

Improving Readiness for Joint Task Force Headquarters

Concept of Operations

Version 4.0



**U.S. Joint Forces Command
Joint Enabling Capabilities Command
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FOREWORD

In March 2006, the Services' Operations Deputies asked U.S. Joint Forces Command (USJFCOM) to develop a framework and guidelines to support implementation of the 2006 Quadrennial Defense Review decision to transform designated Service headquarters to joint task force-capable headquarters (JTF-capable HQ), beginning in Fiscal Year 2007. The May 2008 Guidance for Development of the Force reiterated the requirement to establish JTF-capable HQ as one of the priority actions to achieve the Department of Defense command and control capabilities vision. In response to these requirements, the JTF HQ community of interest (COI), comprised of representatives from the Office of the Secretary of Defense, Joint Staff, combatant commands and Services, collaborated over the past three years, on the concept of operations, titled "*Improving Readiness for Joint Task Force Headquarters.*"

Version 4.0 of this document now serves as a common basis upon which combatant commanders and the Services can improve the readiness of operational-level command and control headquarters. In fact, combatant commands are currently applying, to varying degrees, the JTF-capable HQ formation construct. Furthermore, the joint community is undertaking significant initiatives that support the concept, to include efforts to effectively integrate enabling mission partners in the formation and sustainment of JTF-capable HQ and in associated contingency planning efforts.

The Joint Enabling Capabilities Command, as the USJFCOM lead for JTF HQ formation, will continue to collaborate closely with the JTF HQ COI to delineate in an appropriate publication the joint community's responsibilities in regard to JTF-capable HQ. Similarly, we look forward to collaborating with the joint community and other government agencies on the preparation of a USJFCOM-produced JTF-capable HQ Commander's Handbook to capture related pre-doctrinal concepts, process and procedures. We ask that the joint community remain actively engaged with us and welcome comments on this document and future related publications.


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LEXICON

- **Service headquarters:** A combat force headquarters that is organized, manned, equipped and trained to perform Service and functional roles. This includes the headquarters of a Service component command assigned to a combatant command or to a subordinate unified command, and the headquarters of a combat echelon (e.g., Army corps, number air force, numbered fleet, Marine expeditionary force) assigned to a combatant command.
- **designated Service headquarters:** A Service headquarters selected by the combatant commander to be a joint task force-capable headquarters.
- **joint task force-capable headquarters:** A designated Service headquarters that has achieved and can sustain a level of readiness to establish, organize and operate as a joint task force headquarters, which is acceptable to the supported/assigned combatant commander.
- **joint task force headquarters:** Any headquarters for a joint task force that is constituted and so designated by the Secretary of Defense, combatant commander, a sub-unified commander, or an existing joint task force commander to conduct military operations or support to a specific situation. (Derived from Joint Pub 1-02)

Figure 1-1: Glossary Extract - Lexicon

1. INTRODUCTION

a. Joint Task Forces (JTFs): The U.S. military establishes JTFs to conduct command and control (C2) at the operational level, which is critical to meeting the challenges we face now and those we will face in the foreseeable future.¹ The primary organization that provides operational-level joint command and control is the JTF headquarters (JTF HQ).² Its primary purpose is synchronizing distributed tactical actions to achieve unity of effort³ and ensuring that tactical successes are translated into operational-level success. Achieving unity of effort also necessitates that JTF HQ synchronize, coordinate, and integrate the activities of governmental and nongovernmental entities with its military operations. The Department of Defense (DOD) relies primarily on Service HQ, which are principally organized, trained, and equipped to execute Service HQ missions, to adapt with little or no notice to become JTF HQ, capable of commanding and controlling integrated operations at the operational level.

b. DOD Vision: In an effort to improve the adaptability of Service HQ to transition into JTF HQ, the Quadrennial Defense Review (QDR) Report, dated 6 February 2006, recommended changes in joint command and control, as quoted below:

¹ See USJFCOM "Joint Operating Environment 2008, Challenges and Implications for the Joint Force."

² See Joint Publication (JP) 3-33, "Joint Task Force Headquarters."

³ Unity of effort is defined as coordination and cooperation toward common objectives, even if the participants are not necessarily part of the same command or organization - the product of successful unified action. (JP 1)

QDR Decisions. “To achieve the characteristics of the future joint force and build on progress to date, the Department will: Transform designated existing Service operational headquarters to fully functional and scalable Joint Command and Control Joint Task Force-capable Headquarters beginning in Fiscal Year 2007.”

Subsequently, the Guidance for Development of the Force (GDF), May 2008, stated that one of the priority actions to achieve the C2 capabilities vision delineated in the GDF is to “Enable Combatant Commanders’ designated Service component headquarters to be joint task force-capable.” The GDF directed that “To this end, the Military Departments and Combatant Commands, in coordination with USJFCOM, will execute transformation of designated Military Department operational two and three star headquarters to JTF-capable Headquarters for completion by 2015.”

c. Purpose

(1) This document describes how the Joint Staff, combatant commands, Services, and Defense agencies are taking action to implement the GDF in regards to JTF-capable HQ and identifies current concepts and initiatives for improving the formation and sustaining the readiness of JTF HQ capability within DOD. It outlines a concept of operations (CONOPS) for transforming designated Service HQ into effective and adaptable JTF-capable HQ that, when ordered to conduct joint operations,⁴ are prepared to form as a JTF HQ and to command and control integrated joint operations as a part of unified action.⁵ Key tenets of this CONOPS stipulate that combatant commanders (CCDRs) designate and ensure the readiness of appropriate Service HQ to become JTF-capable HQ, in order to meet their operational level C2 requirements for JTF HQ. As a result, the focus of this document is on providing a framework that can be used by joint force commanders (JFCs) to prepare Service HQ to become JTF-capable HQ, without significantly impacting their capability and readiness to perform traditional Service HQ missions.

(2) This document does not imply any restriction of the Secretary of Defense’s legal authority to deploy forces as necessary for the national security of the United States.

(3) It is not the intent of this publication to restrict the authority of the JFC from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of the overall objective.

(4) The basic concepts and principles discussed herein may be applied to forming and sustaining the readiness of any JTF HQ. CCDRs may integrate elements of this document into theater JTF HQ readiness programs.

⁴ The specific missions assigned to a JTF-capable HQ by the supported combatant commander may span the range of military operations identified in JP 3-0. Also see Figure 4-1 of this document.

⁵ Unified action is defined as the synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort. (JP 1)

d. JTF HQ Problem: As noted above, JTF HQ have been by nature ad hoc organizations requiring substantial unprogrammed resources, such as manpower, equipment and training. Although in the past, military professionals have had the expertise to create a functioning operational-level JTF HQ to accomplish the assigned mission, they have not always been able to plan and organize the HQ rapidly enough to take advantage of opportunities that presented themselves during the early phases of the operation or campaign. For example, delays in filling the combatant command-validated manning requirements for JTF Liberia in 2003 affected the initial planning effort. Similarly, in September 2004, a briefing for Secretary of Defense (SecDef) on the manning for Combined Joint Task Force 7 (predecessor to Multi-National Force-Iraq) revealed that the headquarters was not sufficiently manned to manage both the current battle and to plan for Phase four post-conflict operations. Even today, JTF HQ formed around a Service HQ often require significant augmentation, just-in-time training, and the integration of C2 capabilities utilized by different Services, as well as other governmental and non-governmental organizations, which may not be interoperable.

e. JTF HQ Progress: In conjunction with the preparation and coordination of this document, progress has been made in recent years to improve the readiness of JTF-capable HQ. A sampling of these initiatives is listed below:

- Most CCDRs have established a Standing Joint Force Headquarters-Core Element (SJFHQ-CE) or similar staff element that may be used to facilitate rapid transition of a Service HQ to a JTF HQ.
- The USJFCOM SJFHQ-CE has been transformed into the Joint Enabling Capabilities Command (JECC) (see Appendix A), which employs, manages and develops USJFCOM joint enabling capabilities (JECs) for Global Response Force (GRF) execution and emerging operational requirements.
- A JTF HQ community of interest (COI), comprised of representatives from the Office of the SecDef (OSD), Joint Staff, combatant commands, and Services, collaborates on issues affecting the readiness of JTF HQ.
- CCDRs have designated various Service HQ to meet their JTF-capable HQ requirements and initiate pre-crisis preparations for specified missions across the range of military operations.
- CCDRs have also established programs to ensure the readiness of selected Service HQ to become JTF-capable HQ and to maintain their proficiency in the joint mission-essential tasks (JMETs) associated with assigned missions.
- USJFCOM has prepared and continues to maintain JTF HQ manning and C2 equipment templates to support the development of joint manning documents (JMDs) and joint mission-essential equipment lists (JMEELs) for JTF HQ.
- Automated tools, such as the electronic Joint Manpower and Personnel System (eJMAPS) and U.S. Pacific Command's JMD Repository, are available to capture and manage manning requirements.
- The Joint Knowledge Online (JKO) enterprise portal system provides access to web-based courses and learning tools that support joint training for individuals preparing for joint operations or collective joint training exercises and sustainment training for JTF-capable HQ.

- The Joint Training Information Management System (JTIMS) provides an environment to schedule, manage, and assess JTF training per the Joint Training System (JTS) methodology and provide feedback to the Defense Readiness Reporting System (DRRS).
- The C2 Capability Portfolio Manager (CPM) is actively engaged, in coordination with the CCDRs and Services, in delivering integrated joint C2 capabilities, improving interoperability, identifying and capturing efficiencies, reducing capability redundancies, and increasing joint operational effectiveness.

f. JTF HQ Challenges: JTF HQ readiness challenges still exist. Trends illustrate that as the CCDR's use of JTF HQ for operational-level C2 increases, it is becoming more difficult for the Services to source large numbers of individual augmentees (IAs) without "breaking" multiple units by pulling out their senior leadership. Once the JTF HQ is established, it takes time to receive and integrate new members and, then, to begin functioning as a cohesive unit with common processes, standards, or procedures. There is no guarantee in the future that a Service HQ will have sufficient time and joint expertise necessary to reorganize as a JTF HQ and increase its proficiency at joint command and control before beginning to execute its CCDR-assigned mission(s). Therefore, it is imperative that the number and structure of JTF-capable HQ are effectively managed and that shortfalls in organizing, manning, equipping, and training designated Service HQ, as the foundation of a JTF HQ, are properly identified and resolved.

g. Methodology

(1) This document outlines a coordinated and holistic approach to develop and begin resolving the details of an integrated plan of action and milestones for improving the formation and sustainment of JTF HQ capability within DOD. It provides a reference framework, which capitalizes on current CCDR programs and provides models, formulas, conceptual processes and proposed criteria to facilitate implementation of JTF-capable HQ readiness programs. Essential elements of this framework include:

- A JTF-Capable HQ Readiness Model (Figure 3-1) to guide the designation, organization, manning, equipping, training and readiness of designated Service HQ.
- A JTF-Capable HQ Formation Model (Figure 5-1) that provides an overview of typical activities and events associated with forming, verifying readiness, and sustaining a JTF-capable HQ.
- A manning formula (Figure 5-2) that uses a building block approach for sourcing a JTF-capable HQ JMD and developing a related joint manning plan.
- A conceptual process for identifying, assessing and sourcing required JTF HQ C2 systems and applications (Figure 5-3).
- A list of core tasks recommended for inclusion in the JTF-capable HQ commander's joint mission-essential task list (JMETL) (Figure 5-4).
- Baseline criteria and a conceptual process for JTF-capable HQ readiness programs. (See paragraph 5f(3).)

(2) This CONOPS relies on established programs to identify and address JTF HQ capability gaps and associated resource constraints (specifically manpower and funding). The capability portfolio management (CPfM) procedures, as well as the JTF/Functional Component HQ

Certification program element of the Combatant Commander Exercise Engagement and Training Transformation (CE2T2) account, will continue to be used to gain senior leadership visibility on JTF HQ readiness issues. Resource requirements will be presented to the Defense Advisory Working Group for decision.

h. Desired Endstate

(1) CCDRs will synchronize the JTF-Capable HQ Readiness Model for operational-level JTF HQ with Service force generation models prior to selecting a Service HQ and assigning it a mission as a JTF-capable HQ. The designated Service HQ will be capable of establishing, organizing and operating as a JTF HQ, to include identifying manning and equipping augmentation sets needed for support. In addition to its Service and functional readiness responsibilities, the designated Service HQ will train, typically in a multi-echelon training construct, with available manpower and equipment that it anticipates using if employed as a JTF HQ. Upon achieving CCDR-specified readiness requirements, a JTF-capable HQ will sustain a level and period of readiness established by the supported CCDR.

(2) The end result is not a “standing JTF HQ” for every imaginable mission requirement, but rather, within each combatant command, one or more Service HQ--enhanced through pre-crisis organization, manning, equipping, training and readiness initiatives--ready to step up to JTF HQ responsibilities as specified by the supported CCDR. The JTF-capable HQ will possess core joint capability elements and skill sets that enable additional capability modules to augment the HQ as mission scope and scale dictate. This will minimize demands on Service resources, provide the JTF-capable HQ with the foundational organization, manning, equipment and training necessary to more rapidly achieve full mission capability as a JTF HQ, and reduce operational risk.

i. Summary: As described in this document, the current and planned initiatives undertaken by the Joint Staff, combatant commands, Services, and Defense agencies are aimed at achieving the 2006 QDR vision. When fully implemented, a JTF-capable HQ will be better prepared to operate as a JTF HQ. This improved readiness for operational-level joint command and control should enable the planning and execution of a more rapid, fully integrated and effective campaign plan early enough in an emerging crisis to ensure that tactical successes lead directly to operational success.

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2. FACTS AND KEY TENETS OF THE CONCEPT

a. Facts

(1) Title 10 U.S. Code directs that all forces, except those forces assigned to carry out functions of the Secretaries of the Military Departments and those assigned to multinational peacekeeping organizations, be assigned to a CCDR. The 2008 Unified Command Plan (UCP) directs CCDRs to certify the readiness of assigned HQ staffs designated to perform as a JTF HQ or a functional component HQ.

(2) USJFCOM, as the Joint Force Provider and in coordination with the supported CCDRs, will provide, as directed, trained and ready joint forces to other combatant commands. Additionally, USJFCOM established the JECC to assist in rapid formation, organization and sustainment of JTF HQ (See Appendix A for details).

(3) Defense Planning Guidance, Fiscal Years 2004-2009, directed geographic combatant commanders (GCCs) to establish SJFHQs.⁶

(4) SecDef has directed specific actions by the CCDRs, Services, and Defense agencies to improve formation and sustainment of JTF HQ in the areas of individual augmentation, sourcing, training, and certification.⁷

(5) Existing Planning, Programming, Budgeting, and Execution System processes will be used to determine resources appropriate for implementation activities described in this CONOPS. This includes the use of CPfM procedures, as well as the JTF/Functional Component HQ Certification program element of the Combatant Commander Exercise Engagement and Training Transformation (CE2T2) Defense-wide fund,⁸ to address funding and manpower shortfalls for JTF HQ readiness issues.

(6) Services will exercise Title 10 responsibilities to man, organize, equip, and train combat forces. This includes Service HQ designated to be JTF-capable HQ by CCDRs as well as Service tactical units.

b. Key Tenets of the Concept

(1) CCDRs may designate any number of appropriate Service HQ from their assigned forces to become JTF-capable HQ in order to meet their operational requirements for operational-level joint command and control headquarters, with all risks considered.

⁶ See SecDef Memorandum, "Manning for Standing Joint Force Headquarters (SJFHQ-Core Element (CE)," dated 16 December 2003. Also see CJCSM 5125.01 Series, "Baseline Organization and Functions for a Standing Joint Forces Headquarters and Other Joint Organizations."

⁷ See SecDef Memorandum, "Policy Implementation to Improve Formation and Sustainment of JTF HQ," dated 04 February 2005.

⁸ The Combatant Commander Exercise Engagement (CE2) program increment of CE2T2 addresses joint training requirements of the combatant commands and is managed by the Joint Staff (JS) J-7 with OSD oversight and USJFCOM support.

(a) CCDRs consider available resources, Service fielding plans, and force generation schedules

(b) Given sufficient resources, any Service HQ may be selected by their CCDR to be a JTF-capable HQ.

(c) Normally, JTF HQ will be employed inside their parent combatant command's area of responsibility (AOR).

(d) Service HQ deployments (without the augmentation required to become a JTF HQ) are managed via the Global Force Management Board (GFMB) in consultation with the Services and the combatant commands.

(e) This tenet leverages the habitual relationships and geographic orientation of forces deployed outside the continental United States.

(f) Designated Service HQs will remain prepared to deploy worldwide for Joint Strategic Capabilities Plan (JSCP)-required Service and functional missions if not deployed on an actual JTF HQ mission.

(2) Designated Service HQ will organize, man, equip, and train to achieve readiness as a JTF-capable HQ in a timetable that is consistent with CCDR requirements, Service force generation cycles, equipment fielding schedules, global prioritization of resources, and current identified GFMB rotational force requirements.

(3) CCDRs ensure the readiness of JTF-capable HQ for employment as JTF HQ within the supported CCDR's AOR.

(a) CCDRs work with the Services to identify capability gaps and related solutions based upon a worldwide context.

(b) If CCDR force requirements for JTF-capable HQ cannot be met with assigned forces, then requests for additional forces will be resolved through the Global Force Management (GFM) process.

(4) JTF-capable HQ must retain their Title 10 capability to perform functional component, Service component and Service department tasks until they are specifically relieved of those missions.

(5) Augmentee support should be included in JTF HQ training. Augmentation from within the combatant command should be available to the designated Service HQ for training purposes and when ordered to conduct operations as a JTF HQ. Additional augmentees may be needed to complete a JTF HQ JMD and will be sourced from a pool of DOD-wide pre-trained personnel, perhaps qualifying through distance-learning methods (see paragraph 5e(5) below). The joint training plan (JTP) should address pre-deployment training requirements for all augmentees and their integration into the JTF HQ staff.

(6) The goal of readiness reporting during the transition of a designated Service HQ to a JTF-capable HQ is to provide the supported CCDR with an accurate and descriptive assessment of the designated Service HQ staff's initial progress toward achieving readiness as a JTF-capable HQ. Specific guidelines on readiness reporting are outlined at paragraph 5f(4) of this document.

(a) A JTF-capable HQ will report readiness IAW current readiness reporting requirements and provide the supported CCDR with an accurate and descriptive assessment of the JTF-capable HQ's ability to accomplish its directed mission or missions throughout its specific life cycle.

(b) When ordered to conduct operations as a JTF HQ, JTF readiness reporting will address the actual assigned mission and continue to comply with current readiness reporting requirements.

(7) USJFCOM portal contains a library of joint manning templates, joint training standards, and joint C2 equipping baselines, based on historical and current JTF HQ experience that combatant commands and Services may use as references. See paragraph 4c(2) of this document for the location of these templates on the Secure Internet Protocol Router Network (SIPRNET).

(8) Combatant commands will identify the capabilities required by their JTF-capable HQ on a permanent basis. Where required capabilities exceed existing capabilities resident in both the designated Service HQ and owning combatant commands, USJFCOM will assist in determining appropriate resources to attain that additive increment of capability and, when appropriate, assist with other resources not ordinarily available through Service funding (e.g., JECs). For example, USJFCOM, as the Joint Force Provider, may assist by providing templates, subject matter expertise, training teams or other joint enabling capabilities, as required. Combatant commands and Services may use CPfM procedures to address shortfalls in the POM process.

c. Key Characteristics of JTF-Capable HQ

(1) Multi-functional: Satisfy both the requirements for operational-level joint command and control inherent to JTF HQ and retain readiness for Service and joint functional component core competencies.

(2) Deployable: Prepared to deploy the required capabilities to their assigned Joint Operations Area (JOA). The majority of contingencies that have led CCDRs to establish JTF HQ have not happened close to the home base of a designated Service HQ. This characteristic is tempered by the understanding that many operational-level command and control functions do not need to be performed at the forward location. Rapidly emerging network capabilities that enable virtual presence and remote staff meetings will influence the relative proportions of future JTF HQs that are forward deployed to the JOA and that remain at home stations (with potentially much greater network connectivity).

(3) Adaptable: Ready to respond to a CCDR-directed mission or missions across the range of military operations (see Figure 4-1) and capable of recognizing, planning for and managing operational transition of the joint force over time and space in response to changing

circumstances.⁹ Such transitions must occur quickly and smoothly in order to facilitate the joint force seizing the initiative in a changing situation rather than losing momentum or unique opportunities to significantly advance mission success. Joint experience and training, as well as advance planning with all enabling mission partners increase the adaptability of JTF HQ.

(4) Scalable: Prepared to receive augmentation and integrate equipment appropriate to the specific mission when ordered to conduct operations as a JTF HQ. Detailed JMDs and JMEELs for C2 systems and applications will be developed in conjunction with the Services and other organizations, as required, to meet anticipated mission requirements. This characteristic also entails the ability to modify and dissolve functional entities as the needs of the HQ evolve.

⁹ Also see reference to concept of operational adaptation at paragraph 4b of this document and in the *Capstone Concept for Joint Operations* (CCJO).

3. JTF-CAPABLE HQ READINESS MODEL

a. The force readiness model in Figure 3-1 is proposed as a way to portray the anticipated status of any designated Service HQ within a combatant command. This generic force readiness model will need to be tailored for each designated Service HQ based on AOR specific issues as well as existing Service force generation cycles and materiel fielding schedules. The number of Service HQ in formation phase at any one time will be constrained by resources, globally prioritized Service fielding schedules, and overall combatant command demand.

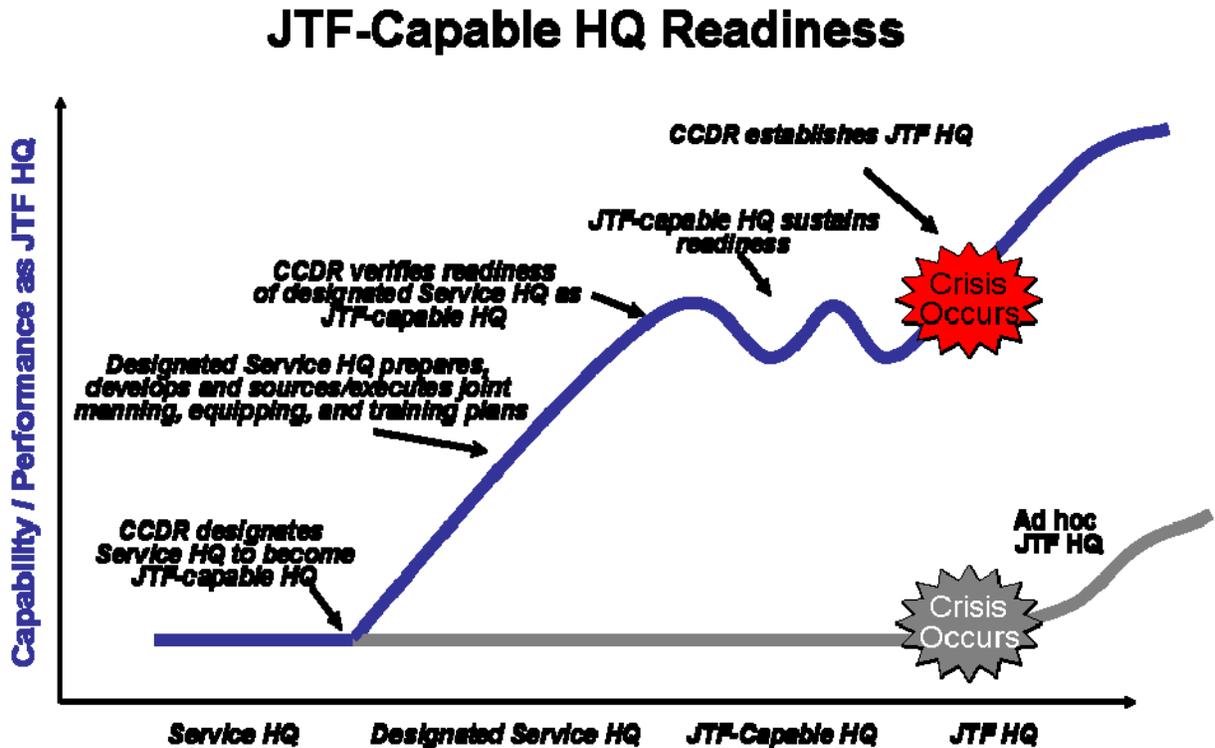


Figure 3-1: JTF-Capable HQ Readiness Model

b. The readiness of JTF-capable HQ should be managed as a continuous process by the CCDR, Service component and Service HQ commander. Figure 3-1 shows the performance typically associated with a JTF HQ formed in an ad hoc manner (as depicted using the color gray), compared to the projected readiness levels and performance of a Service HQ that is designated to become a JTF-capable HQ and initiates pre-crisis readiness preparations. In other words, the gray line represents a baseline level of readiness associated with the existing organic capability (not zero capability) of a Service HQ that has not benefited from the depicted pre-crisis actions to establish, organize and operate as a JTF HQ. The readiness of the designated Service HQ may vary over time based on the readiness strategy chosen by the CCDR and Service HQ commander. The Service HQ will report its readiness to perform as a JTF HQ after it is designated and will implement a plan to achieve and sustain its readiness as a JTF-capable HQ at the readiness level and for the ready period specified by the CCDR. These efforts may include significant and prioritized manpower and equipment allocations as well as a

comprehensive JTP that includes individual and collective refresher training for the entire HQ. For extended deployments away from home station, personnel turnover, Service modernization schedules, necessary mission changes, and other significant factors, the JTF-capable HQ commander may assess that a more significant effort is required to achieve an acceptable level of readiness and coordinate the necessary efforts with the supported CCDR. The total number of designated Service HQ that are reporting readiness for JTF HQ missions will vary based on a balance between the requirements of the CCDRs and the resources that DOD and the Services dedicate to JTF HQ readiness.

4. JTF HQ MISSIONS

a. Range of Military Operations: To provide a focus for organizing, manning, equipping, and training JTF-capable HQ, this section describes the basic groups of similar missions that may be assigned to any JTF-capable HQ across the range of military operations (Figure 4-1). The majority of requirements for JTF HQ have historically been in the crisis response and limited contingency operations range of Figure 4-1. Requirements in the major operations and campaigns range have occurred less frequently but generally have had higher stakes for national security.



Figure 4-1: Range of Military Operations (Joint Pub 3)

b. Operational Adaptation

(1) Although the *Capstone Concept for Joint Operations (CCJO)* describes in broad terms the Chairman of the Joint Chiefs of Staff (CJCS) vision for how the joint force circa 2016-2028 will operate in response to the uncertain, complex and changing future conditions described in the *Joint Operating Environment*, today's joint force commanders already recognize, as stated in the CCJO, that they must be prepared to:

(a) "Address each situation on its own terms, in its unique political and strategic context, rather than attempting to fit the situation to a preferred template.

(b) Conduct and integrate a combination of combat, security, engagement, and relief and reconstruction activities according to a concept of operations designed to meet the circumstances of the situation.

(c) Conduct operations subject to a continuous assessment of result in relation to expectations, modifying both the understanding of the situation and subsequent operations accordingly.”

Although these three interrelated ideas are described in greater detail within the CCJO, together they describe a generic process of operational adaptation that applies to all joint operations. “In short, as both a concession and response to pervasive uncertainty, all joint operations are fundamentally and explicitly an adaption based on learning about the situation through action.”¹⁰ Operational adaptation necessitates the JFC continuously assess both the situation and effects of operations and, when appropriate in the course of the operation or campaign, rearrange and balance combat, security, engagement, and relief and reconstruction activities to achieve the objectives of the joint operation or campaign.

(2) JTF-capable HQ will focus on readiness to perform a specific set of missions based on the supported CCDR’s mission guidance and associated JMETs, as recommended by the JTF-capable HQ commander and approved by the CCDR. As noted above, however, JTF-capable HQ commanders should be prepared to rapidly adapt to a broader range of missions. Although the HQ joint manning, equipping and training plans may be focused on a particular group of CCDR-specified missions, the low density of Service HQ staffs means JTF-capable HQ may be deployed with minimal notice to execute missions different from the specified contingencies for which they have planned and trained. Furthermore, in every operational situation, the JFC will have to develop a concept of operations that integrates and even reconciles the frequently competing demands of some combination of two or more of the four broad types of military activities: combat, security, engagement, and relief and reconstruction. Demonstrated readiness to plan and execute contingency missions, taking into consideration the concept of operational adaptation, will build core JTF HQ proficiency and enable JTF-capable HQ to successfully prepare for a broader range of military missions. For that reason, this document proposes a short list of core JTF HQ tasks that should be considered for inclusion in each JTF-capable HQ JMETL (see Figure 5-4).

c. JTF HQ Templates

(1) USJFCOM has developed, in collaboration with the Joint Staff, combatant commands, Service component HQ and Services, three baseline templates that outline suggested manning requirements and C2 systems and applications for JTF-capable HQ. These templates address:

- Disaster Relief (Crisis Response and Limited Contingency Operations)
- Stability Operations (Crisis Response and Limited Contingency Operations)
- Major Combat Operations (Major Operations and Campaigns)

¹⁰ Quotations in this paragraph were extracted from Section 4, Capstone Concept for Joint Operations, Version 3.0, dated 15 January 2009.

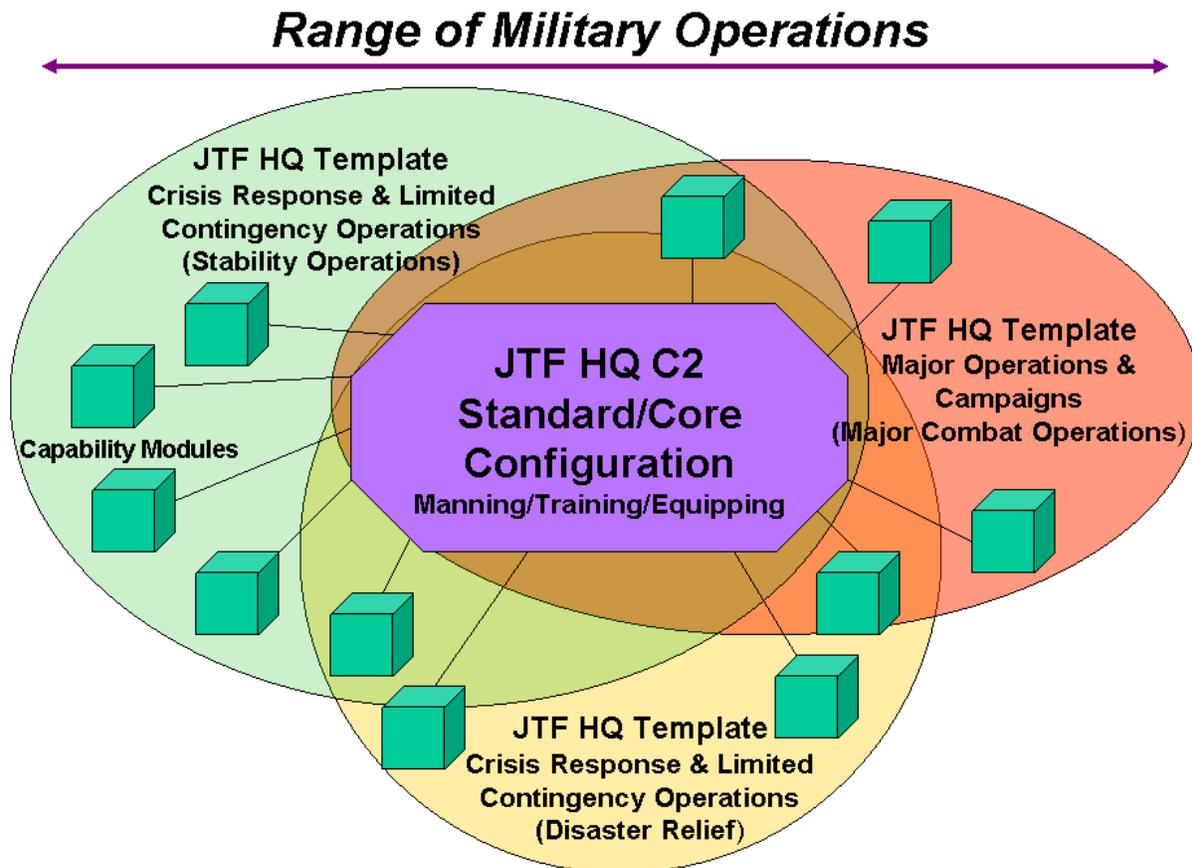


Figure 4-2: JTF HQ Augmentation Templates

(2) These templates are located on the USJFCOM Secure Internet Protocol Router Network (SIPRNET) portal at https://us.jfcom.smil.mil/sites/jecc/Common/Pages/JTF_Forming.aspx. Application for a USJFCOM portal account can be made at <https://us.jfcom.smil.mil/Access/>. Additional assistance may be obtained from the USJFCOM Enterprise Service Desk, telephone number (757) 836-2666, email: jfcom.helpdesk@jfcom.smil.mil.

(3) Since there are an infinite number of national security challenges and possible missions across the range of military operations, it is neither feasible nor advisable to develop a separate template for each potential mission. The current templates are generic in nature, and their purpose is to serve as planning tools. The templates can be used during mission analysis to help design the JTF HQ organization and identify required C2 systems and applications applicable to the commander's concept of operations. The templates are guidelines only and are not prescriptive. They do not consider Service or functional roles.

(4) As the process for forming and sustaining the readiness of JTF-capable HQ matures, the baseline templates will need to be updated. USJFCOM will conduct an annual online review of templates to ensure they reflect the most recent organizational constructs and incorporate lessons learned from previous joint operations.

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5. JTF-CAPABLE HQ FORMATION

a. Overview

(1) The notional JTF-Capable HQ Formation Model depicted in Figure 5-1 below provides an overview of the typical activities and events that should occur during formation and sustainment of the readiness of a JTF-capable HQ. It shows how the actions involved in forming JTF HQ – organizing, manning, equipping, and training -- relate to each other and to the overall objective of generating trained and ready JTF-capable HQ. CCDRs, Services and Defense agencies may use this figure and the concepts below as a framework for their more detailed implementation plans.

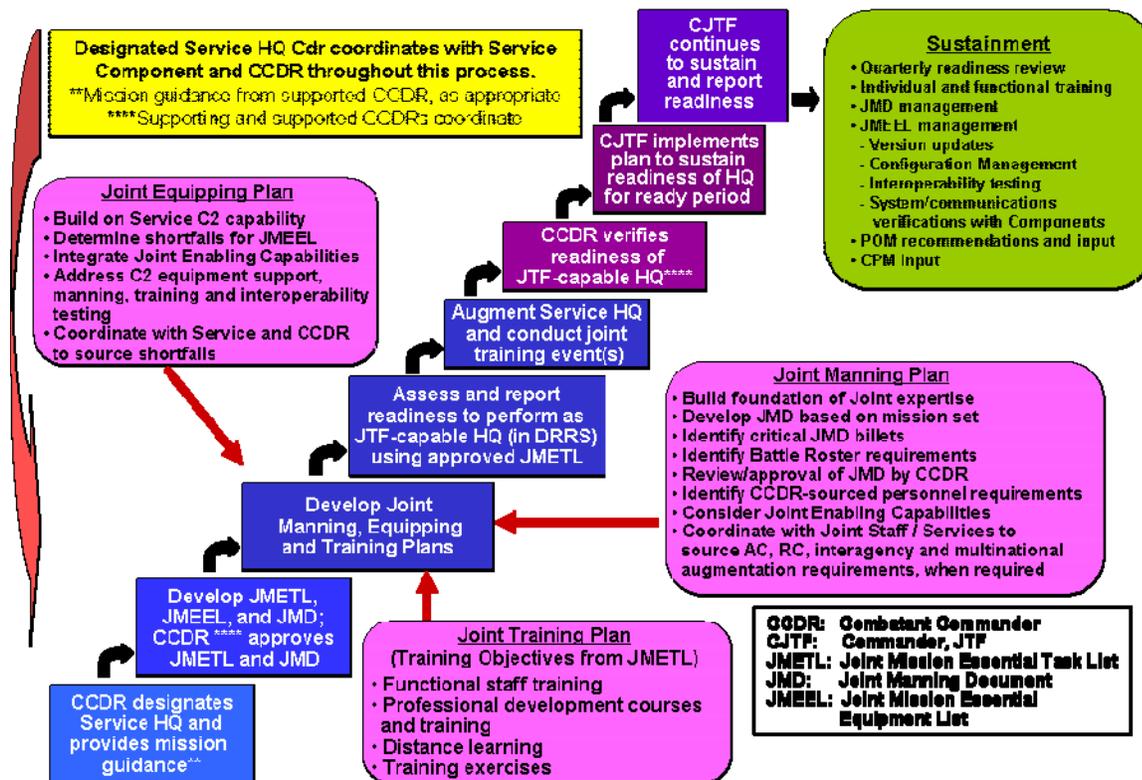


Figure 5-1: JTF-Capable HQ Formation Model

(2) Key organizing activities begin with designation of the Service HQ. Working with the supported CCDR, the designated Service HQ commander receives mission guidance and then directs mission analysis. The Service HQ develops and executes joint manning, equipping and training plans to prepare and sustain the readiness of the organization for the CCDR-approved mission set. At the end of the JTF-capable HQ formation phase, the Service HQ sends a “mission ready” report to the combatant command, and the CCDR, based on his assessment, verifies the readiness of the JTF-capable HQ. The readiness of the HQ is managed as a continuous process by the CCDR, Service component and Service HQ commander through monitoring readiness reports and taking action to ensure that the HQ is capable of supporting the mission guidance of the CCDR.

b. Organizing

(1) Time: A critical factor in the readiness of JTF HQ to command and control joint operations is the time available from when the establishing authority (normally the supported CCDR) designates an organizational element to establish the JTF until the JTF HQ effectively plans and organizes for execution of the assigned mission. This period is typically associated with the first two phases of the JTF Life Cycle¹¹--Form and Plan--and implementation of the Joint Operation Planning and Execution System (JOPES)¹² in conjunction with either crisis action planning (CAP) or contingency planning. During a time-sensitive crisis situation, the time delay in forming the JTF and planning for the joint operation can adversely impact the timely and effective execution of the mission. The extent of this time delay will depend in large part on the immediacy and complexity of the mission and on the experience of the assigned HQ commander and staff. Delays may be compounded as the HQ learns how to integrate as many as four separate sets of Service-provided capabilities, as well as special operations capabilities, and to coordinate with other government agencies (OGAs), intergovernmental organizations (IGOs), nongovernmental organizations (NGOs), coalition partners and multinational forces.

(2) Contingency Planning: In accordance with Figure 3-1, the readiness of JTF HQ to undertake CAP will be significantly improved by designating Service HQ in peacetime for CCDR-assigned missions, preparing the designated Service HQ as JTF-capable HQ and integrating the HQ into both the supported combatant command's contingency planning effort and joint exercise program. As a result, rather than hastily planning and organizing after receiving a warning order to conduct operations as a JTF HQ, a designated Service HQ should have sufficient time to conduct pre-crisis organizational planning, manning, equipping and training. This advance preparation will enhance the ability of the HQ staff to integrate as a team. Furthermore, it will provide the HQ commander and staff with the joint perspective and planning experience to expedite CAP and more readily adapt itself, if necessary, to a change in mission requirements. This, in turn, will enable the JTF HQ to reach full mission capability sooner and reduce operational risk.

(3) Joint Planning Expertise: In order to plan for the transition of the designated Service HQ's staff directorate organization to a cross-functional organization capable of planning and executing joint operations, the designated Service HQ may need augmentation by personnel skilled in JOPES and the joint operation planning process (JOPP)¹³ and, given sufficient time, to train other assigned personnel in these planning processes. Personnel with JOPP experience will likely form the nucleus of a core joint planning group (JPG)¹⁴ to facilitate an integrated planning effort involving representatives from all principal and special staff sections, components, the interagency, multinational partners, and nongovernmental and intergovernmental organizations, as required. The JPG is one of the cross-functional centers, groups, bureaus, cells, offices,

¹¹ See JTF HQ Training Guide at https://www-secure.jwfc.jfcom.mil/protected/cjtfso/jtf_index.htm.

¹² For additional information on JOPES, see JP 5-0, "Joint Operation Planning;" CJCSM 3122.01, "Joint Operation Planning and Execution System (JOPES)," Volume I (Planning Policies and Procedures); CJCSM 3122.03A, "Joint Operation Planning and Execution System," Volume II (Planning Formats and Guidance); and CJCSM 3150.16B, "Joint Operation Planning and Execution System Reporting Structure (JOPESREP)," Volume I.

¹³ For more on JOPP, see JP 5-0, "Joint Operation Planning," and paragraph 6, Chapter IX, JP 3-33.

¹⁴ See Paragraph 8 (Joint Planning Group), Chapter IX, JP 3-33.

elements, boards, working groups, and planning teams¹⁵ that should be considered during the organization of a JTF HQ to enhance planning and decision-making during every stage of planning, executing and assessing joint operations at the operational level. Determining a balanced skill mix of Service and joint staff officers at each designated Service HQ is critical to forming and sustaining the readiness of JTF-capable HQ. Without joint representation, the commander and staff may not fully understand available joint capabilities and options. The same can be said for interagency and multinational representation. See paragraph 5c (Manning) below for options to add joint and OGA planning expertise to a designated Service HQ.¹⁶

(4) Form and Size: The structure, size, and command relationships of a JTF HQ will be based on mission requirements, a concept of operations, and the designated Service HQ commander's guidance. Other factors external to the designated Service HQ control, such as an imposed maximum footprint ceiling or multinational participation, may affect the size and organization of the JTF HQ as well as the entire force. A well-balanced JTF HQ staff should be representative of its subordinate forces and possess a thorough knowledge of their capabilities and limitations; however, the organization of its staff should be established and modified as the needs of the HQ evolve over time.

(5) Joint Manning Document (JMD)

(a) Pre-Crisis Preparation: When initially designated to be a JTF-capable HQ, the Service HQ, in conjunction with the Service component, will prepare a draft JMD¹⁷ that is based on the approved JMETL¹⁸ and most likely missions. Ideally, JMETL and JMD development occurs in conjunction with the JOPES, which, in part, identifies the capabilities required to accomplish the joint mission(s) assigned to the designated Service HQ. Based on the required capabilities, the designated Service HQ prepares the draft JMD to reflect both the proposed organizational structure and personnel requirements of the JTF HQ and, subsequently, submits it to the supported CCDR for approval. Once the supported CCDR approves the JMD and loads it into eJMAPS,¹⁹ the JTF-capable HQ will have a contingency JMD, which should be reviewed and evaluated routinely, especially during readiness training events. The intent is to ensure the JTF-capable HQ team that completes joint training comprises the most likely personnel requirements needed for execution of the CCDR-assigned mission(s). Additionally, it is important that the JTF-capable HQ establish and maintain proficiency in developing, sourcing and maintaining the JMD. The designated Service HQ may request that CCDR-approved JMD positions be identified on Service manning documents to reflect dual-hatted positions and JTF HQ training requirements.

¹⁵ See paragraph 4 (Staff Organization), Chapter II, JP 3-33.

¹⁶ Also see paragraph 2 (Options for Forming a Joint Task Force Staff), Chapter II, JP 3-33.

¹⁷ See Paragraph 4c(2) of this document for the SIPRNET links to the USJFCOM baseline JMD templates.

¹⁸ See CJCSM 3500.03B, "Joint Training Manual for the Armed Forces of the United States," dated 31 Aug 2007.

¹⁹ The electronic Joint Manpower and Personnel System (eJMAPS) is the primary management information system used to manage and document Joint Staff, combatant commands, Chairman-Controlled Activities (CCA), associated joint activities, and NATO manpower authorizations. Its upgraded architecture allows communication directly to the Services and uses an operating environment and infrastructure that can be shared and integrated with other DOD systems.

(b) Execution: When ordered to conduct operations as a JTF HQ, the JTF HQ commander commences operations based on a CCDR-validated JMD. The pre-positioned JMD loaded in eJMAPS will be activated to expedite sourcing from the Services. In a crisis situation, the pre-positioned JMD serves the purpose of providing USJFCOM, the Joint Force Provider, an initial indication of the JTF HQ personnel requirements and their likely sources. Any new requirements or changes to the JMD will be provided as an out-of-cycle submission, which will be sent by the JTF commander to the CCDR for validation and initial sourcing. Subsequent modifications to the validated JMD, based on the specific requirements of the assigned mission, will most likely be sourced internally by the supported combatant command because of the length of time required to source individual augmentees through the out-of-cycle process.

(6) Other Considerations

(a) Joint Capabilities: JTF-capable HQ should plan their JMD carefully to ensure that all expected joint capabilities are represented in the readiness and sustainment program. Because of resource constraints, the size of participating elements in joint training events often represents a reduced subset of the joint capabilities that are necessary to conduct an actual operation. It is much easier to expand an identified, trained capability than it is to create and train one on the run.

(b) Liaison Personnel: JTF-capable HQ should also expect a significant increase in liaison, interpreter and communications requirements when ordered to conduct operations as a JTF HQ, especially as these relate to effective integration with coalition partners, interagency, IGOs, and NGOs. Close cooperation and coordination will be required with enabling mission partners, each of which will have potentially different organizational processes and cultures. Manning, communications, and other technological interoperability commonly associated with enabling mission partners will impact the organizational structure of the JTF HQ; however, frequent coordination and exercises with these partners and the development of common procedures before executing a joint operation will contribute to improving readiness for JTF HQ.

(c) Joint Reception Center (JRC): The organization and establishment of a JRC, which facilitates the reception, accountability, training, processing and onward movement or integration of individual replacements, augmentees, civilian employees, contractors and units into the JTF, should be considered while organizing the JTF HQ. JRC operations should be conducted in conjunction with JTF-capable HQ readiness sustainment events and may be needed at multiple force entry points during operations. JRCs should be staffed with representation from all Service components of the JTF and, if required, with interagency and multinational representatives.²⁰

(d) Joint Duty Credit: Although JMD billets are no longer listed on the joint duty assignment list, Active Component (AC) and Reserve Component (RC) officers may seek joint duty credit for certain JTF assignments in accordance with policies established for the DOD Joint Officer Management Program.²¹

²⁰ Also see Annex A, Joint Reception Center, Chapter 1 (Personnel), USJFCOM Common JTF HQ SOP.

²¹ Such requests should be submitted in accordance with DODI 1300.19, "DOD Joint Officer Management Program" and CJCSI 1330.05 Series, "Joint Officer Management Program Procedures."

(e) **Operational Adaptation:** In the process of planning and organizing JTF HQ, designated Service HQ commanders and staffs should consider the generic process of operational adaptation designed to cope with the complexity, uncertainty, and change that will define the future operating environment, as well as the common operating precepts, as described in the CCJO.²² Also see paragraph 4b above.

c. Manning

(1) **Joint Manning Plan:** After documenting its personnel requirements in a JMD, the designated Service HQ, in coordination with its supported combatant command, will build a joint manning plan to source the JTF HQ personnel requirements. Such a plan, if based on the manning formula depicted at Figure 5-2, can ensure that the right personnel are available at the right time for a JTF-capable HQ to transition into a JTF HQ and successfully plan and execute joint operations. The same manning formula should be applied and evaluated by the designated Service HQ throughout the JTF-capable HQ formation phase and in conjunction with subsequent activities to sustain the readiness of the HQ to operate as a JTF HQ in support of CCDR mission requirements.

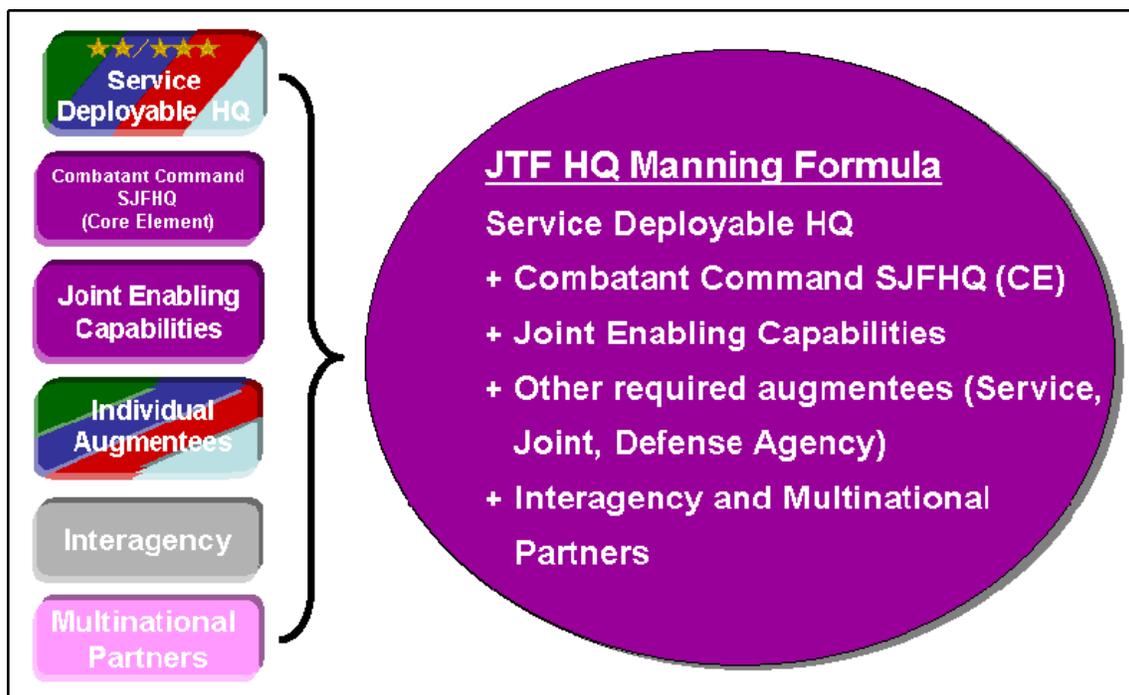


Figure 5-2: Manning Formula for Building a JTF HQ

(2) **Manning Formula:** Building on its available personnel resources, the designated Service HQ with its reserve unit, if assigned, will use a building block approach for its JTF HQ joint manning plan so as to source its JMD requirements with the requisite joint expertise to ensure mission success. Additional blocks, mission-tailored by the JTF HQ commander in coordination with the CCDR, may be added from the combatant command's staff elements (e.g., CCDR's

²² See Section 4-6 of the Capstone Concept for Joint Operations, Version 3.0, dated 15 January 2009.

implementation of SJFHQ-CE), from USJFCOM's JECC (see Appendix A) and as individual and, when appropriate, unit augmentation from DOD and non-DOD sources.

(3) Designated Service HQ

(a) **Service HQ Staff:** The nucleus or "core" staff of the JTF-capable HQ, in the context of this document, is the existing staff organic to the Service HQ that is selected by the supported CCDR from his assigned forces to meet his operational requirements for joint C2 headquarters. The CCDR makes this selection after considering available resources (to include manning), Service fielding plans and force generation schedules. The JTF HQ joint manning plan developed by the designated Service HQ should not be constrained by its own organic resources but be based on JMD requirements resulting from a complete and comprehensive mission analysis. The designated Service HQ will, first, seek to fill as many JMD requirements as possible from organic and immediately available personnel assets, consistent with mission requirements and guidelines for forming a JTF. These Service HQ billets should be designated as the "core billets" for the JTF-capable HQ and identified as such on the JTF HQ JMD. Many of these core billets may be further identified as key billets.²³ Designated Service HQ must ensure that they avoid over reliance on a single Service to fill the JTF HQ JMD, as this limits the scope of joint advice that will ultimately be available to the JTF HQ commander. In order to build the requisite joint representation, designated Service HQ identify their remaining JMD requirements to the supported CCDR, who may elect to utilize any combination of the manning formula's building blocks to fully source the JMD.

(b) **Service Reserve Units:** Increasing reliance on the Reserve Components (RCs) in U.S. military operations over the past 20 years has necessitated managing the RCs as more of an operational force for JTF HQ sustainment. "In their operational roles, RCs participate in the full range of missions according to their Services' force generation plans. Units and individuals participate in missions in an established cyclic or periodic manner that provides predictability for the CCDRs, the Services, Service members, their families, and employers."²⁴ Service Reserve units that support combatant commands should be involved early in sourcing decisions associated with JTF HQ joint manning plans and, in coordination with their respective Military Departments, assist in the identification of flexible RC participation options that conform to mission requirements.

(4) **Supported Combatant Command:** In conjunction with reviewing the draft JMD for a JTF-capable HQ and in accordance with JP 1-0, the CCDR should internally source personnel requirements from their own HQ staff directorates and other Service component HQ, prior to requesting augmentation assistance from outside the combatant command. Augmentation from

²³ A key billet, defined in the context of this CONOPS, is a JTF HQ position designated by the appropriate authority on the command's Joint Manning Document, for which the presence of the individual is determined to be absolutely essential to the readiness of a JTF-capable HQ to act on a Planning Order and to execute the directed JTF HQ mission(s) within the timeframes required by the applicable CJCS Warning/Execute Order. JTF HQ key billets are filled by designated Service HQ personnel and Priority One augmentees who possess specialized experience and training to conduct joint operational planning and deployment preparations, to include the initial reception, staging, onward movement, and integration of JTF HQ personnel into boards, bureaus, cells, centers, and working groups.

²⁴ See DoD Directive 1200.17, "Managing the Reserves as an Operational Force," 29 October 2008.

within the combatant commands with assigned forces will be more readily available to the designated Service HQ for training purposes and when ordered to conduct operations as a JTF HQ. Furthermore, the supported combatant command and its Service components are in the best position to immediately provide the designated Service HQ with the joint representation necessary to establish an integrated planning capability that has knowledge and situational awareness of the CCDR's AOR, mission guidance, multinational and interagency relationships, and CCDR/JTF commander's synchronized battle rhythm. In the case of combatant commands without assigned forces, there is a limited pool (e.g., SJFHQ-CE) from which to draw augmentation. For validated augmentation requirements beyond the capability of the combatant command to source, see paragraph 5c(6) below.

(a) **Standing Joint Force Headquarters-Core Element (SJFHQ-CE):**²⁵ The SJFHQ-CE is, in accordance with its original design, a full-time, joint, cross-functional C2 element within a GCC staff and, as such, is an important source of personnel and joint expertise. Although the organizational design and manning level of SJFHQ-CEs varies between combatant commands, these staff elements provide CCDRs with a trained and equipped, standing joint C2 element specifically organized to accelerate the transition of designated Service HQ to a JTF HQ. This element is fully integrated into the combatant command's planning and operations processes and strives to develop habitual relationships with the combatant command's staff, subordinate and supporting commanders and the interagency community. The SJFHQ-CE is cross-functionally organized to help a JTF HQ staff perform five essential tasks: (1) conduct joint operation planning; (2) maintain day-to-day situational awareness and understanding; (3) fully leverage collaborative capabilities to enhance C2; (4) build and maintain products that support planning and situational understanding; and (5) conduct and participate in training and exercises. The SJFHQ-CE is capable of increasing a designated Service HQ ability to conduct joint operation planning, by providing a quick infusion of such knowledge.

(b) **Joint Reserve Units (JRUs):** JRUs do not exist in each unified command, as each commander has developed different approaches to the administration, organization and employment of Reserve personnel in the joint environment. Where implemented, such as at USJFCOM and the U.S Transportation Command, the organization of Reserves into joint headquarters units, e.g., JRUs, has provided commanders with increased visibility on and more responsive peacetime access to trained individuals with theater-specific experience. Although the JRU model may not be applicable to all unified commands, the increasing emphasis being placed on the joint education and training of Reservists is crucial to filling JTF HQ manning requirements and overall readiness.

(5) **Joint Enabling Capabilities (JECs):** CCDRs may request USJFCOM JECs to complement the existing capabilities of a designated Service HQ to rapidly transform into a JTF-capable HQ and, if necessary, to serve as a JTF HQ. USJFCOM transitioned its SJFHQ Directorate into the JECC and can currently support CCDRs with seven alert-postured JECs:

²⁵ For current doctrine on the SJFHQ-CE and a similar staff element, the deployable joint task force augmentation cell (DJTFAC), refer to JP 3-0, "Joint Operations" and JP 3-33, "Joint Task Force Headquarters." For additional information concerning the SJFHQ-CE and its capabilities, refer to CJCSM 5125.01A, "Baseline Organization and Functions for a Standing Joint Force Headquarters (SJFHQ) - Core Element (CE)."

four modular functional organizations for Operations, Plans, Knowledge Management/Information Superiority, and Logistics; the Joint Communications Support Element (JCSE); the Joint Public Affairs Support Element (JPASE); and Intelligence Quick Reaction Teams (I-QRT). The JECC mission is to employ, manage and develop USJFCOM JECs for GRF execution and emerging operational requirements. When directed, JECC deploys USJFCOM JECs and other requested capabilities in order to provide immediate, short duration support to establish, organize and operate a joint force headquarters. The GRF Execution Order (GRF EXORD) serves as a standing prepare-to-deploy order (PTDO), signed by the SecDef, and gives Commander, USJFCOM, the authority to deploy JEC Packages based on validated GCC requests. As a result, USJFCOM, as the Joint Force Provider, has the ability to respond within hours to a validated GRF request or, as required, to a request for forces (RFF) from a GCC for JECC capabilities.²⁶ Like SJFHQ-CEs, USJFCOM JECs may be integrated into the designated Service HQ's or JTF-capable HQ's training and readiness program; however, JECs are low density units, often one-of-a-kind, and will be employed based on priority and availability. As a result, these capabilities, which are elaborated upon in Appendix A, may not always be available for training exercises or, possibly, for every deployed JTF HQ.

(6) Individual Augmentation (IA): IA requirements, in support of temporary duty (TDY) and temporary additional duty (TAD) requirements that are validated by but beyond the ability of the supported combatant command to source, will be forwarded by the CCDR to the Joint Staff for sourcing. There is, however, a 120 to 179-day advance notification requirement to fill such submissions. Policies and procedures for assigning individuals to meet combatant command TDY (non-unit-related personnel) and TAD (non-unit-related personnel) augmentation requirements are found in Chairman Joint Chief of Staff Instruction (CJCSI) 1301.01C, "Individual Augmentation Procedures," and Joint Staff Individual Augmentation Business Rules Change 2. These policies and procedures are applicable to all combatant commands, Services, and DOD agencies.²⁷ IAW CJCSI 1301.01C, RC, National Guard (NG)²⁸, Individual Ready Reserve (IRR) and DOD civilian personnel may be used, at the discretion of the Service, to fill IA positions, when the IA meets the supported CCDR's tasking requirements for the position.

(7) Interagency: The identification and utilization of personnel from U.S. Government (USG) agencies and departments other than DOD will be a function of the expected (or assigned) mission and should be addressed during mission analysis and JMD development by the designated Service HQ and supported CCDR. JP 3-08,²⁹ "Interagency, Intergovernmental Organization, and Nongovernmental Organization Coordination During Joint Operations," Volumes I and II, provides the doctrinal basis for interagency coordination and for U.S. military involvement in multinational operations. Volume I discusses the interagency, IGO and NGO environment and provides fundamental principles and guidance to facilitate coordination

²⁶ See USJFCOM Instruction Number 3005.1, 19 December 2008, "Global Response Force (GRF) Process for the Request and Deployment of U.S. Joint Forces Command (USJFCOM) Joint Enabling Capabilities."

²⁷ For additional information concerning Individual Augmentation Planning and Procedures, see JP 1-0, Appendix F, "Personnel Support to Joint Operations," and Appendix D of this document.

²⁸ Use of National Guard of the United States units or members must be coordinated through the National Guard Bureau, which is a joint activity under the DOD.

²⁹ JP 3-08 is currently under revision.

between the DOD, OGAs, IGOs, NGOs, regional and international organizations.³⁰ Volume II describes key USG departments and agencies, IGOs, NGOs, and regional and international organizations, to include their core competencies, basic organizational structures, and relationship, or potential relationship, with the Armed Forces of the United States.

(8) Multinational Partners: The requirement to integrate multinational partners in JTF operations spans the entire spectrum of operations from training through the conduct of major combat operations. Its importance cannot be overemphasized, and multinational partner requirements must be considered by the designated Service HQ during the conduct of a detailed mission analysis. The designated Service HQ commander's estimate of the situation should address the respective capabilities, political will and national interests of potential multinational partners, in conjunction with estimating the desired level of their involvement and contribution to the operation. If it is anticipated that multinational forces will be employed in the achievement of the assigned mission, representatives from the contributing nations should be included as part of what will become a multinational task force HQ staff and assigned specific tasks that will ensure their meaningful contribution to the endstate.³¹

(9) Other Considerations

(a) Pre-identified Augmentees: Pre-identified augmentees are desired to the maximum extent possible. The early identification and availability of augmentees will help enable more of the JTF-capable HQ staff to participate in training events and minimize the effect of untrained augmentees when the JTF HQ is established in response to a rapidly developing crisis. Because of the significant benefit to the HQ, pre-identified augmentees should be assigned to the JTF-capable HQ's contingency JMD for the duration of their assignment within their command, and trained and managed accordingly. (For example, USPACOM has coordinated and designated billets to be filled by Service component commands through augmentation assignments and by pre-identifying personnel to fill the most important billets on the JMD. This process enables rapid formation and increases mission readiness.)

(b) Government Civilian Personnel and Contractors: In conjunction with JMD preparation, designated Service HQ should consider which JTF HQ positions can be filled with USG civilian personnel or contractors. Civilian and contractor personnel have served and continue to serve in many forward-deployed Service and joint force headquarters. The identification of a staff position that can be filled with a civilian or contractor allows for a uniformed Service member to serve in a position more appropriate for uniformed personnel.

³⁰ A key international organization is the International Committee of the Red Cross (ICRC), which is an impartial, neutral and independent organization whose exclusively humanitarian mission is to protect the lives and dignity of victims of armed conflict and other situations of violence and to provide them with assistance.

³¹ JP 3-16, "Multinational Operations," provides doctrine for the Armed Forces of the United States when they operate as part of a multinational force.

d. C2 Equipping

(1) Introduction: This section focuses on pre-crisis planning associated with identifying and sourcing the systems, applications, hardware, software and communications equipment used to provide a more interoperable, joint C2 capability to the JTF HQ. It does not address the much broader area of Joint Logistics,³² although the process depicted in Figure 5-3 below may, in part, be applicable to identifying JTF HQ logistics requirements and shortfalls. The emphasis here is on developing a C2 equipping plan and contingency JMEEL, defined as a list of C2 systems, applications, communication systems and support equipment for the JTF-capable HQ that is derived using a mission analysis, JTF HQ C2 baseline templates and architectures, and guidance from the supported combatant command.

(2) C2 Equipping Challenges: Joint force communications system operations planning and management³³ is critical to the JTF HQ readiness posture and ensuring full connectivity with higher and lower headquarters. C2 systems are generally Service-centric and, as such, may not be optimally configured to immediately support the range of joint C2 functions, capabilities, and configurations required by a JTF HQ to interoperate with a combatant command headquarters, subordinate forces from as many as four Services, special operations forces, multinational forces, and a number of other mission partners, such as governmental and nongovernmental groups. These capabilities, especially in the area of information technology (IT), may constrain integration with mission partners due to interoperability challenges. Interoperability issues also can be exacerbated by a lack of common joint force HQ C2 system and application specifications. JTF HQ readiness can be improved by reducing the time delay that occurs while the IT system support structure finds and fixes interoperability issues.

(3) C2 Equipment Requirements: Under Title 10, the Services are responsible for providing designated Service HQ with the capabilities necessary to operate as a JTF HQ. Since no single Service provides all the C2 systems and equipment necessary for a JTF HQ, the capabilities are attained from a variety of C2 providers. A conceptual process for accomplishing this is depicted in Figure 5-3 below and further described in Appendix B, “JTF HQ C2 Equipping Capabilities.” As part of the JTF-capable HQ formation and planning processes, the designated Service HQ will conduct a mission analysis and develop a concept of operations that will serve as the basis for identifying all manning, equipping and training requirements. C2 systems and support equipment requirements will be identified in a contingency JMEEL (see paragraph 5d(4) below), as part of a C2 equipping plan. So that designated Service HQ do not have to start from scratch every time a new JTF HQ is required, USJFCOM developed and maintains JTF HQ C2 recommended baseline templates and architectures, as introduced in paragraph 4c above. These templates may be used as a guide by CCDRs and JTF HQ commanders to determine JTF HQ C2 equipment requirements. While the templates do not identify the joint C2 equipment capabilities necessary to support every JTF HQ, they do provide,

³² The designated Service HQ is responsible for ensuring logistic requirements are balanced with anticipated JTF HQ force requirements/operational capabilities, based on employment planning decisions and an approved concept of operations resulting from the JOPES process. Logistics requirements are delineated in a Joint Logistics Plan and passed to the supported CCDR for validation and sourcing. For more details concerning JTF logistic support, refer to JP 3-0, “Joint Operations,” JP 4-0, “Joint Logistic Support,” and Chapter VIII (Joint Task Force Logistics), JP 3-33, “Joint Task Force Headquarters.”

³³ See Chapter III, JP 6-0, “Joint Communications System.”

in check-list format, a common set of joint C2 capabilities that are recommended, based on historical precedent and operational lessons learned. This includes core equipment and applications used to facilitate a rapid transition to a JTF HQ that is horizontally and vertically interoperable with combatant commands, Service components, multinational partners and other supporting organizations. These templates are available to all joint and Service HQ via the SIPRNET links listed in paragraph 4c(2) above.

(4) Joint Mission-Essential Equipment List (JMEEL): The JTF-capable HQ JMEEL will define the C2 systems and applications necessary to plan, coordinate and execute joint, combined and multinational operations. The intent is to equip each JTF HQ with a joint C2 capability that interoperates with the supported combatant command's C2 architecture, subordinate functional component commands (if any), subordinate Service and multinational forces, and other mission partners to maintain information superiority as well as effective command and control of assigned forces. The Deployable Joint Command and Control (DJC2) system represents a standardized capability to help equip combatant commands and JTF HQ; however, JFCs must address their full C2 equipping requirement based on a complete mission analysis and the concept of operations. Additionally, since each combatant command's C2 architecture differs because of technological advances and Service modernization efforts, the contingency JMEEL of each JTF-capable HQ must be frequently reviewed and exercised to ensure continued interoperability with the supported combatant command and other mission partners. The review should include manning and training requirements that are needed to operate, install and maintain C2 systems and equipment. Based on the review, the contingency JMD, C2 equipping plan, as well as manning and training plans, may need to be modified.

(5) Sourcing: Procurement to meet Service HQ C2 requirements may provide insufficient assets to fully equip a JTF HQ. Equipment shortfalls not available within the supported combatant command will be requested and sourced through Military Department channels or the Joint Urgent Operational Needs Statement (JUONS) process. Capability shortfalls, however, not available within the supported combatant command can be sourced through the conventional joint force provider process via a request for capability (RFC)³⁴ or with the GRF process (see Appendix A). The intent for this concept is to train the JTF-capable HQ staff with the C2 systems and equipment suite that they will use for expected missions.

(6) C2 Equipping Process: A designated Service HQ will use a building block approach for its C2 equipping plan that establishes the C2 capability necessary for the anticipated missions. Figure 5-3 provides an overview of the JTF-capable HQ C2 equipping process to identify, assess and source C2 capability requirements. The diagram depicts the starting point as one of the three baseline templates and proceeds through the steps outlined below:

- The JTF HQ C2 baseline template and architecture is tailored to the specific mission set provided by the supported combatant command. The result is a contingency JMEEL that identifies JTF-capable HQ C2 mission requirements.

³⁴ CCDRs submit RFF/RFC to support emerging or crisis-based operational requirements to the SecDef via the CJCS, IAW CJCSM 3122.01A, JOPES, Volume 1, Enclosure R, with information copies to other combatant commands and affected services. Also see Global Force Management Implementation Guidance, FY 2008-2009.

- If C2 capability shortfalls exist between on-hand Service HQ capabilities and those required for a JTF HQ, a C2 equipping plan is then developed to fill the shortfalls.
- The C2 equipping plan should include the contingency JMEEL, identify required manning and system-specific training on C2 systems and applications to achieve and sustain staff proficiency, consider Service modernization plans and fielding schedules, and address how the C2 capability shortfalls will be eliminated utilizing:
 - Other Service-provided capabilities and support organizations, or
 - Joint C2 augmentation:
 - Geographic combatant command capabilities, such as the DJC2 equipment suite, which is supported by JCSE.
 - Joint enabling capabilities, such as JCSE capabilities, available via the joint force provider process. (See Appendix A.)
- In accordance with the command’s training plan, C2 equipment and associated manning to fill C2 capability shortfalls should be exercised by the designated Service HQ, if possible, during the JTF-capable HQ formation phase and in conjunction with periodic refresher training for the JTF-capable HQ staff.
- When ordered to conduct operations as a JTF HQ, the HQ will be joined by the capability providers for immediate joint operational planning and execution capability. The contingency JMEEL and C2 equipping plan should be reviewed and, if need be, modified, based on the specific mission assigned.
- The JTF-capable HQ should review and update the JMEEL and C2 equipping plan as prescribed by the CCDR. The review should include manning and training requirements that are needed to operate, install and maintain C2 systems and support equipment.

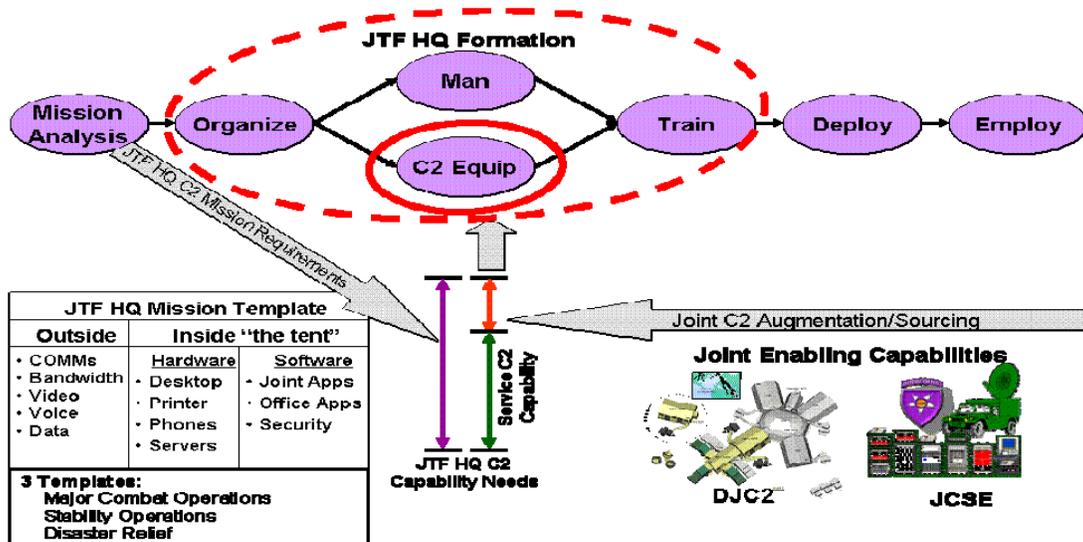


Figure 5-3: JTF-Capable HQ C2 Equipping Overview

e. Training

(1) Joint Training Plan (JTP): Once designated to become a JTF-capable HQ and provided initial mission guidance, designated Service HQ commanders, in coordination with the supported CCDR, are responsible for developing a JMETL and a comprehensive JTP. The designated Service HQ should conduct joint training in addition to JSCP-required Service training and mission requirements, which will likely compete for available training time and resources. The JTP should address individual and collective training for the designated Service HQ, to include training to sustain the readiness of the HQ through the duration of its mission as a JTF-capable HQ. The designated Service HQ should coordinate closely with the supported and supporting CCDRs to develop opportunities, venues and resources for joint training, so as to attain and maintain an acceptable level of readiness within the theater of operations. The JTP should address the training of both the Service HQ personnel and the augmentees (unit and individual) to the HQ, who frequently may not be available for training. Because of the challenges associated with pre-identifying and pre-training a full JTF HQ in today's high OPTEMPO environment, commanders must plan for the likelihood that a pre-trained JTF-capable HQ may be comprised of only designated Service HQ organic assets. Augmentation from within the combatant command should be available to the designated Service HQ for training purposes and when ordered to conduct operations as a JTF HQ. Additional augmentees needed to complete a JTF HQ JMD will be sourced from a pool of DOD-wide pre-trained personnel, perhaps qualifying through distance-learning methods (see paragraph 5e(5) below). The JTP should address pre-deployment training requirements for all augmentees and their integration into the JTF HQ staff. Additionally, while today's JTF HQ are usually provided familiarity with OGAs and multinational partners, the JTP should address the requirements and means by which both the designated Service HQ and enabling partners are better prepared to synchronize, coordinate and integrate their activities to achieve unity of effort in planning and operations. The commander's JTP should account for requirements to sustain the proficiency of the entire staff to perform as a JTF HQ. Factors, such as personnel turnover, training for IAs, skill decay, upgrades to joint C2 systems, changes to assigned missions, and Service modernization plans, have implications for sustainment training that should be taken into account in the development and periodic review of the JTP.

(2) Joint Training Funds: Until a Service HQ is formally designated to become a JTF-capable HQ, there is usually no clear requirement for the HQ to expend resources on training as a JTF HQ. CCDRs will work with the designated Service HQ and Service component to ensure sufficient funding is available for JTF HQ-related training. Funding requirements that cannot be met by the combatant command's existing resources should be identified through the Joint Force Trainer and the JTS³⁵ for prioritization and identification to the Force Support Functional Capabilities Board (FS FCB) and reallocation in the POM build, program review, and budget review processes. Another existing source of funding is the JTF/Functional Component HQ

³⁵ The three documents that provide the written framework for JTS and support the implementation of capabilities-based training across DOD are CJCSI 3500.01, "Joint Training Policy and Guidance;" CJCSM 3500.3, "Joint Training Manual;" and CJCSM 3500.04, "Universal Joint Task List." Also see CJCS Guide 3501, "The Joint System, A Primer for Senior Leaders." The Joint Training Information Management System (JTIMS) is highlighted in paragraph 5e(6) of this document.

Certification program element of the Combatant Commander Exercise Engagement and Training Transformation (CE2T2) account.

(3) Joint Training Events: Commanders may choose to include a large training event or a number of smaller events or venues in their JTPs to help prepare and sustain the readiness of JTF-capable HQ. The event(s) should provide the prospective JTF HQ commanders with the opportunity to not only train the staff but also to assess the readiness of the staff to perform anticipated missions. The event(s) should replicate the most likely operational environment in which the JTF HQ is expected to operate. Large training events may establish an environment that incorporates the higher joint HQ, the appropriate NGO, interagency and multinational mission partners, and the subordinate HQ (joint and Service) that are expected to be assigned to or operate in support of the JTF HQ. During the training event(s), the HQ would use, to the maximum extent possible, the personnel expected to fill JMD positions on the JTF HQ as well as the C2 equipment, systems, and platforms that they intend to employ when ordered to conduct operations as a JTF HQ. JTIMS is designed to assist CCDRs in developing, managing and executing joint training events and publishing training plans and event schedules. See paragraph 5e(6) below for more on the JTIMS.

(4) Joint Training Support: CCDRs may request assistance from the USJFCOM Joint Training Directorate (J7) for joint force training support, including facilitation of JMETL development, exercise design, modeling and simulation support, and connectivity capabilities. USJFCOM J7 can also provide observer trainers and analysts from the Deployable Training Team (DTT) who can help train staffs and provide commanders with feedback that can help them assess the readiness of their headquarters and prepare for future operations and training events. The DTT feedback report, known as the Commander's Summary Report, includes an executive level summary of highlighted issues observed and discussed during the Facilitated After Action Review and an extensive discussion, with recommendations, on exercise joint mission-essential tasks and selected operational level training objectives.

(5) Web-based Joint Training

(a) Unit or individual augmentees typically comprise a significant portion of JTF HQ manning, especially in the case of long-term, ongoing JTFs. While key augmentees from within the combatant command may be identified on a by-name battle roster, many augmentees will not be identified and available for joint training until after the JTF HQ begins executing a specific mission. As discussed in paragraph 5e(1) above, the JTP should address augmentee pre-deployment training requirements. This consideration places a premium on the availability of supplemental, normally web-based, instruction for both DOD and non-DOD personnel assigned to organizations identified as sources for JTF HQ augmentees.

(b) The Joint Knowledge Development and Distribution Capability (JKDDC) is the DOD program responsible for transforming joint training to improve individual performance and readiness for joint operations. JKDDC develops joint training products and services in response to stakeholder (i.e., combatant command, Services, and combat support agencies) identified requirements. It provides global access to its JKO training portal to provide training necessary to prepare in advance for joint training exercises and integrated operations. The JKDDC Joint

Management Office is the program office within USJFCOM J7 that is responsible for all aspects of fielding, maintaining and managing this capability.

(c) JKO is the JKDDC portal providing access to web-based training courses and resources via the three networks listed below. All three networks provide access to the JKDDC tailored learning management system (LMS) that tracks, documents and reports student progress. Course status and completions are recorded in the LMS so that students and training managers can track progress. The JKO portal, which can be accessed via the Army Knowledge Online / Defense Knowledge Online at <http://jko.jfcom.mil> contains on-line training products that can be used to train JTF HQ augmentees. Specifically, the Joint Individual Augmentee Training (JIAT) program resides on JKO and contains tailored JTF HQ fundamentals courseware and associated scenarios, relevant information presentations, discussion forums, AOR-specific files and links of interest. The program content is based on joint doctrine and the latest Mission Rehearsal Exercise academics for each staff. JKO assistance and general information may be obtained by emailing the help desk at JKOHelpDesk@jfcom.mil. JKO training resources, to include access to the JKO Courseware and Capabilities Catalog, are available at:

- Unclassified via NIPRNET: <http://jko.jfcom.mil>
- Classified via SIPRNET: <http://jko.jwfc.jfcom.smil.mil>
- Public via Internet: <http://jko.cmil.org>

(d) The public JKO Internet site <http://jko.cmil.org> on the NIPRNET is especially tailored for non-DOD users. It provides access to unclassified courses that are relevant to joint and multinational operations and specifically tailored for access by multinational, interagency and inter-governmental partners. For example, relevant courses include predeployment training for joint and multinational operations, interagency cultural difference awareness and homeland security.

(6) Joint Training Information Management System (JTIMS): JTIMS³⁶ provides an environment to schedule, manage, and assess JTF training per the JTS methodology and provide feedback to the DRRS. JTIMS is a web-based tool that links critical DOD and joint automation programs (i.e., Joint Doctrine, Education, and Training Information System; DRRS; Joint Capabilities Requirements Manager). The tool supports the requirements-based JTS by facilitating the development of an integrated task-based thread to guide all four JTS phases (Requirements, Planning, Training Execution, and Assessment). More information on JTIMS can be found at:

- SIPRNET: <http://jtims.js.smil.mil/jtims>
- NIPRNET: <https://jtims.js.mil/jtims>

³⁶ CJCSM 3500.03 Series, “*Joint Training Manual for the Armed Forces of United States*,” provides specific procedures to the combatant commanders when implementing CJCS policy for developing J/AMETL, planning, and conducting joint training, and assessing command readiness with regard to joint training and the use of JTIMS.

f. Readiness

(1) Introduction: Although several combatant commands have established JTF HQ readiness and sustainment processes, as directed in the 2008 UCP, the diversity in CCDR processes and guidelines has inhibited capturing common best practices and identifying underlying shortfalls or common inefficiencies. Combatant commands, Services and the Joint Staff agree upon the need for a common framework for improving the readiness of Service HQ designated by CCDRs to be JTF-capable HQ. This section offers the basis for such a framework.

(a) Achieving and maintaining the readiness of designated Service HQ as JTF-capable HQ should be viewed as a multi-step process during which the supported CCDR, Service component and designated Service HQ commanders prepare, mature and verify levels of readiness required by the supported CCDR. CCDRs will monitor the readiness of the HQ through the established readiness reporting process to ensure the HQ has the capability to support the mission guidance provided by the CCDR.

(b) As depicted in Figure 3-1, the focus of the JTF-Capable HQ Readiness Model is on forming and sustaining JTF-capable HQ and not on the conduct of a specific exercise or certification event. The foundation of the model is the CCDR's mission guidance and intent for the readiness of a designated Service HQ. Readiness of the JTF-capable HQ is managed as a continuous process by the combatant command, Service component and designated Service HQ to ensure that it can meet the supported CCDR's intent. The focus on readiness requires commander-to-commander and staff-to-staff coordination involving cross-directorate interaction between the key staff directorates. While one directorate can lead, no one directorate can manage the overall readiness effort alone. Frequent interaction is required to ensure that the readiness of the HQ is monitored and clearly understood, and that action is taken to resolve readiness issues as they arise.

(2) JTF HQ Capability

(a) The acceptable readiness standard for JTF-capable HQ is established by the CCDR and typically includes the ability to command and control joint operations employing assigned and attached forces, including multinational forces, and to coordinate/integrate OGA, IGO, NGO and multinational partner support to accomplish assigned missions in a defined JOA. JTF-capable HQ have many potential roles; however, as a Service HQ, it will retain the capability to perform functional component, Service component and Service department component tasks until specifically relieved of those missions. JTF-capable HQ need to be proficient in the basic joint functions that integrate, synchronize and direct joint operations.

(b) Figure 5-4 lists the core tasks associated with the C2 functions of a JTF-capable HQ; however, based on mission analysis, the JTF-capable HQ commander may adjust this list when a related Universal Joint Task List (UJTL) task better describes the required capability. The commander may also add additional mission-related JMETs to the core tasks to comprise the JMETL that will help prioritize the capabilities and actions needed to increase and sustain readiness. If any required JMETL tasks are not listed in the UJTL, a new task can be created using the UJTL Task Development Tool (UTDT) and associated process.

Task Number	Task title
OP 1	Conduct Operational Movement and Maneuver <ul style="list-style-type: none"> • OP 1.1 Conduct Operational Movement • OP 1.2 Conduct Operational Maneuver and Force Positioning
OP 2	Conduct Joint Intelligence Operations
OP 3	Employ Operational Firepower
OP 4	Provide Operational Logistics and Personnel Support <ul style="list-style-type: none"> • OP 4.4 Coordinate Support for Forces in the Joint Operations Area • OP 4.5 Manage Logistics Support in the Joint Operations Area
OP 5	Provide Operational Command and Control (C2) <ul style="list-style-type: none"> • OP 5.2 Assess Operational Situation • OP 5.3 Prepare Plans and Orders • OP 5.4 Command Subordinate Operational Forces • OP 5.5 Establish, Organize and Operate a Joint Force Headquarters • OP 5.7 Coordinate and Integrate Joint/Multinational and Interagency Support
OP 6.5	Provide Security for Operational Forces and Means

Figure 5-4: Core Tasks for JTF-Capable HQ

(c) JTF-capable HQs will develop the necessary conditions and standards for their JMETs using a variety of sources: the sample standards from the associated UJTL tasks, mission guidance, and other relevant information. Regardless of the source, the commander approving the JMETL establishes the associated standards.

(3) Readiness Criteria and Process

(a) CCDRs will verify the readiness of assigned designated Service HQ to perform as a JTF HQ and support CCDR missions, as directed in the UCP. CCDRs should promulgate JTF HQ readiness guidance that identifies the criteria and process by which the supported CCDR, Service component and designated Service HQ commanders prepare, mature and verify the designated Service HQ's readiness to perform the missions envisioned and assigned by the supported CCDR. Because readiness is the holistic approach that the CCDR uses to assess JTF-capable HQ capability to establish, organize and operate as a JTF HQ, the following JTF-capable HQ readiness criteria are recommended for inclusion in CCDR readiness guidance for JTF-capable HQ:

- Meets expectations of the supported CCDR in mission-essential tasks.
- Prepared a JTF-capable HQ JMD that the supported CCDR has approved as the baseline document, which will be modified, as necessary, and sourced when the JTF-capable HQ is activated as a JTF HQ.
- Prepared a JTF-capable HQ JMEEL that can be resourced to meet the supported CCDR's requirements for that HQ.
- Implemented a JTF HQ JTP that will support the CCDR's readiness requirements for the JTF-capable HQ, to include interagency and multinational participants.

- Possesses acceptable mission readiness posture and reports readiness as a JTF-capable HQ, in accordance with the CCDR's published readiness reporting protocols.

(b) The following steps are recommended as a common basis for combatant command programs focused on improving the readiness of designated Service HQ to form as a JTF-capable HQ, prepared to operate as a JTF HQ:

- The supported CCDR determines the expected JTF HQ missions, in order to focus JTF-capable HQ formation and readiness efforts on the most likely circumstances of employment.
- The designated Service HQ commander:
 - Directs mission analysis.
 - Based on the mission analysis, determines appropriate JMETs and submits a proposed JMETL to the supported CCDR for approval.
 - Establishes and coordinates a contingency JMD to support expected missions.
 - Determines the required joint C2 equipment for expected missions, prepares and coordinates the contingency JMEEL and identifies capability shortfalls between available Service C2 capabilities and the contingency JMEEL.
 - Requests necessary manpower, equipment and joint enabling capabilities augmentation to address shortfalls via existing DOD processes and procedures specified by the supported CCDR.
- As directed by the supported CCDR and published readiness reporting protocols, the designated Service HQ should obtain a joint unit identification code (UIC) and begin reporting readiness against the CCDR-approved and anticipated JTF HQ mission(s). The CCDR-directed reporting will be additive to normal Service HQ mission reporting requirements. When the HQ is ordered to conduct operations as a JTF HQ, JTF readiness reporting will address the assigned mission, use the joint UIC and comply with current readiness reporting requirements. See paragraph 5f(4) below in regard to readiness reporting.
- In coordination with the supported and supporting CCDRs, the commander of the designated Service HQ develops a JTP.
- In accordance with the JTP, the entire JTF HQ team (or as close as possible to the full contingent of personnel identified in the joint manning plan) conducts joint training, based on joint doctrine, the Common JTF HQ SOP, and the supported CCDR's requirements, in one or more training events or venues.
- Based on the supported CCDR's readiness protocols and personal assessment, the designated Service HQ commander sends a "Mission Ready" report to the supported CCDR that addresses:
 - The achievement of JTF-capable HQ readiness criteria, as established by the supported CCDR.

- Capability shortfalls
 - Relevant lessons learned and unresolved issues.
 - The JTF-capable HQ plan of action and milestones to resolve any issues that can be solved at the JTF-capable HQ and Service component levels.
 - Issues and best practices that provide insight into more effective JTF HQ operations.
- The responsible CCDR, based on all available information and his personal assessment, verifies the designated Service HQ has achieved the supported CCDR's readiness requirements for a JTF-capable HQ and provides guidance for sustaining the required level and period of readiness.

(c) The readiness of JTF-capable HQ should be managed as a continuous process by the CCDR, Service component and Service HQ commander. Periodic readiness reporting of the HQ should be reviewed by the combatant command and actions taken, if necessary, to correct or mitigate readiness shortfalls so as to ensure the HQ remains capable of supporting the mission guidance of the CCDR. The intent is to have the proposed organizational structure and personnel requirements of the JTF HQ documented in a contingency JMD, required C2 systems and other key equipment readily on hand to the maximum extent possible, individual and collective training conducted to sustain staff proficiency, and readiness to perform as a JTF HQ accurately assessed and periodically reported.

(d) Valuable lessons learned will be identified as CCDRs establish and maintain the readiness of JTF-capable HQ through the expected duration of their mission as JTF-capable HQ. In accordance with the Joint Lesson Learned Program,³⁷ combatant command's lessons learned processes should be utilized to collect JTF-capable HQ related lesson learned inputs, conduct processing and analysis, approve or disapprove candidate findings, forward findings for inclusion in the Joint Capabilities Integration and Development System (JCIDS), monitor action progress, and report finding status in the Joint Lesson Learned Information System (JLLIS). In this manner, the methodology outlined in this CONOPS and JTF HQ-related doctrine can continue to be refined based on CCDR experiences in forming and sustaining the readiness of JTF-capable HQ.

(4) Readiness Reporting

(a) Once a Service HQ is selected to be a designated Service HQ, it is important to have a credible assessment process in place to monitor the HQ's progress toward achieving and sustaining the readiness level specified by the supported CCDR for the JTF-capable HQ.

³⁷ CJCSI 3150.25D, 10 October 2008, "Joint Lessons Learned Program," establishes policy, guidance and responsibilities for the CJCS Joint Lesson Learned Program (JLLP) and codifies the Joint Lessons Learned Information System (JLLIS) as the DOD system of record for JLLP.

(b) In accordance with the Chairman Joint Chiefs of Staff Manual (CJCSM) 3150.02 Series,³⁸ designated Service HQ and JTF-capable HQ are considered “measured units,” and should report readiness against CCDR-approved JTF HQ missions in accordance with DOD, CJCS and CCDR promulgated readiness protocols. CJCSI 3401.02A, “Global Status of Resources and Training System (GSORTS)” and Department of Defense Directive (DODD) 7730.65, “Defense Readiness Reporting System (DRRS),” and subsequent serial guidance, designate readiness reporting requirements for the DOD, including Service HQ and JTF HQ. This CONOPS does not add to or subtract from those requirements.

(c) Because all planned and actual JTF HQ are designated as “measured units,” CCDRs should promulgate readiness reporting protocols to be used by the Service HQ staff upon selection as a designated Service HQ and while working toward attaining the status as a JTF-capable HQ. These protocols should:

- Comply with and integrate current readiness reporting requirements and adapt as the guidance is updated.
- Further the intended objective of providing the designated Service HQ commander, the supported CCDR, DOD senior leadership and their staffs with insight into the capability of the designated Service HQ or JTF-capable HQ to perform the expected JTF HQ mission(s).
- Encompass designated Service HQ and JTF-capable HQ reporting on:
 - Manning against the approved, contingency JMD.
 - Equipment on hand against their approved, contingency JMEEL.
 - Operational condition of equipment on hand (equipment readiness).
 - Assessment of training status for the HQ’s approved JMETL.
 - Commander’s assessment of the organization’s ability to perform as a JTF HQ for the expected mission(s).
 - JMET assessment, with appropriate conditions and standards, for assigned missions.
- Minimize redundancy and user-intensive activity.
- Address conditions when the HQ could satisfy JTF HQ transition readiness reporting via use of the Service UIC vice the joint UIC.
- Allow for efficient transition to reporting as a fully constituted JTF HQ (under the joint UIC) against the actual assigned mission(s).

(d) In accordance with the CJCSI 3401.02 Series, designated Service HQ should obtain a joint UIC from the Joint Staff for use while forming as a JTF-capable HQ and during the sustainment period as a JTF-capable HQ. When the HQ reports readiness under its joint UIC via DRRS, the GFMB will have improved visibility of forces available for assignment. This joint UIC will also be used upon activation as a JTF HQ. Joint UICs can be obtained by using the form (Joint UIC Request Form) and instructions at Appendix C of this document.

³⁸ Interim Change 1 to CJCSM 3501.02A, changed paragraph 4a on page B-3 to read, “All planned and actual JTF Headquarters...are designated as measured units.”

(e) After obtaining a joint UIC, designated Service HQ will begin reporting readiness against the CCDR-approved and anticipated JTF HQ mission(s). As a JTF-capable HQ, the HQ will continue to use the same joint UIC and report readiness by providing an accurate and descriptive assessment of the JTF-capable HQ's ability to accomplish its assigned mission(s) throughout its CCDR-specified life cycle. The designated Service HQ and JTF-capable HQ must continue to train and report readiness to deploy as a Service HQ, while preparing for a potential JTF HQ role.

(f) When ordered to conduct operations as a JTF HQ, the JTF HQ commander will revalidate the JMETL, JMD, JMEEL and training status for the assigned mission(s) and commence reporting readiness, per the governing instructions, every 30 days or when the JTF HQ readiness status changes, whichever is sooner. JTF HQ readiness reporting will address the assigned mission, continue to use the same joint UIC and comply with current readiness reporting requirements.

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6. EMPLOYMENT/CONCLUSION

a. Combatant commands with the capability to source a designated Service HQ from assigned forces will do so, synchronizing their efforts with any pre-identified rotational JTF HQ or Service HQ training and deployment cycles. When necessary, the supported combatant command will use the GFM process to identify the “best fit” JTF-capable HQ based on all combatant command requirements. This entails submitting an RFF to the Joint Staff, who then forwards the RFF to USJFCOM for sourcing. USJFCOM, in coordination with other combatant commands and USJFCOM Service components, will promptly identify and recommend the “best fit” JTF-capable HQ to the SecDef, through the CJCS, to meet mission demands.

b. The principal metrics of success for this initiative are how efficiently and effectively JTF-capable HQ are ready for immediate employment by the CCDRs. Implementation of the processes and procedures described herein will help ensure a sufficient number of ready JTF-capable HQ are available to meet the requirements of the CCDRs. The presence of an adaptable JTF HQ, early in an emerging crisis, which is capable of planning, coordinating, and executing complex integrated operations, will help to ensure that U.S. forces are employed effectively and achieve campaign success.

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APPENDIX A

JOINT ENABLING CAPABILITIES COMMAND (JECC)

1. Background: JECC was established³⁹ on October 1, 2008 as a separate command reporting through the Commander, USJFCOM for operational and readiness issues. The JECC replaced the former USJFCOM Standing Joint Force Headquarters (SJFHQ) Directorate. The JECC was created to accelerate the formation of JTF HQ and to leverage USJFCOM assets in support of JFCs and their staffs. The Commander, JECC is directly responsible to Commander, USJFCOM for GRF EXORD matters. The resultant benefit is that a requesting CCDR has one point of contact to coordinate with and request support for rapid JTF formation.⁴⁰

2. Mission: The USJFCOM JECC employs, manages and develops USJFCOM JECs for GRF execution and emerging operational requirements. When directed, JECC deploys USJFCOM JECs and other requested capabilities in order to provide immediate, short-duration support to establish, organize and operate a joint force headquarters.

3. Organization: The JECC consists of seven alert-postured USJFCOM JECs: Joint Communications Support Element (JCSE); Joint Public Affairs Support Element (JPASE); Intelligence – Quick Reaction Team (I-QRT); and four functional JECs for Operations, Plans, Knowledge Management / Information Superiority (KM/IS) and Logistics. The Operations, Plans, KM/IS and Logistics JECs are administratively organized into a Joint Deployable Team (JDT). The JECC HQ staff is composed of an Operations Division; Plans and Programs Division; Support Division; and Communications Systems (CS) Division.

4. Joint Enabling Capabilities

a. Joint Communications Support Element (JCSE): JCSE personnel can deploy globally deploy within hours of notification to provide communications systems support to combatant commands. JCSE can provide a communication package tailored to the specific needs of a full JTF HQ or Joint Special Operations Task Force (JSOTF), and it has the unique ability to solve communications and interoperability problems between Services, coalitions and host nation partners. JSCE capabilities include:

- Initial Entry Package: Two-person team; commercial air deployable; supports up to 8 users.
- Early Entry Package: Four-person team; commercial air deployable; supports up to 40 users; scalable to full JTF HQ support.
- Joint Airborne Communications Center/Command Post: Tactical airborne C2, enroute communications; Joint Interoperability Test Command certified architecture.

³⁹ See USJFCOM Directive Number 5170.4, 19 December 2008, “Charter for the Joint Enabling Capabilities Command (JECC).”

⁴⁰ See USJFCOM Instruction Number 3005.1, 19 December 2008, “Global Response Force (GRF) Process for the Request and Deployment of U.S. Joint Forces Command (USJFCOM) Joint Enabling Capabilities.”

- Joint Communications Planning Team: Four-person team capable of engineering all communications requirements. This team can become a Communications Future Operations Planning Cell of a JTF or JSOTF.
- DJC2 System: 28-man team; military air deployable; supports up to 80 users. Provides power, environmental control, tents, pre-wired tables, domain servers / services, C2 services, voice, data and video. It provides all these services in both unclassified and classified domains.

b. Joint Public Affairs Support Element (JPASE): JPASE provides scalable and expeditionary joint public affairs (JPA) capabilities to support world-wide operational requirements. JPASE is an early entry capability that enables the JFC to gain and maintain the initiative in the information domain. JPASE also provides JPA training to better enable JFCs and their staffs to successfully meet continuously evolving information environment challenges in their respective area of operations. JPASE serves as the proponent for JPA, developing joint doctrine, defining capabilities and requirements, establishing joint standards, and making recommendations and proposals for JPA transformation. JPASE capabilities include:

- Public affairs planning and operations; public affairs advisor / counsel.
- Media operations.
- Defense support to public diplomacy.
- Tactical execution of communications strategies.
- Publically accessible websites.
- Visual Information Planner.

c. Intelligence-Quick Reaction Team (I-QRT): USJFCOM can deploy military and civilian intelligence professionals with targeting and collection management expertise to a JTF within hours of notification or during events leading up to a crisis or contingency operation. The team normally consists of eight highly trained individuals, balanced between targeteers and collection managers that maintain specific qualifications in their respective areas of expertise and are tailored to support individual combatant command requirements. I-QRT manning can, however, be modified in accordance with the specific mission requirements of the JTF HQ commander. The I-QRT team provides rapid response to fill a high demand / low density gap between requirements and force provision response timelines.

d. Plans JEC: The Plans JEC provides a coherent team of joint planners experienced in joint operations and trained in JOPP. The Plans JEC can provide a mission-tailored planning team to support a combatant command or JTF HQ JPC and takes advantage of joint planner expertise and understanding of joint doctrine, the comprehensive approach,⁴¹ and current best practices to ensure the integrated employment of land, air, maritime, space, special operations, information operations and other non-DOD capabilities. Plans JEC personnel can integrate into a joint force J-5 or J-3 staff or form the core of a newly forming plans or operations battle staff.

⁴¹ The “comprehensive” approach is also known as the “whole of government” approach.

e. Operations JEC: The Operations JEC is composed of land, air, maritime, special operations, psychological and generalist operators trained in joint operations and the comprehensive approach. Its mission is to enhance situational understanding and facilitate the execution of current operations. Primary responsibilities are performed in the Joint Operations Center (JOC), and include distributing commander's guidance and intent while monitoring and directing the execution of operations and component command tactical actions. Operations JEC personnel are trained in JOPP, and are prepared to establish the daily battle rhythm and facilitate boards, bureaus, centers, cells and working groups to meet commander's intent. Operations JEC personnel can integrate into a joint force J-3 or J-5 staff or form the core of a newly forming operations or plans battle staff.

f. Knowledge Management / Information Superiority JEC: The KM/IS JEC provides a wide range of skills in knowledge management, intelligence, and network control and operations that contribute to an operational advantage through information superiority. It can support a joint force by collecting, processing, and disseminating information; accelerating decision-making; and increasing situational awareness. KM/IS personnel are trained in JOPP and the comprehensive approach and are prepared to develop and implement knowledge management plans, tools and processes; coordinate intelligence support; manage and synchronize intelligence collection, analysis and dissemination; develop and execute a foreign disclosure program; develop intelligence support plans and architectures; conduct communication network planning, implementation and operations; and interface with networks control centers. KM/IS JEC personnel can integrate into a joint force J-2 staff, form the core of a newly forming intelligence battle staff, or provide knowledge management support across all battle staffs.

g. Logistics JEC: The Logistics JEC provides technically and tactically proficient logisticians and personnel planners who are trained in JOPP and understand joint operations and the comprehensive approach. Their role is to integrate, coordinate and implement joint logistics operations and planning in the areas of personnel, deployment and distribution, engineering, health service support, supply, maintenance, contracting and other services. Logistics JEC personnel can integrate into a joint force J-4 staff or form the core of a newly forming logistics battle staff.

5. Requesting JECC Support

a. The JECC deploys its assigned and attached forces in the form of a "JEC Package". This is a generic term for a JECC force provided to JFCs and is the term used by the GRF EXORD. By design, a JEC Package is modular, scalable and tailored to the mission. It may consist of AC and RC forces and includes elements from one or more JECs.

b. There are two methods for combatant commands to request JECC support:

(1) The SecDef approved RFF process under GFM will normally be used when USJFCOM JECs are needed for operational requirements.

(2) The GRF process is used for GRF execution or other emergent / crisis operational requirements. Procedures are found in USJFCOM Instruction 3005.1. Figure A-1 below provides a synopsis of the GRF process. The principal difference between the RFF and GRF

processes is response time. For GRF execution, the USJFCOM Commander can authorize USJFCOM JEC deployment without SecDef approval. (SecDef notification must follow after the fact and is required for employment of the forces.)

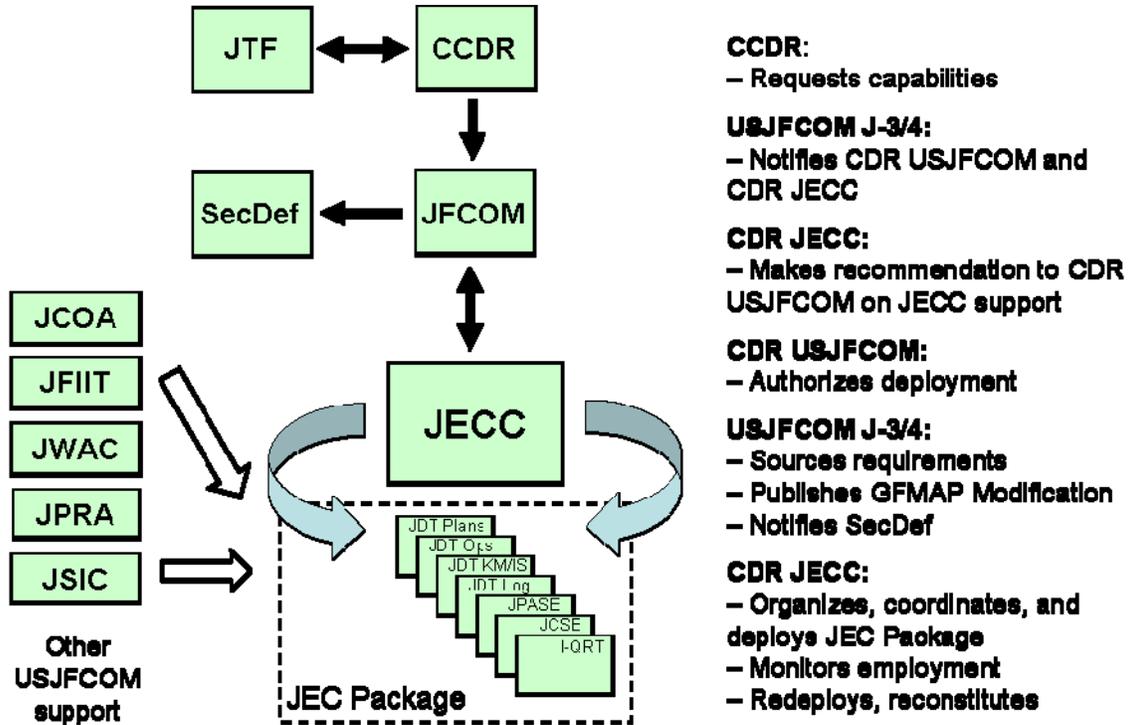


Figure A-1: Process to Request JECC Support for GRF Execution

6. Other USJFCOM Support: Other (non-JECC) USJFCOM support from organizations across the USJFCOM enterprise may be sourced on a case-by-case basis. Specifically, JFCs can obtain support from the Joint Personnel Recovery Agency, Joint Warfare Analysis Center, Joint Center for Operational Analysis, Joint Fires Integration and Interoperability Team, or Joint Systems Integration Center. These organizations do not deploy through the GRF process, and there are no established, authoritative processes and procedures for the JECC to obtain their support. As such, these support elements are sourced on a case-by-case basis as mission needs dictate; however, the intent per USJFCOM Instruction 3005.1 is to provide one coherent support package from USJFCOM.

APPENDIX B

JTF HQ C2 EQUIPPING CAPABILITIES

1. Introduction: This appendix expands on the equipping discussion in Section 5d of this document with additional information on the USJFCOM JTF HQ C2 Equipping Initiative.

2. C2 Equipment Gap Analysis Process: Upon completion of mission analysis, the designated Service HQ will develop a JMEEL. Shortfalls between the Service HQ on-hand C2 capability and the JMEEL should be identified, after which a joint equipping plan will be developed to fill the C2 capability shortfalls. When order to conduct JTF operations, shortfalls will be sourced from within the theater or using the GFM process⁴² to task other worldwide sources. When JTF HQ operations are not imminent, combatant commands will work within the constraints of available resources and globally prioritized Service fielding schedules and develop, but not execute, plans to source remaining equipment should a crisis action occur. Service modernization initiatives and fielding plans will be considered when doing any gap analysis.

3. USJFCOM JTF HQ C2 Equipping Initiative

a. USJFCOM has established JTF HQ C2 baseline templates and architectures for Major Combat Operations and Campaigns, Crisis Response and Limited Contingency Operations: Stability Operations, and Crisis Response and Limited Contingency Operations: Foreign Humanitarian Assistance for Disaster Relief. These templates are located on the USJFCOM SIPRNET portal at https://us.jfcom.smil.mil/sites/jecc/Common/Pages/JTF_Forming.aspx. Application for a USJFCOM portal account can be made at <https://us.jfcom.smil.mil/Access/>. Additional assistance may be obtained from the USJFCOM Enterprise Service Desk, telephone number (757) 836-2666, email: jfcom.helpdesk@jfcom.smil.mil.

b. These JTF HQ C2 baseline templates and architectures are intended to be used as a guide for CCDRs and JTF HQ commanders to determine JTF HQ C2 equipment requirements. While the JTF HQ C2 baseline templates and architectures do not identify the joint C2 capabilities necessary to support every JTF HQ, they provide, in a checklist format, a common set of joint C2 capabilities that are recommended, based on historical precedent for that type of JTF mission. This includes core equipment and applications used to facilitate a rapid transition to a JTF HQ that is interoperable, horizontally and vertically, with components, multinational partners and other supporting organizations. The JTF HQ C2 Equipping Initiative addresses equipment and software needs, but not staff C2 roles/functions. They will be supplemented or replaced in the USFCOM reference library as the Service capabilities-based JTF-capable HQ designs are completed and posted. The templates include software configuration information, e.g., version number, program manager contact information, interim certificates to operate and interoperability testing information.

c. The templates provide an operational architecture for a JTF HQ and lay out a set of joint C2 networks, systems and applications that can be considered, along with the operational and system view architectures showing networks and the communications that can help provide full

⁴² See paragraph 5d(5) (Sourcing) of this document.

connectivity with higher and lower HQ. Each template provides a baseline list of joint C2 systems and applications compiled from C2 applications required by CCDRs, Mission Rehearsal Exercise information, joint doctrine and joint C2 applications currently in use by JTF HQ. These templates are valuable references that the designated Service HQ commander can consider when forming a JTF-capable HQ. Service modernization plans, HQ designs, and fielding schedules should also be considered. These templates are not static and will be revised by USJFCOM, when appropriate, based on lessons learned.

d. The USJFCOM JTF HQ C2 Equipping Initiative engages the USJFCOM Service components and designated Service HQ to assist in documenting current and projected JTF HQ C2 capabilities. These capabilities are compared with the appropriate JTF HQ C2 baseline template and architectures (or the capabilities-based JTF-capable HQ design, when available) to identify shortfalls and develop a plan to pre-source validated shortfalls. This USJFCOM initiative can be utilized similarly by CCDRs to resolve C2 shortfalls. CCDRs may use the integrated priority list process to work with the Services, and USJFCOM can use the C2 CPfM process to directly engage the Services.

e. As part of the JTF HQ C2 Equipping Initiative, USJFCOM's JSIC is working to replicate the JTF HQ C2 capabilities in a lab environment. This allows JSIC to test the interoperability of C2 items selected by the designated Service HQ and, using internally developed technology, to conduct assessments to measure maturity, joint capability and warfighter utility. These assessments can also assist in identifying potential costs and impacts on doctrine, organization, training, material, leadership, personnel and facilities (DOTMLPF).

4. JTF HQ C2 Shortfalls: The CCDR staff will work with the Service component and designated Service HQ staff in the up-front analysis to determine the required C2 capability for the designated mission set and identify joint capability shortfalls between the Service HQ on-hand C2 capabilities and the commander's JMEEL. The Service component and JTF HQ staff should forward their C2 equipment shortfalls to the supported combatant command for inclusion in the C2 CPfM process for review and potential resolution. Additionally, USJFCOM, in its Joint Force Provider role, will work with the appropriate combatant command, Services and designated Service HQ to source the shortfalls. In the event of an actual operation, shortfalls will be sourced from within the theater or using the GFM process. Shortfalls may be sourced from JCSE capabilities and from other Service HQ.

5. C2 Equipment Constraints: The number of JTF-capable HQ that can be equipped at any given time is constrained. CCDRs should select a number of Service HQ to effectively and efficiently meet the JTF HQ requirements in their AOR with due regard to the resources required. The JTF HQ C2 baseline templates and architectures information will help establish a defined minimum essential capability and develop a JTF HQ standard.

APPENDIX C

UNIT IDENTIFICATION CODE (UIC) REQUESTS

<i>Field</i>	<i>Instructions</i>	<i>Data</i>
	Transaction Type Code (A: add, C: change, D: delete)	A: Add
SECUR	<i>Set Security Classification</i> (S: secret, C: confidential, or U: unclassified)	
UIC	<i>Unit Identification Code</i> (6 character alphanumeric, first characters per parent unit)	DJ_____
ANAME	<i>Abbreviated Name</i> (max 30 alphanumeric characters)	MUST HAVE "JTF" IN TITLE
COAFF	<i>Country of Affiliation</i> (US, JSSC will enter foreign forces)	US
UDC	<i>Unit Descriptor Code</i> (IAW CJCSM 3150.02, table R-6)	X
UTC	<i>Unit Type Code</i> (IAW CJCSM 3150.02, table R-7)	CTJAA
ULC	<i>Unit Level Code</i> (IAW CJCSM 3150.02, table R-8)	HQJ
MJCOM	<i>Major Command Code</i> (UIC)	
MONOR	<i>Monitoring Organization Code</i> (UIC) (Only applies to foreign units)	N/A
MAJOR	<i>Major Unit Indicator</i> (Y/N)	Y
REVAL	<i>Registration Validity</i> (X: regular, R: reserve, G: guard)	
LNAME	<i>Organization Name</i> (max 55 alphanumeric characters)	
SCLAS	<i>Security Classification of the Organization</i> (S: secret, C: confidential, or U: unclassified)	
ACTIV	<i>Current Status and Activity Code</i> (IAW CJCSM 3150.02 Table R-4)	OPS
CSERV	<i>Combatant Command or Service Command Code</i> (IAW CJCSM 3150.02 Table R-9)	
OPCON	<i>Organization Exercising Operational Control</i> (UIC)	
ADCON	<i>Organization Exercising Administrative Control</i> (UIC)	
HOGEO	<i>Home Location Code</i> (GEOLOC code from JOPES reference file)	
PRGEO	<i>Present Location Code</i> (GEOLOC code from JOPES reference file)	
Mail form to:	<u>gsrtsupd@nmcc20a.nmcc.smil.mil</u>	

Figure C-1: Unit Identification Code Request Form

1. The Joint Staff, with coordination from the Defense Information Systems Agency (DISA), has developed the Unit Identification Code (UIC) Request Form in Figure C-1 to help streamline the registration process. Only joint or combat support agency headquarters, in accordance with their specific guidelines, are authorized to register, delete, or make changes to units. Submitters must reference CJCSM 3150.02A, “*Global Status of Resources and Training System (GSORTS)*.” Submission of this form will register units in GSORTS.

2. In order to ensure the consistency of JTF-capable HQ basic identity information between commands, the following mandatory entries are required when requesting a joint UIC:

- A-Name title will include “JTF” in the organization name.
- Only UTC “CTJAA” will be used.
- Only ULC “HQJ” will be used.
- For changes, enter a hyphen (-) in the data block for fields that are not being updated.

3. Service units will be registered by Military Departments via existing tools and procedures, and this form and process do not apply to them.

APPENDIX D

ONGOING INITIATIVES FOR JTF-CAPABLE HQ

1. Joint Manpower Exchange Program (JMEP).

a. Program Description: JMEP is a permanent change of station (PCS) exchange of officers and senior enlisted personnel among senior (3-Star) Service component headquarters to improve joint expertise in training, planning, and operations and provide a “jump start” in response to potential tasking to establish a JTF HQ or operate in a joint environment. The intent of the program is to provide a one-for-one exchange of officer and enlisted personnel with similar or complementary experience and skill sets among the headquarters. These exchanges fill traditional headquarters billets to maintain current operational capabilities while infusing day-to-day joint expertise into the training, planning, and operations of the headquarters.

b. Implementation: USJFCOM’s successful implementation of a JMEP program in 2005 suggested applicability to other combatant commands, and SecDef Memorandum, 04 February 2005, “Policy Implementation to Improve Formation and Sustainment of JTF HQ,” stated that “Combatant commanders will direct and oversee implementation of an expanded Joint Manpower Exchange Program to encompass all Service operational headquarters that are designated by their combatant commander as potential JTF HQs.”

c. Status: USJFCOM drafted CJCSI 1620.01, dated 1 May 2006, to guide manpower exchange policy, allocation and management across the various combatant commands and their designated Service HQ and establish a common baseline for Service personnel planners. The Services expressed reservations about the implementation and “resource neutral” nature of JMEP, and they do not support Joint Staff or USJFCOM oversight of what the Services view as their Title 10 responsibility. Current personnel exchanges are managed and agreed upon at the Service level without Joint Staff involvement.⁴³ The Joint Staff concurs with the Services and has provided feedback to OSD and USJFCOM. As a result, guidance for standard implementation of an expanded JMEP has not been approved.

2. Managing the Need for Individual Augmentees: Experience with CCDR JTF HQ readiness programs highlighted a problem with DOD sourcing JTF HQ JMDs with individual staff members gathered from “other” units. This problem is exacerbated by the current stress on the force from meeting significant IA requirements of overseas contingency operations. The net effect of applying the manning formula, as depicted in Figure 5-2 of this document, in today’s high OPTEMPO environment is that the “cost” of bringing together the full JTF HQ team for training is impractical and necessitates identifying alternatives that may mitigate the risk of committing a largely untrained JTF HQ to an operation. Although augmentees needed to complete a JTF HQ JMD will be sourced from a pool of DOD-wide pre-trained personnel, perhaps qualifying through distance-learning methods (see paragraph 5e(5) of this document), other alternatives may include reducing the demand for augmentees by examining ways to

⁴³ The US Navy’s proposed involves including a TDY exchange program (vice PCS) tied to joint exercises as an alternative option for Service HQ to gain cross-Service expertise with minimal impact to Service missions.

reduce the size of JTF HQ, as well as new ways for DOD to plan and program to meet the persistent demand for augmentation of the HQ. This issue is being studied by the C2 CPM JTF HQ Focus Integration Team (FIT).

3. C2 CPM JTF HQ FIT: The JTF HQ FIT has established four working groups -- policy, organization/ manpower/personnel, equipping, and training -- to analyze issues and recommend appropriate actions to the C2 CPM related to raising the readiness level of current and future JTF-capable HQ. Current objectives of the FIT include:

a. Identifying gaps in policy that address the operational requirements for JTF-capable HQ and guidance to combatant commands and the Military Services.

b. Identifying augmentation requirements for JTF-capable HQ and analyzing the shortfalls in personnel resources, to include individual augmentees and JECs necessary to establish, organize and operate as a JTF HQ.

c. Analyzing options for reducing the overall size of a JTF HQ without affecting operational capability and warfighting effectiveness. This includes the size of the total forward deployed JTF HQ footprint, where appropriate, and involves investigating how a JTF HQ might operate as a physically distributed organization (forward and rear elements).

d. Analyzing options for improving the ability of JTF-capable HQ to develop and manage a JMD.

e. Analyzing issues with respect to C2 equipment (C2 systems and applications), to include the enabling communications system equipment, impacting the readiness of Service HQs designated as JTF-capable HQs.

f. Identifying the major training challenges faced by CCDRs and JTF-capable HQ commanders in achieving and sustaining levels of readiness that are acceptable to assigned/ supported CCDRs.

g. Analyzing policy issues impacting the ability of DOD and non-DOD partners to train together in preparation for establishing, organizing and operating a JTF HQ. Areas of analysis include, but are not limited to, authorities for funding.

h. Analyzing policy and technology issues impacting the ability of DOD and non-DOD partners to share information. Areas of analysis include, but are not limited to Multi-National Information Sharing programs, internet-based information sharing with “non-military” partners, and information sharing across different security levels, e.g., cross domain issues.

i. Analyzing issues impacting the ability of DOD to be better prepared to operate with mission partners. Areas of analysis include, but are not limited to, DOD and non-DOD education and training opportunities, potential new enabling capabilities, and organizational considerations.

APPENDIX E

REFERENCES

- a. Title 10, United States Code, as amended
- b. Unified Command Plan (UCP), 17 December 2008⁴⁴
- c. Guidance for Development of the Force (GDF), May 2008⁴⁵
- d. Guidance for Employment of the Force (GEF), May 2008⁴⁶
- e. Global Force Management Implementation Guidance (GFMIG), FY 2008-2009
- f. Joint Strategic Capabilities Plan (JSCP), March 1, 2008
- g. Quadrennial Defense Review (QDR) Report 06, February 2006
- h. DOD Directive 1200.17, 29 October 2008, “Managing the Reserves as an Operational Force”
- i. DOD Directive 1322.18, 13 January 2009, “Military Training”
- j. DOD Directive 5100.1, 1 August 2002, “Functions of the Department of Defense and Its Major Components”
- k. DOD Directive 5100.30, 5 January 2006, “Department of Defense Command and Control”
- l. DOD Directive 5124.02, 23 June 2008, “Under Secretary of Defense for Personnel and Readiness (USD(P&R))”
- m. DOD Directive 5149.2, 23 July 2002, “Senior Readiness Oversight Council (SROC)”
- n. DOD Directive 5230.11, 16 June 1992, “Disclosure of Classified Military Information to Foreign Governments and International Organizations”
- o. DOD Directive 7045.20, 25 September 2008, “Capability Portfolio Management”
- p. DOD Directive 7730.65, 3 June 2002, “Defense Readiness Reporting System (DRRS)”

⁴⁴ Copies are available to authorized users via the Defense SECRET Internet Protocol Router Network at <http://www.intelink.sgov.gov/inteldocs/view.php?fDocumentId=100908>

⁴⁵ Copies are available through the Office of the Deputy Assistant Secretary of Defense for Policy Planning. Distribution is limited.

⁴⁶ Copies are available through the Office of the Deputy Assistant Secretary of Defense for Policy Planning. Distribution is limited.

- q. DOD Instruction 1300.19, 31 October 2007, incorporating Change 1, 21 August 2008, “DOD Joint Officer Management Program”
- r. DOD Instruction 2010.6, 29 July 2009, “Materiel Interoperability with Allies and Coalition Partners”
- s. DOD Instruction 4000.19, 9 August 1995, “Interservice and Intragovernmental Support”
- t. DOD Instruction 4630.8, 30 June 2004, “Procedures for Interoperability and Supportability of Information Technology (IT) and National Security Systems (NSS)”
- u. DOD Instruction 5158.05, 22 May 2008, “Joint Deployment Process Owner”
- v. DOD Instruction 8110.1, 6 February 2004, “Multinational Information Sharing Networks Implementation”
- w. Joint Publication (JP) 1, 2 May 2007, “Doctrine for the Armed Forces of the United States,” incorporating Change 1, 20 March 2009
- x. JP 1-0, 16 Oct 2006, “Personnel Support to Joint Operations”
- y. JP 1-02, “DOD Dictionary of Military and Associated Terms,” as amended
- z. JP 3-0, 17 September 2006, “Joint Operations,” incorporating Change 1, 13 February 2008
- aa. JP 3-05 Series, “Doctrine for Joint Special Operations”
- bb. JP 3-08, 17 March 2006, “Interagency, Intergovernmental Organization, and Nongovernmental Organization Coordination During Joint Operations,” Volumes I and II
- cc. JP 3-16, 7 March 2007, “Multinational Operations”
- dd. JP 3-33, 16 February 2007, “Joint Task Force Headquarters”
- ee. JP 4-0 Series, “Joint Logistics Support”
- ff. JP 5-0, 26 December 2006, “Joint Operation Planning”
- gg. JP 6-0, 20 March 2006, “Joint Communications System”
- hh. CJCSI 1001.01 Series, “Joint Manpower and Personnel Program”
- ii. CJCSI 1301.01 Series, “Individual Augmentation Procedures”
- jj. CJCSI 1330.05 Series, “Joint Officer Management Program Procedures”
- kk. CJCSI 3150.25 Series, “Joint Lessons Learned Program”

- ll. CJCSI 3265.01 Series, “Command and Control Governance and Management”
- mm. CJCSI 3401.01 Series, “Chairman’s Readiness System”
- nn. CJCSI 3401.02 Series, “Global Status of Readiness and Training System (GSORTS)”
- oo. CJCSI 3500.01 Series, “Joint Training Policy and Guidance for the Armed Forces of the United States”
- pp. CJCSI 3137.01 Series, “The Functional Capabilities Board Process”
- qq. CJCSI 4320.01 Series, “Requirement Authorization Documents for Joint Organizations, Joint Task Forces, Special Operations Commands, Standing Joint Force Headquarters and other Joint Organizations”
- rr. CJCSI 5123.01 Series, “Charter of the Joint Requirements Oversight Council”
- ss. CJCSM 3122.01 Series, “Joint Operation Planning and Execution System (JOPES)”
- tt. CJCSM 3150.02 Series, “Global Status of Readiness and Training System (GSORTS)”
- uu. CJCSM 3500.03 Series, “Joint Training Manual for the Armed Forces of the United States”
- vv. CJCSM 3500.04 Series, “Universal Joint Task Manual”
- ww. CJCSM 5125.01 Series, “Baseline Organization and Functions for a Standing Joint Force Headquarters (SJFHQ)-Core Element (CE)”
- xx. SecDef Memorandum, 16 December 2003, “Manning for Standing Joint Force Headquarters (SJFHQs)”
- yy. SecDef Memorandum, 04 February 2005, “Policy Implementation to Improve Formation and Sustainment of JTF HQ”
- zz. Strategic Planning Guidance 2006-2011 Directed Study Task 04 Final Report, Version 17
- aaa. Capstone Concept for Joint Operations, Version 3.0, 15 January 2009
- bbb. Joint Staff Force Sourcing Business Rules and SDOB Process, (Change 2, November 2007)
- ccc. Joint Staff J1 Individual Augmentation (IA) Business Rules
- ddd. USJFCOM Directive Number 5170.4, 19 December 2008, “Charter for the Joint Enabling Capabilities Command (JECC),”
<https://us.jfcom.mil/sites/Command/J02/J024/Issuances/5170.4.pdf>

eee. USJFCOM Instruction Number 3005.1, 19 December 2008, “Global Response Force (GRF) Process for the Request and Deployment of U.S. Joint Forces Command (USJFCOM) Joint Enabling Capabilities,” <https://us.jfcom.mil/sites/Command/J02/J024/Issuances/3005.1.pdf>

fff. USJFCOM “Joint Operating Environment 2008, Challenges and Implications for the Joint Force,.”
<https://us.jfcom.mil/sites/J5/j59/FuturesWiki/Wiki%20Pages/Joint%20Operating%20Environment%202008.aspx>

ggg. USJFCOM SJFHQ Knowledge Management Standard Operating Procedures (KM SOP), 15 June 2007, https://us.jfcom.mil/sites/SJFHQ/OpsDiv/KM/Documents/KM_SOP.doc

hhh. Joint Task Force Headquarters Training Guide,
https://jdeis.js.mil/jdeis/jel/jtfguide/jtf_index.htm

iii. USJFCOM Common Joint Task Force Headquarters Standing Operating Procedure,
https://jdeis.js.mil/jdeis/jel/jtfguide/sop_index.htm

Unless specific Uniform Resource Locators are identified above, most documents listed in Appendix E can be found on the following Web sites:

- http://www.dtic.mil/cjcs_directives/
- http://www.dtic.mil/doctrine/s_index.html
- <http://www.js.smil.mil/masterfile/sjsimd/jel/sitemap.htm>

GLOSSARY

Part I – Abbreviations and Acronyms

AC	Active Component
AOR	area of responsibility
C2	command and control
CAP	crisis action planning
CCDR	combatant commander
CCJO	Capstone Concept for Joint Operations
CE2	combatant commander exercise engagement
CE2T2	combatant commander exercise engagement and training transformation
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman Joint Chiefs of Staff Instruction
CJCSM	Chairman Joint Chiefs of Staff Memorandum
CONOPS	concept of operations
CPM	capability portfolio manager
CPfM	capability portfolio management
DJC2	Deployable Joint Command and Control
DOD	Department of Defense
DOTMLPF	Doctrine, organization, training materiel, leadership and education, personnel and facilities
DRRS	Defense Readiness Reporting System
eJMPS	electronic Joint Manpower and Personnel System
ESORTS	Enhanced Status of Resources and Training System
FS FCB	Force Support Functional Capabilities Board
GCC	geographic combatant commander
GFM	global force management
GFMB	Global Force Management Board
GRF	Global Response Force
GRF EXORD	Global Response Force Execute Order
GSORTS	Global Status of Resources and Training System
HQ	headquarters
IA	individual augmentee
IAW	in accordance with
IGO	intergovernmental organization
I-QRT	Intelligence-Quick Reaction Team
IT	information technology
JCS	Joint Chiefs of Staff
JCSE	Joint Communications Support Element
JDT	joint deployable team
JEC	joint enabling capability
JECC	Joint Enabling Capabilities Command
JFC	joint force commander
JIAT	Joint Individual Augmentee Training

JKDDC	Joint Knowledge Development and Distribution Capability
JKO	Joint Knowledge On-Line
JLLP	Joint Lessons Learned Program
JMD	joint manning document
JMEEL	joint mission-essential equipment list
JMEP	Joint Manpower Exchange Program
JMET	joint mission-essential task
JMETL	joint mission-essential task list
JOA	joint operations area
JOPEs	Joint Operation Planning and Execution System
JOPP	Joint Operation Planning Process
JP	joint publication
JPASE	Joint Public Affairs Support Element
JPG	joint planning group
JRC	joint reception center
JS	Joint Staff
JSCP	Joint Strategic Capabilities Plan
JSIC	Joint Systems Integration Center
JSOTF	Joint Special Operations Task Force
JTF	joint task force
JTF HQ	joint task force headquarters
JTIMS	Joint Training Information Management System
JTP	joint training plan
MCO	major combat operations
MEF	Marine expeditionary force
NAF	numbered air force
NGO	nongovernmental organization
OGA	other government agency
PCS	permanent change of station
POM	Program Objective Memorandum
PTDO	prepare to deploy order
QDR	Quadrennial Defense Review
RC	Reserve Component
RFC	request for capability
RFF	request for forces
SecDef	Secretary of Defense
SIPRNET	Secure Internet Protocol Router Network
SJFHQ	Standing Joint Force Headquarters
SJFHQ-CE	Standing Joint Force Headquarters-Core Element
TDY/TAD	temporary duty/temporary assigned duty
UCP	Unified Command Plan
UIC	unit identification code
UJTL	Universal Joint Task List
USG	U.S. Government
USJFCOM	U.S. Joint Forces Command
USPACOM	U.S. Pacific Command

Part II – Terms and Definitions

ad hoc: (adjective) 1a. Concerned with a particular end or purpose; 1b. Formed or used for specific or immediate problems or needs; 2. Fashioned from whatever is immediately available, improvised. (Merriam-Webster Dictionary)

battle roster: Listing of individuals, crews, or elements that reflect capabilities, proficiencies of critical tasks, and other information concerning operational capabilities. (USJFCOM JTF HQ FIT)

campaign: A series of related military operations aimed at accomplishing a strategic or operational objective within a given time and space. (JP 1-02)

capability: Ability to execute a specified course of action. (A capability may or may not be accompanied by an intention.) (JP 1-02)

capability portfolio management (CPfM): The process of integrating, synchronizing, and coordinating Department of Defense capabilities needs with current and planned DOTMLPF investments within a capability portfolio to better inform decision making and optimize defense resources. (DoDD 7045.20)

combatant command: A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Combatant commands typically have geographic or functional responsibilities. (JP 5-0)

combatant command (command authority): Nontransferable command authority established by title 10 ("Armed Forces"), United States Code, section 164, exercised only by commanders of unified or specified combatant commands unless otherwise directed by the President or the Secretary of Defense. Combatant command (command authority) cannot be delegated and is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. Combatant command (command authority) should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Combatant command (command authority) provides full authority to organize and employ commands and forces as the combatant commander considers necessary to accomplish assigned missions. Operational control is inherent in combatant command (command authority). Also called COCOM. (JP 1)

combatant commander (CCDR): A commander of one of the unified or specified combatant commands established by the President. (JP 3-0)

Combatant Commander Exercise Engagement (CE2) Account: As part of the Defense-wide Combatant Command Exercise Engagement and Training Transformation (CE2T2) account, the CE2 account consolidates joint training program funding and applies efficiencies against new

mission areas and existing gas and shortfalls. The Joint Staff /J7 serves as the CE2 Account Manager. (Derived from CJCSM 3500.03 Series)

combined operation: An operation conducted by forces of two or more Allied nations acting together for the accomplishment of a single mission. (JP 3-52)

command and control (C2): The exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of the mission. C2 functions are performed through an arrangement of personnel, equipment, communications and facilities and procedures employed by a commander in planning, directing, coordinating and controlling forces and operations in the accomplishment of the mission. (JP 1-02)

command and control system: The facilities, equipment and communications, procedures, and personnel essential to a commander, for planning, directing, and controlling operations of assigned and attached forces pursuant to the missions assigned. (JP 1-02)

component: 1. One of the subordinate organizations that constitute a joint force. Normally a joint force is organized with a combination of Service and functional components. 2. In logistics, a part or combination of parts having a specific function, which can be installed or replaced only as an entity. See also functional component command; Service component command. (JP 1-02)

contingency: An emergency involving military forces caused by natural disasters, terrorists, subversives, or required by military operations. Due to the uncertainty of the situation, contingencies require plans, rapid response, and special procedures to ensure the safety and readiness of personnel, installations and equipment. (JP 1-02)

contingency operation: A military operation that is either designated by the SecDef as a contingency operation or becomes a contingency operation as a matter of law (10 U.S. Code). It is a military operation that: (a) is designated by the SecDef as an operation in which members of the Armed Forces are or may become involved in military actions, operations or hostilities against an enemy of the United States or against an opposing force; (b) is created by definition of law. (JP 1-02)

crisis: An incident or situation involving a threat to a nation, its territories, citizens, military forces, possessions, or vital interests that develops rapidly and creates a condition of such diplomatic, economic, political, or military importance that commitment of military forces and resources is contemplated to achieve national objectives. (JP 1-02)

designated Service Headquarters: A Service headquarters selected by their combatant commander to be a joint task force-capable headquarters. (USJFCOM JTF HQ FIT)

exercise: A military maneuver or simulated wartime operation involving planning, preparation, and execution. It is carried out for the purpose of training and evaluation. It may be a multinational, joint, or single-Service exercise, depending on participating organizations. (JP 1-02)

focus integration team (FIT): Organized team to conduct specific capability area assessments; analyze warfighter priorities and challenges to identify redundancies, inefficiencies, overlaps, and capability gaps; and develop issues and frame choices and alternatives for senior leader decisions. FIT representatives are engaged throughout the C2 CPfM process to inform and influence ongoing Service requirements, budget, and acquisition processes. (USJFCOM)

Force Support Functional Capabilities Board (FS FCB): The FS FCB is responsible for the organization, analysis, and prioritization of joint warfighting capability needs proposals within its assigned functional area. The vision of the FS FCB is to effectively size, structure, source, assess readiness and adaptively plan for effective and capable US military forces. (Derived from CJCSI 3137.01 Series, CJCSI 5123.01 Series and Joint Staff J8 FS FCB Wiki Portal)

Foreign Disaster Relief: Prompt aid which can be used to alleviate the suffering of foreign disaster victims. Normally it includes humanitarian services and transportation; the provision of food, clothing, medicine, beds and bedding; temporary shelter and housing; the furnishing of medical material, medical and technical personnel; and making repairs to essential services. (JP 1-02)

Foreign Humanitarian Assistance: Programs conducted to relieve or reduce the results of natural or manmade disasters or other endemic conditions such as human pain, disease, hunger, or privation that might present serious threat to life or that can result in great damage to or loss of property. FHA provided by US forces is limited in scope and duration. The foreign assistance provided is designed to supplement or complement the efforts of host nation civil authorities or agencies that may have the primary responsibility for providing FHA. FHA operations are those conducted outside the US, its territories and possessions. (JP 1-02)

function: 1. The kind of action or activity proper to a person or thing. 2. The purpose which something is designed or exists. (Webster’s Dictionary)

functional component command (FCC): 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 1-02)

Global Response Force Execute Order (GRF EXORD): An order used by Commander, USJFCOM to deploy USJFCOM JECs during crisis operations upon receipt of a combatant commander request. (USJFCOM)

individual augmentation/augmentee (IA): An IA is an unfunded temporary duty position (or member filling an unfunded temporary position) identified on a JMD by a supported combatant command to augment staff operations during contingencies. This includes positions at permanent organizations required to satisfy a “heightened” mission in direct support of contingency operations. An IA travels with only personal protective equipment, not associated mission equipment (i.e., camera gear for public affairs duty) that would require URF or RFF requests. Either Active or Reserve Component personnel can fill IA positions. An individual

mobilization augmentee (IMA) reservist filling, or activated to their IMA billet is not considered an IA. (CJCSI 1301.01 Series).

interagency: U.S. Government agencies and departments, including the Department of Defense. (JP 3-08)

interoperability: 1. (DOD, NATO) The ability to operate in synergy in the execution of assigned tasks. 2. (DOD only) The condition achieved among communications-electronics systems or items of communications-electronics equipment when information or services can be exchanged directly and satisfactorily between them and/or their users. The degree of interoperability should be defined when referring to specific cases. (JP 3-32)

issue: An observed, analyzed, interpreted, and evaluated shortcoming, deficiency or problem that precludes performance to standard and requires resolution. Issues are also deficiencies or shortfalls identified during joint activity that preclude training or operating to joint mission-essential tasks standard and requires focused problem solving. (CJCSI 3150.25)

joint deployable team (JDT): A JECC organization consisting of the Plans JEC, Operations JEC, Knowledge Management/Information Superiority JEC and Logistics JEC, which are administratively grouped together to facilitate in-garrison training and readiness. (USJFCOM JECC)

joint enabling capability (JEC): A joint element that provides a critical, non-organic capability designed to facilitate the establishment, organization and operation of joint task force headquarters. A JEC is employed for crisis response missions, and trains for employment while in garrison. A JEC is subject to Global Response Force execution, has a unit identification code, and reports in the Defense Readiness Reporting System. As directed, a JEC transfers operational control of deployed forces to the gaining command. USJFCOM has seven JECs, which are constituent elements of the Joint Enabling Capabilities Command (JECC): Joint Communication Support Element (JCSE); Joint Public Affairs Support Element (JPASE); Intelligence-Quick Reaction Team (I-QRT); and the four functional JECs for Plans, Operations, Knowledge Management/Information Superiority and Logistics, which are administratively organized into the Joint Deployable Team. (USJFCOM JECC)

Joint Enabling Capabilities Command (JECC): The JECC is a subordinate command of the U.S. Joint Forces Command (USJFCOM) with the mission to employ, manage and develop USJFCOM joint enabling capabilities (JECs) for Global Response Force (GRF) execution and emerging operational requirements. When directed, JECC deploys USJFCOM JECs and other requested capabilities in order to provide immediate, short-duration support to establish, organize and operate a joint force headquarters. (USJFCOM JECC)

joint force commander (JFC): A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force. (JP 1)

Joint Lessons Learned Program (JLLP): The JLLP is a fully distributed, networked process comprised of people and inter-related systems, designed to collect, analyze, and share information. It is a knowledge management activity focused on improving joint preparedness and performance. Its primary objective is to enhance US joint warfighting capabilities by contributing to improvements in doctrine, organization, training, materiel, leadership and education, personnel and facilities, and policy. (CJCSI 3150.25 and CJCS Guide 3501)

joint manning document (JMD): The CJCS standardized database using the electronic Joint Manpower and Personnel System (eJMAPS) used by Joint Staff, Services, and combatant commands for the identification of required positions and fills for five (5) different types of positions; Unit, IA, Coalition, Other Government Agency, Contractor. (JP 1-02)

joint mission-essential equipment list (JMEEL): A list of C2 systems, applications, communication systems and support equipment for the JTF-capable HQ that is derived using a mission analysis, JTF HQ C2 baseline templates and architectures, and guidance from the supported combatant command. (USJFCOM JTF HQ FIT)

joint mission- essential task (JMET): A mission task selected by a joint force commander deemed essential to mission accomplishment and defined using the common language of the universal joint task list in terms of task, condition, and standard. Also called JMET. See also condition, universal joint task list. (JP 1-02)

joint mission-essential task list (JMETL): A list of mission tasks selected by a joint force commander deemed essential to mission accomplishment and defined using the common language of the universal joint task list in terms of task, condition, and standard. (JP 1-02)

joint task force (JTF): A joint 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. (JP 1-02)

joint task force-capable headquarters (JTF-capable HQ): A designated Service HQ that has achieved and can sustain a level of readiness to establish, organize and operate as a JTF HQ, which is acceptable to the supported / assigned combatant commander. (USJFCOM JTF HQ FIT)

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

Joint Task Force/Functional Component Headquarters (JTF/FC HQ) Certification: A Combatant Commander Exercise Engagement (CE2) program that provides funding for combatant commanders to certify the readiness of assigned headquarters staffs designated to perform as a JTF or FC HQ staff. (Derived for CJCSM 3500.03 Series)

Joint Task Force Headquarters C2 Equipping Initiative: The JTF HQ C2 Equipping Initiative provided a reference library that combatant commands and Services can consider,

along with Service modernization and fielding plans, when doing gap analysis during any near-term requirement for JTF HQ organization, manning, equipping and training, prior to the deliberate, capability-based fielding required by a JTF-capable HQ. These interim generic templates for three specific types of JTF missions outline historically derived equipment lists that are interoperable with existing Service C2 capabilities, and integrate equipment, associated trained personnel and communications. These templates are not intended to be prescriptive. (USJFCOM)

Joint Training Information Management System (JTIMS): JTIMS is a web-based tool that links critical DOD and joint automation programs (i.e., Joint Doctrine, Education, and Training Information System; DRRS; Joint Capabilities Requirements Manager). The tool supports the requirements-based Joint Training System (JTS) by facilitating the development of an integrated task-based thread to guide all four JTS phases (Requirements, Planning, Training Execution, and Assessment). (CJCS Guide 3501)

major combat operations (MCO): Large-scale operations conducted against a nation state(s) that possess significant regional military capability, with global reach in selected capabilities, and the will to employ that capability in opposition to or in a manner threatening to U.S. national security. Major combat operations may be conducted against a peer, an irregular competitor or a non-peer competitor with regional focus. (MCO Joint Operating Concept)

major operation: A series of tactical actions (battles, engagements, strikes) conducted by combat forces of a single or several services, coordinated in time and place, to achieve strategic and operational objectives in an operational area. These actions are conducted simultaneously or sequentially in accordance with a common plan and are controlled by a single commander. For noncombat operations, a reference to the relative size and scope of the military operation. (JP 1-02)

multinational operations: A collective term to describe military actions conducted by forces of two or more nations, usually undertaken within the structure of a coalition or alliance. (JP 3-16)

readiness: The ability of US military forces to fight and meet the demands of the national military strategy. Readiness is the synthesis of two distinct but interrelated levels. a. unit readiness--The ability to provide capabilities required by the combatant commanders to execute their assigned missions. This is derived from the ability of each unit to deliver the outputs for which it was designed. b. joint readiness--The combatant commander's ability to integrate and synchronize ready combat and support forces to execute his or her assigned missions. (JP 1-02)

resources: The forces, materiel and other assets or capabilities apportioned or allocated to the commander of a unified or specified command. (JP 1-02)

Service component command: A 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 1-02)

Service headquarters: A combat force headquarters that is organized, manned, equipped and trained to perform Service and functional roles. This includes the headquarters of a Service component command assigned to a combatant command or to a subordinate unified command, and the headquarters of a combat echelon (e.g., Army Corps, number air forces, number fleet, Marine expeditionary force) assigned to a combatant commander. (USJFCOM JTF HQ FIT)

stability operations: An overarching term encompassing various military missions, tasks, and activities conducted outside of the United States in coordination with other instruments of national power to maintain or reestablish a safe and secure environment, provide essential government services, emergency infrastructure reconstruction, and humanitarian relief. (JP 1-02)

standing joint force headquarters-core element (SJFHQ-CE): An SJFHQ-CE is a full-time, joint, cross-functional command and control (C2) element within a geographic combatant command. The element is fully integrated into the combatant command's planning and operations processes. The SJFHQ-CE is staffed during peacetime to provide a core element of trained personnel that may serve as both a nucleus of key functional and C2 expertise and a foundation on which to build, through augmentation, the joint C2 capability for specific mission areas. The SJFHQ-CE (in its entirety or selected portions) can provide additional expertise to a newly established joint task force (JTF) headquarters, JTF-designated Service component command headquarters, the interagency, or any other C2 organization that the combatant commander deems appropriate for mission and situation. (CJCSM 5125.01A)

task: 1. Any piece of work. 2. A matter of considerable difficulty. (Webster's Dictionary)

unified action: The synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort. (JP 1-02)

unity of effort: Coordination and cooperation toward common objectives, even if the participants are not necessarily part of the same command or organization - the product of successful unified action. (JP 1)

Universal Joint Task List (UJTL): A menu of capabilities (mission-derived tasks with associated conditions and standards, i.e., the tools) that may be selected by a joint force commander to accomplish the assigned mission. Once identified as essential to mission accomplishment, the tasks are reflected within the command joint mission-essential task list. (JP 1-02)

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