a Joint Reception Center to in-process, account for, and prepare / train individual augmentees prior to assignment to staff sections. This allows staff sections to better function by reducing the turbulence and workload associated with individual staff entry-level reception and training of augmentees. Ensure augmentees have the right reception, workspace, computers, and billeting to make them teammates from day one.

- Equipping. Typically, the most challenging equipping issue is in the area of communications and networks. The CCMD often takes the lead in identifying required networks and the extent of use of the mission network environment addressed on page 9.

“There is a lot of investment in this readiness business, and it has to be practiced,”
 “You have to have a force that has all the enablers that would be needed in an expeditionary environment, and they have to be ready and work together and train together.”
 Senior Flag Officer

Training – a key forming task:

- Designated JTF-capable HQs focus training on the most likely missions. We have seen planners from the designated GRF HQ visiting GCCs to ascertain the most likely scenarios and missions resulting in more focused training and exercise programs.
- A small training section within the JTF HQ can orchestrate development of pre-deployment training requirements for incoming rotational HQ and joint IAs (JIA), coordinate their reception, and orchestrate staff sustainment training.
- Individual Training. JKO is one source for individual training as are the DTD focus papers and joint training guides described on the inside front cover. Specific technical training is also available. JTF leaders can identify prerequisite training requirements for augmentees and pass them to the CCMD for subsequent implementation by force providers.
- The Joint Staff J7 has developed several small group scenario trainer (SGST) modules that support operational planning team (OPT) and working group (WG) internal process training. This construct includes pre-testing to refine training requirements and post-testing to assess value of the training experience and identify follow-on training requirements. Smaller, more focused training events can pay off in the broader HQ readiness.
- The ongoing Joint Staff J7 exercise series and the Chairman’s exercise program coupled with Service training programs can help the Commander get the JTF HQ to a “quick walk / slow run” training proficiency level. We continually see the benefit of initial training that focuses on understanding the strategic environment to assist the forming HQ in understanding its role in the “bigger picture.” Other high payoff events are tailored plenary and functional seminars, tabletop exercises, and senior leader seminars. These build trust-based relationships, share understanding, and identify empowerment opportunities (all elements of mission command).
- JTF Forming Exercises (FORMEX) based on potential missions stress the staff and identify deficiencies and opportunities to gain efficiencies. JTF HQ readiness events can be designed to exercise the formation of the JTF HQ under CCMD-defined conditions. The FORMEX builds trust between organizations, increases understanding within the CCMD of its requirements for a JTF, and exercises the JTF HQ on its most likely mission sets.
- The JS J7 can also send small tailored teams forward to assist JTF commanders and staffs in increasing HQ effectiveness through over-the-shoulder individual training. J7 training teams also provide observations and recommendations to the command while gaining operationally relevant insights and best practices to share with other joint HQs.

Vignette: ISAF Joint Command (IJC)

Commander IJC established a training section in the HQ to identify individual, unit, and staff pre-deployment training requirements. IJC forwarded these requirements both to NATO and through USFOR-A to help focus “force providers” in appropriately preparing forces and individuals.

7.0 READINESS IMPLICATIONS

Readiness of JTF-capable HQs is a continuing theme with both CCMDs and force providers.

Readiness of designated HQs: As noted earlier, one important task of the CCMD is to designate JTF-capable HQs, identify likely mission sets, and specify tasks and readiness standards for those HQs. These can be codified in RFFs and other directives, and aligned against UJTL tasks (see enclosure). CCMDs can establish unique joint UICs for these core HQs and direct that they report their readiness via DRRS. This UIC and DRRS concept is being used by some CCMDs and with the GRF HQ.

The terms “certification” and “validation” are no longer mandated by the UCP for addressing readiness and deployability status of JTF-capable HQs. That said, some force provider HQs (e.g., SOCOM) still use certification and validation terminology to report the readiness of a joint HQs being provided / transferred to a CCMD for employment in that CDR’s AOR.

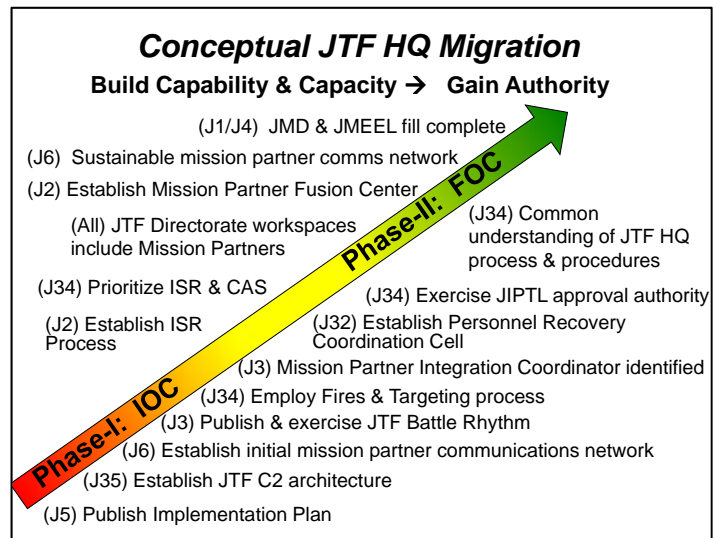
Readiness of a forming HQ: CCDRs must know the level of operational capability of a forming JTF and the HQ as they plan the timing of transfer of authority from either the CCMD HQ or other operational HQ to the forming JTF HQ. The JTF commander normally projects an estimated timeline for attainment of IOC and FOC to assist CCMD and JTF planning efforts and to manage expectations of the JTF’s capability. There is a direct correlation between an increase in capability with the associated delegation of authority. The arrow in the above figure characterizes one plan of action and milestones. The figure also depicts some likely delegations of authorities to the JTF HQ as it achieves IOC and FOC.

Assessment: Forming HQs normally require some form of internal assessment to inform the CDR and HHQ as critical capabilities are achieved. This provides common awareness of HQ progress toward readiness and assists the CDR and CCMD in the transition planning discussed above (See vignette).

Summary: Focus on “sustaining readiness” instead of focusing solely on a culminating exercise or event. Unless a JTF-capable HQ is transitioning immediately to execute a JTF mission, the terms “certification” and “validation” have transient value.

Vignette: PACOM OCA Process

PACOM has a well-defined Operational Capability Assessment (OCA) process by which they assess the readiness of designated HQs to perform as JTF HQs. Their process incorporates CCMD-level oversight, periodic assistance visits, and assessments to ensure / report readiness.



Vignette: CJTF-OIR

CJTF-OIR implemented an assessment process to track its progress from initial to full operational capability. Each staff section identified required UJTL, projected anticipated achievement of capability, and then provided a monthly assessment (green, amber, red) of progress.

Enclosure: Sample UJTL Operational Level 5.5 Enabling Tasks for a JTF-Capable HQ

- a. Identify and request forces and capabilities required for the JTF to perform assigned missions.
- b. Develop and provide recommended Joint Operations Area for the JTF.
- c. Establish the JTF C2 structure and associated command authorities to enable the JTF Commander to command the JTF.
- d. Determine the JTF HQ staff organization necessary to support the JTF Commander's command of the JTF.
- e. Identify and request manning required for the JTF HQ to perform assigned missions.
- f. Integrate augmentees into the JTF HQ staff.
- g. Establish a JTF liaison structure to reinforce trust-based relationships, ensure mutual understanding and unity of purpose and action, and enhance coordination.
- h. Determine terms of reference for the JTF's senior leaders.
- i. Identify requirements for advance parties and forward elements in the operational area and prepare them for deployment.
- j. Define criteria and timeline for the JTF HQ achieving initial and final operational capability to perform its critical functions as determined by the establishing authority.
- k. Develop a JTF HQ staff battle rhythm that enables the JTF Commander to command the JTF.
- l. Develop a JTF HQ information plan that enables the JTF Commander to command the JTF.
- m. Determine the locations, layout, functions, systems, manning, and security plan for the JTF HQ command posts.
- n. Develop staff operating procedures for the JTF HQ.
- o. Report readiness of the JTF-capable HQ.

GLOSSARY (1 of 2): ACRONYMS AND SELECTED DEFINITIONS

AFAFRICA: Air Force AFRICA

B2C2WG & OPT: Boards, Bureaus, Centers, Cells, Working Groups and Operational Planning Teams. All are means to integrate the staff efforts to support decision making.

C2: Command and Control

CCDR: Combatant Commander

CCMD: Combatant Command

CJIATF: Combined Joint Interagency TF

CJOA: Combined Joint Operations Area

CJTF: Combined or Coalition JTF (as used in this paper)

CONOP: Concept of Operation

COS: Chief of Staff

DRRS: Defense Readiness Reporting System: A capability based, Department wide readiness system that provides mission assessments through its METL construct. It provides timely and accurate information for planning, readiness, and risk assessments for joint and Service unit commands.

FHA: Foreign Humanitarian Assistance

FOC: Full Operational Capability

GCC: Geographic Combatant Commander

GRF: Global Response Force

HQ: Headquarters

HHQ: Higher Headquarters

IJC: ISAF Joint Command

IM: Information Management. The function of managing an organization's information resources for the handling of data and information acquired by one or many different systems, individuals, and organizations in a way that optimizes access by all who have a share in that data or a right to that information

IOC: Initial Operational Capability

J-Dir: Joint Staff Director (e.g., J-3)

JFC: Joint Force Commander

JIA: Joint Individual Augmentee

JMD: Joint Manning Document

JTF: Joint Task Force

KM: Knowledge Management. An organization's deliberate approach to establishing effective staff processes necessary to achieve and maintain the shared understanding that enables decision support for the commander. No DOD definition. This is a commonly used definition.

LNO: Liaison Officer

MNC-I: Multinational Corps – Iraq

MNE: Mission Network Environment

NEO: Noncombatant Evacuation Operations

NGO: Nongovernmental Organization

OIR: Operation Inherent Resolve

OGA: Other Governmental Agency

PDSS: Predeployment Site Survey

SOC AF: SOC AFRICA (a TSOC)

SOP: Standard Operating Procedures

SVTC: Secure Video Teleconference

TACON: Tactical Control

TSOC: Theater Special Operations Command

TOR: Terms of Reference

TTP: Tactics, Techniques, and Procedures

UIC: Unit Identification Code

UJTL: Universal Joint Task List. A menu of tasks, which serves as the foundation for joint operations planning across the range of military and interagency operations.

USARAF: US Army AFRICA

GLOSSARY (2 of 2): SELECTED JTF and TRAINING DEFINITIONS

Joint Task Forces. A JTF is a joint force that is constituted and so designated by SecDef, a CCDR, a subordinate unified command commander, or an existing commander, joint task force to accomplish missions with specific, limited objectives and which do not require centralized control of logistics. However, there may be situations where a commander may require directive authority for common support capabilities delegated by the CCDR. JTFs may be established on a geographical area or functional basis. JTFs normally are established to achieve operational objectives. When direct participation by departments other than DOD is significant, the TF establishing authority may designate it as a joint interagency task force. This might typically occur when the other interagency partners have primacy and legal authority and the JFC provides supporting capabilities, such as disaster relief and humanitarian assistance. The proper authority dissolves a JTF when the JTF achieves the purpose for which it was created or is no longer required. (JP 3-0)

Establishing Authority: A combatant commander (CCDR) will be the joint task force establishing authority in most situations but the Secretary of Defense, a sub-unified command commander, and a commander of a joint task force, may also establish subordinate JTFs. The JTF establishing authority designates command authorities and relationships, and provides other command and control (C2) guidance necessary for the commander to form the joint force and begin operations (JP 3-33)

Service Headquarters: A combat force HQs that is organized, manned, equipped and trained to perform Service and functional roles (Joint Staff Common JTF HQs SOP, Version 2.0, 26 June 2013)

Designated Service Headquarters: A Service headquarters selected by the establishing authority to be a joint task force-capable headquarters. (JP 3-33)

Service Retained. The Secretaries of the Military Departments exercise administrative control (ADCON) over Service retained forces through their respective Service Chief . . . The Secretaries also perform a role as a force provider of Service retained forces until they are deployed to CCMDs (JP-1)

Joint Task Force-Capable Headquarters: A designated Service headquarters that can achieve and sustain a level of readiness to establish, organize and operate as a joint task force headquarters, acceptable to the supported/assigned combatant commander. (JP 3-33)

Joint Task Force Headquarters (JTF HQ): Any headquarters for a joint task force that is constituted and so designated by the Secretary of Defense, a combatant commander, a sub-unified commander, or an existing joint task force commander to conduct military operations or provide support to a specific situation. (JP 1-02)

Service Component Command: Command consisting of the Service Component Commander and all those Service forces, such as individuals, units, detachments, organizations, and installations under that command, including the support forces that have been assigned to a combatant command or further assigned to a subordinate unified command or joint task force. (JP 1)

Functional Component Command: A command normally, but not necessarily, composed of forces of two or more Military Departments which may be established across the range of military operations to perform particular operational missions that may be of short duration or may extend over a period of time. (JP 1)

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