A Concept for Standing Joint Force Headquarters (SJFHQ)

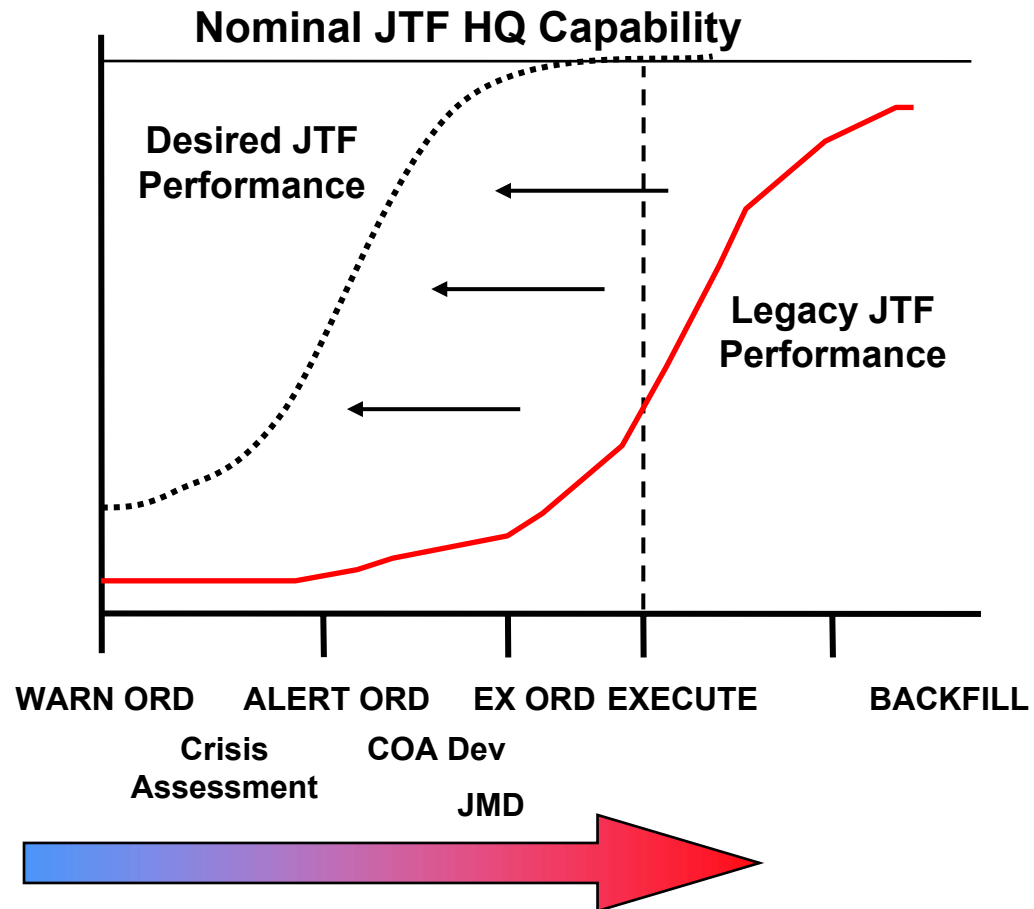**Brigadier General Marc Rogers**
Director, Standing Joint Force Headquarters
United States Joint Forces Command

Overview

- **History**
- **The Joint Command and Control Issue**
- **Command and Control Shortfalls**
- **Near Term Challenges and Efforts**
- **Findings – Millennium Challenge 02**
- **SJFHQ Organization and Functions**
- **Employment Options**
- **JFCOM/SJFHQ Mission, Goal, Path**
- **Summary**

Historical JTF Standups

- **Just Cause**
- **Provide Comfort**
- **Somalia**
- **Haiti**
- **Kosovo**

9/11

- **Enduring Freedom**
- **JTF 510**
- **JTF 160/170**
- **JTF GTMO**
- **JTF 180**
- **JTF Horn of Africa**

Nominal JTF HQ Capability

Desired JTF Performance

Legacy JTF Performance

WARN ORD   ALERT ORD   EX ORD   EXECUTE   BACKFILL

Crisis Assessment

COA Dev

JMD

Chain of Command Gap

Peacetime Service Chain of Command

Joint Warfighting Chain of Command

Not present for duty every day

JTF HQs

Component HQs

Unit

Unit

Joint Command and Control Issue
(Two-Parts)

- ## The need for JTF <u>Readiness</u>
    - ### Combat Units Train the Way They will Fight
        - #### *They are ready*
    - ### JTF HQ's <u>rarely</u> train the Way They Will Fight
        - #### *Service HQ's challenged to sustain readiness*
    - ### Demand for JTFs increasing
        - #### *Sustaining JTFs – challenge for all services*

- ## <u>Technology</u> is available now to enable more rapid, effective decision-making and execution
    - ### But, increases HQ personnel readiness requirement
    - ### Collaborative environment drives both C2 processes and organizational changes

- ## No single command and control authority in DoD

Command and Control
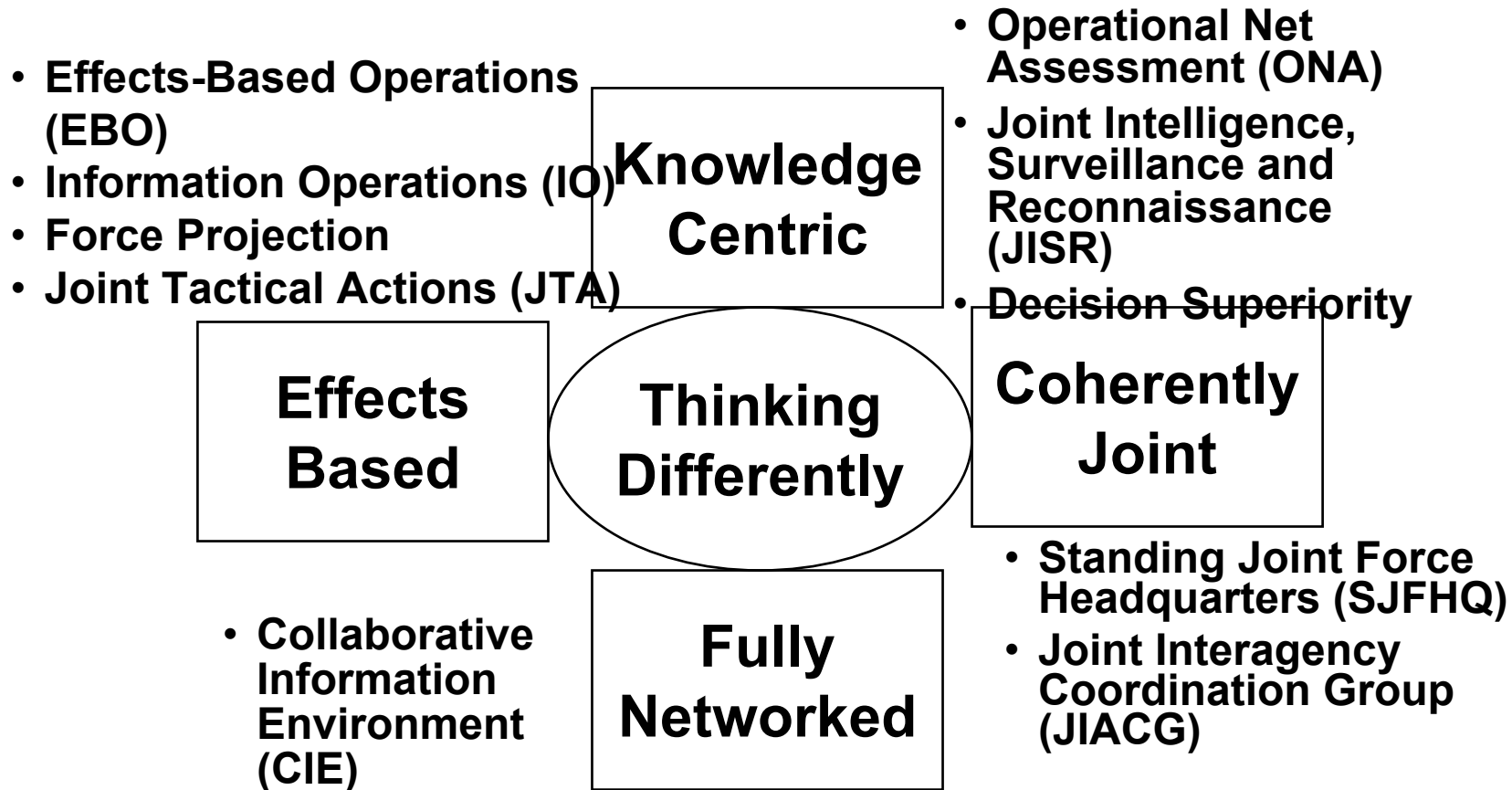
People and Processes

Communication Capabilities

Enables
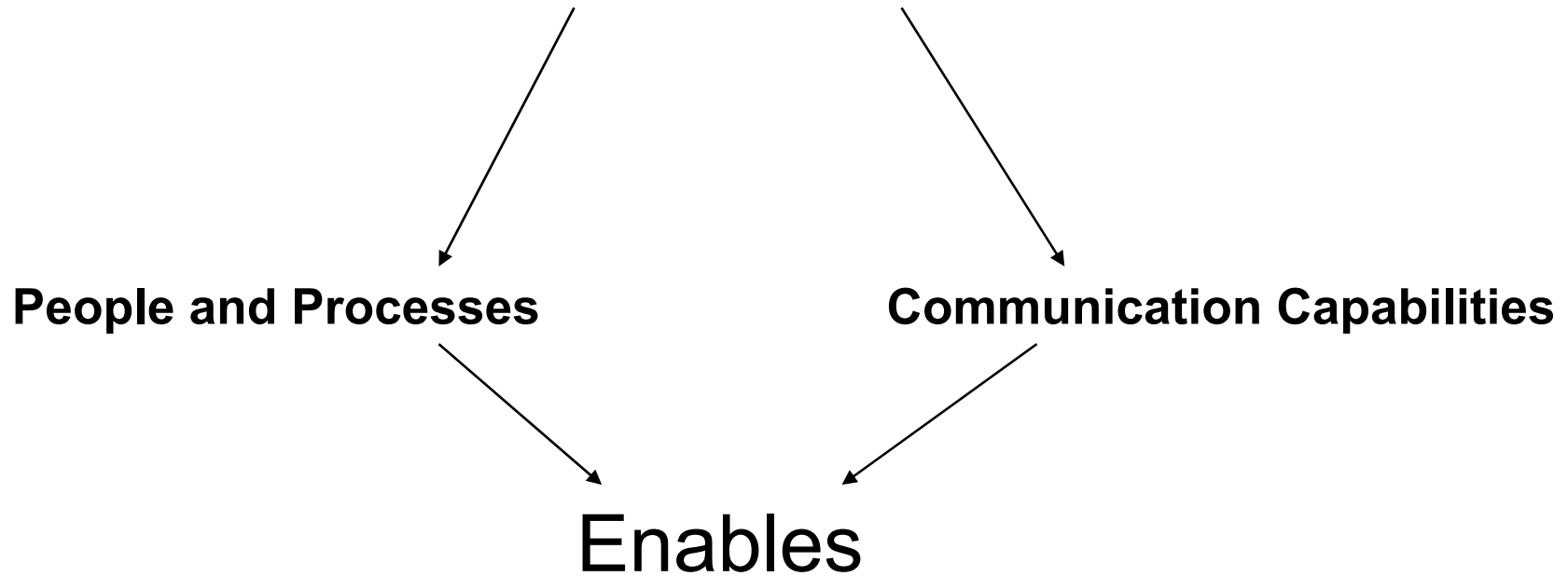
Planning
Deciding
Coordinating
Directing
Assessing

ALL are too slow and inefficient

We have force elements today who are able to deploy, employ, create effects quicker than we can "command and control" them!
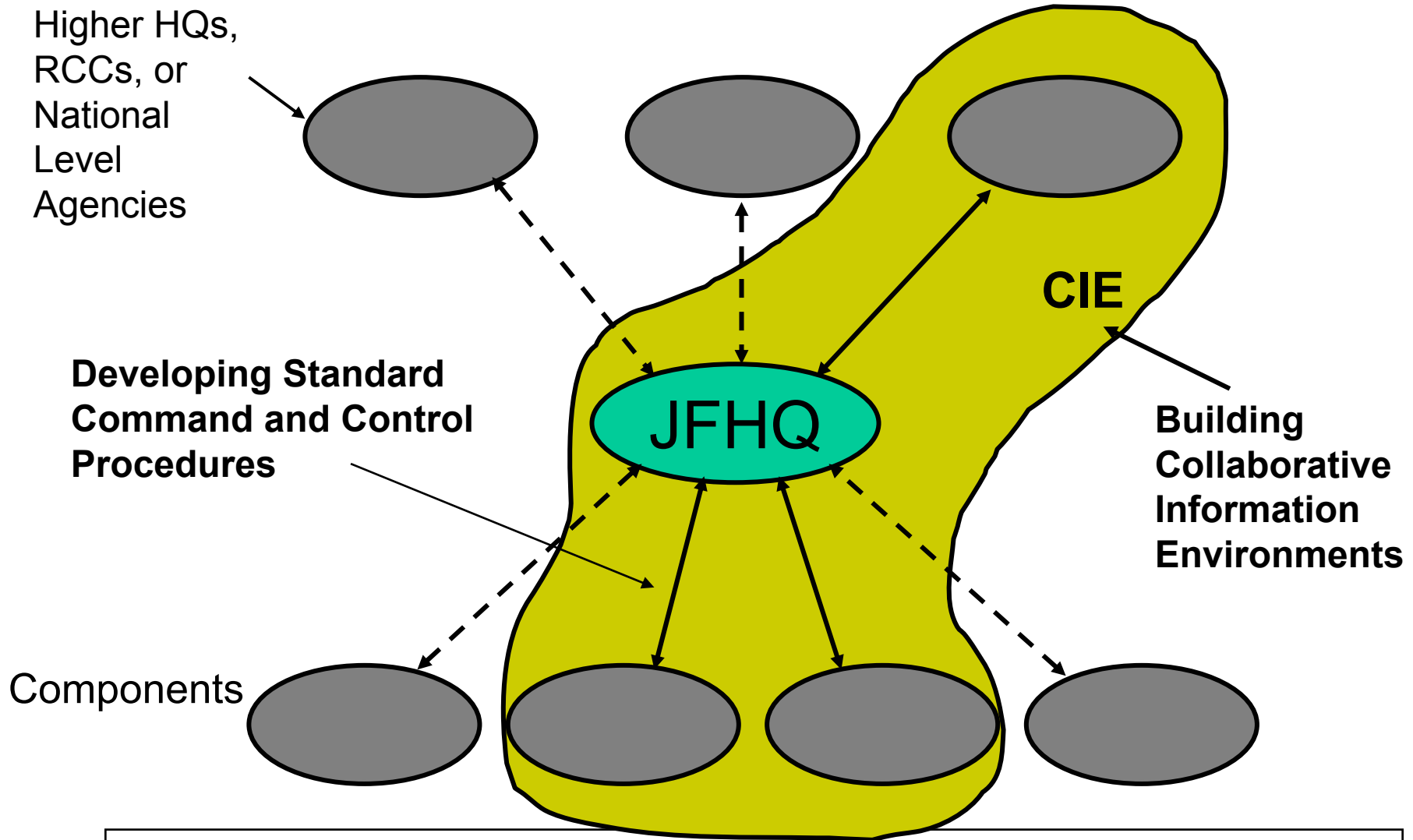
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Near Term Operational Arena

Legacy C2 will not meet this challenge

- **Effects-Based Operations (EBO)**
- **Information Operations (IO)**
- **Force Projection**
- **Joint Tactical Actions (JTA)**

Knowledge Centric

- **Operational Net Assessment (ONA)**
- **Joint Intelligence, Surveillance and Reconnaissance (JISR)**
- ~~**Decision Superiority**~~

Effects Based

Thinking Differently

Coherently Joint

- **Collaborative Information Environment (CIE)**

Fully Networked

- **Standing Joint Force Headquarters (SJFHQ)**
- **Joint Interagency Coordination Group (JIACG)**

Commanders are moving out – building CIEs, altering C2 CONOPs, writing SOPs – attempting to solve shortfalls and already employing some concepts

# Regional Command Efforts to Meet the C2 Challenge

Higher HQs, RCCs, or National Level Agencies

CIE

Developing Standard Command and Control Procedures

JFHQ

Building Collaborative Information Environments

Components

Once in the collaborative environment, must have both common tools and standardized C2 procedures

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This is where we're headed – not good
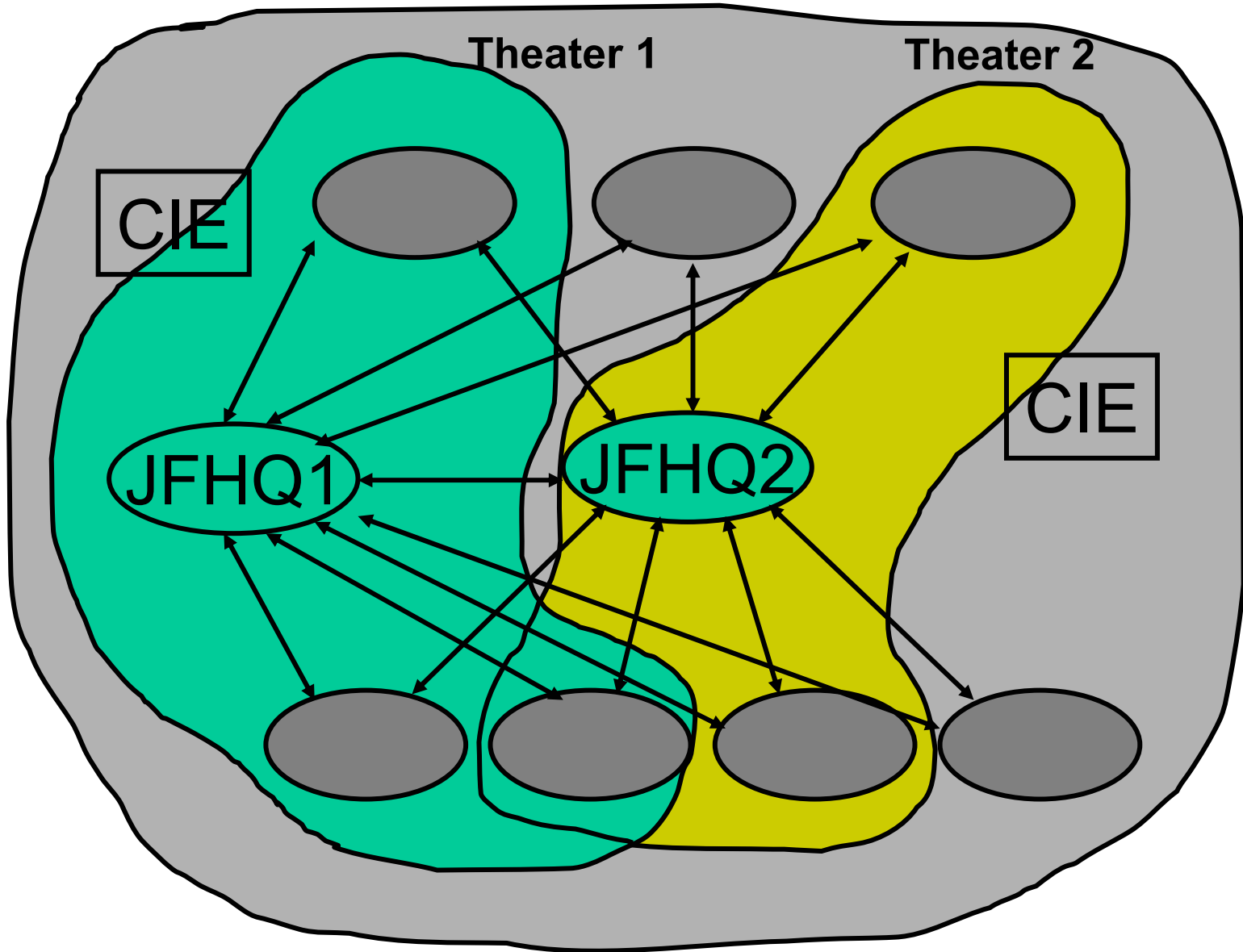
Higher HQs,
RCCs, or
National Level
Agencies

AOR 1

AOR 2

CIE

CIE

JFHQ1

JFHQ2
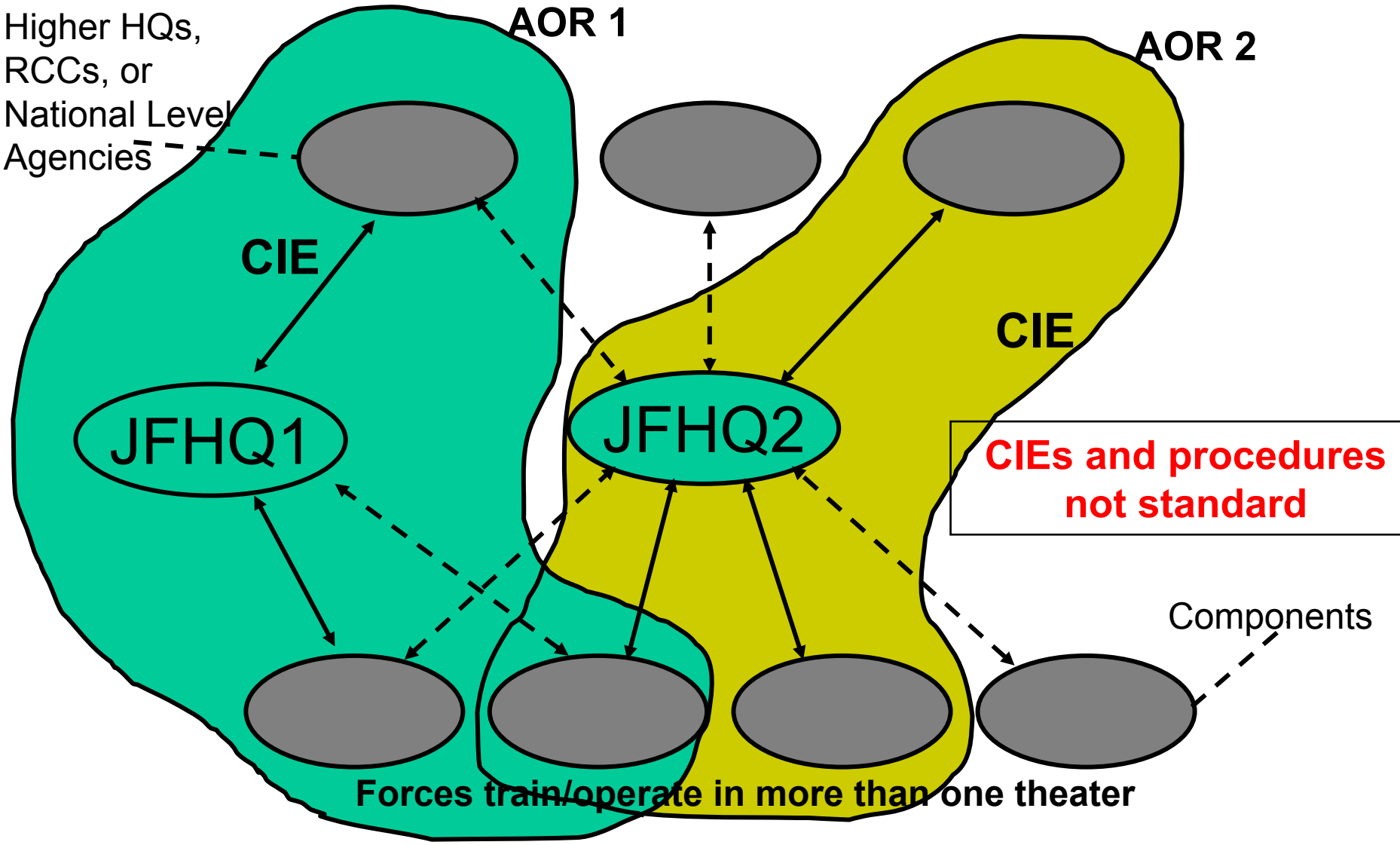
**CIEs and procedures
not standard**

Components

Forces train/operate in more than one theater

If you're in the CIE, and have standard C2 processes, you can play – If not in it, or non-standard, …handicapped

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This is where we want to go…

Global CIE standards and procedures

SJFHQs will foster interoperability – Up, Down, Across

Why SJFHQs?
… and Why SOPs/TTPs?

- **For <u>any</u> crisis, <u>all</u> RCCs must:**
  - **Execute command and control functions**
  - **Plan and execute using the same forces provided**
  - **Coordinate with / employ multinational forces**
  - **Rely on the same ISR forces/sources/agencies**
  - **Receive guidance from same national authorities**
  - **Perform crisis action planning**
  - **Coordinate with the same national agencies**
  - **Perform assessment functions**
  - **Execute force deployment/redeployment**
  - **Employ the same national strategic capabilities**
  - **Execute Information Operations**
  - **Employ same SOF forces / "special" capabilities**
  - **Rely on same supporting commands**

Joint Warfighting Needs

⬇

Rapid activation of JTF HQ

Skilled JTF HQ personnel, knowledge of joint capabilities and operational employment

Immediate and continuing situational awareness and understanding

Plan and execute faster than the adversary

Focused effects for rapid and decisive execution

Possible Solutions

⬇

Standing Joint Force Headquarters
-Common SOPs/TTPs
-Trained personnel
-Organized to exploit Info Age tools

Joint Interagency Coordination Group and Centers of Excellence

Operational Net Assessment

Collaborative Information Environment

Effect Based Operations

A Concept For
Standing Joint Force Headquarters

- **JFCOM model includes:**

    - **Modern, interoperable Collaborative Information Environment**

    - **Common architectures, joint SOPs, TTPs**

    - **Skilled warfighting headquarters personnel**

    - **Developed as a Command and Control "weapons system"**

- **Includes years of Joint Task Force Lessons Learned**

- **Includes changes in organization, procedures, technology and training.**

- **Improves Joint C2 readiness, awareness, decision-making**

- **The SJFHQ is the #1 warfighting priority from MC02.**

MC02 Finding – SJFHQ Works

"We took a small, fifty, fifty-five people group in this contingency – about right – they were focused, clear and very useful . . . it doubles or triples the capacity of three-star headquarters in our DOD to go do things for us; so, it's a combat multiplier of the highest order. It doesn't threaten headquarters; it multiplies the utility of the headquarters."

Lieutenant General B.B. Bell
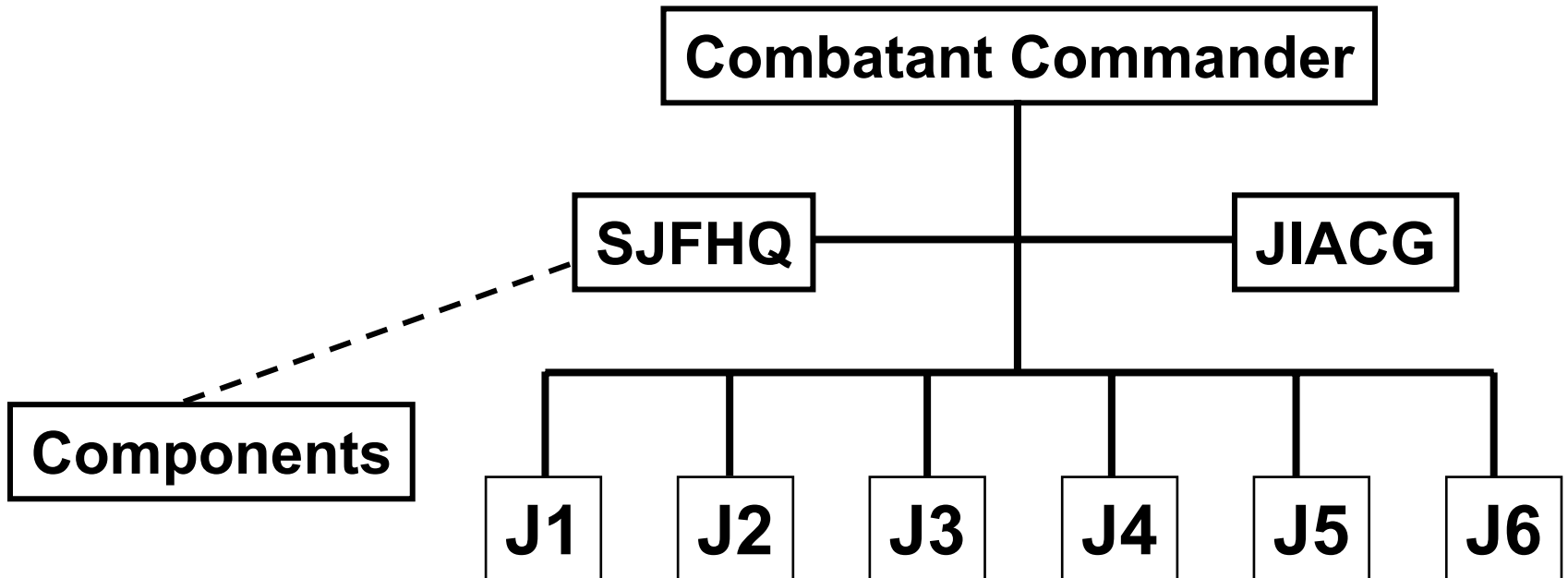**Commander III Corps**

SJFHQ Organization for MC02

- An in-place capability for seamless planning and execution
- Able to operate across the spectrum of conflict
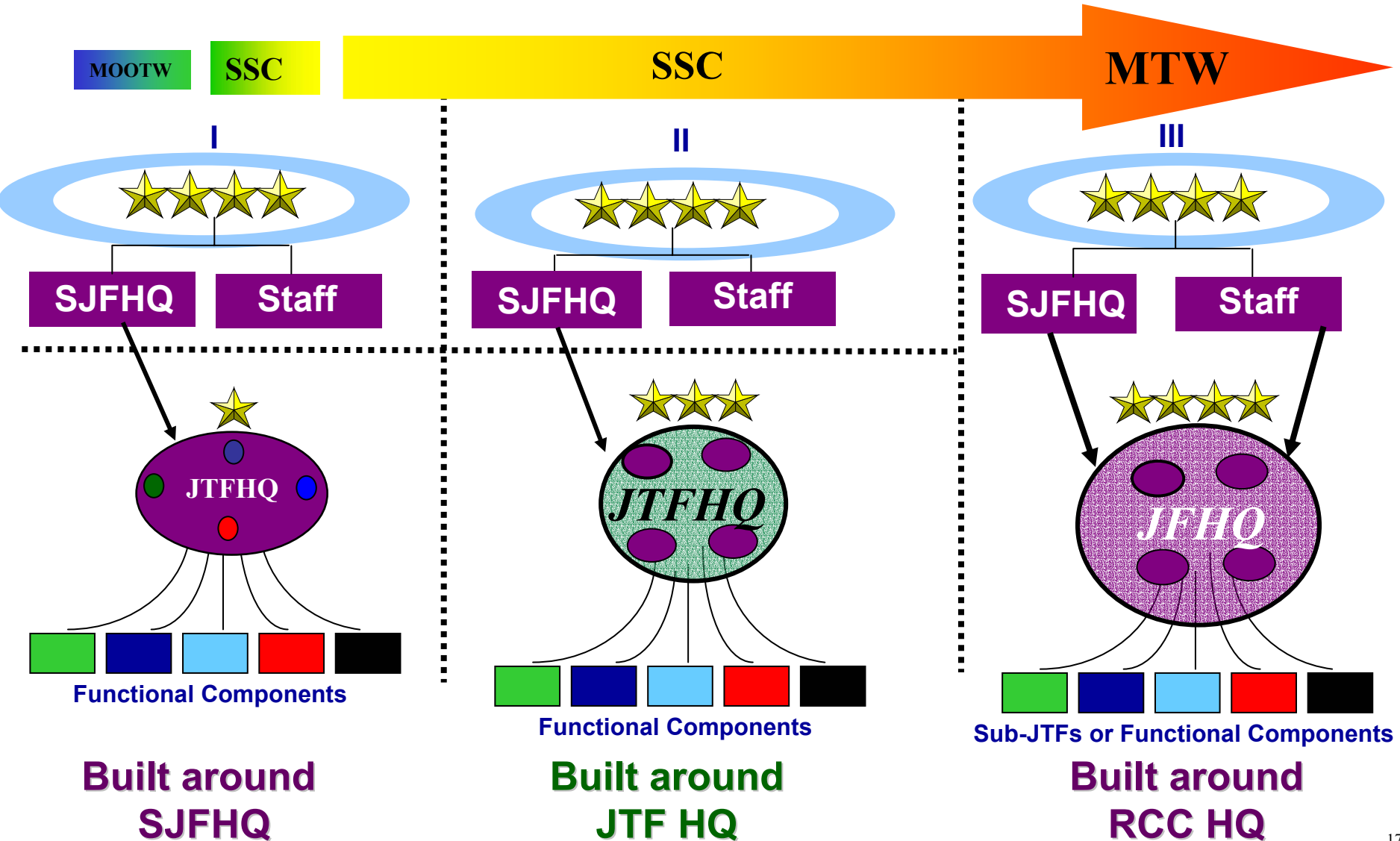
Which … focuses on Cdr's intent

CIE

Plans

Support

C4I

Security

HQ Cmdt

Admin

Operations

Commander

Information Superiority

Knowledge Management

MC 02 Showed Us These are Special People !

How SJFHQ Might Fit

**SJFHQ processes support both
internal and external organizations**

SJFHQ Employment Options

Built around SJFHQ

Built around JTF HQ

Built around RCC HQ

JFCOM / SJFHQ

Joint Capability (vertical axis label)

•Stood up SJFHQ Prototype

•Further refinement required

•Regional Command liaisons est'd

•Task is executable

   •Technology already exists

SJFHQ

Actionable Transformation Recommendations

JROC

Millennium Challenge 2002

Further Experimentation

LOEs

Unified Vision 2001

LOEs

RDO Analytical Wargame

JE Mission begins

| 99 | 00 | 01 | 02 | 03 | 04 |

Time

6/30/2003

The Goal

- **A standing joint team capable of executing transformational command and control functions from pre-crisis to crisis termination – through the exploitation of information age communications, equipment, organization and procedures.**

- **This team is skilled in the employment of advanced warfighting concepts in the direction, coordination, and control of joint force operations.**

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Deliverable Capabilities

Standing Joint Force HQ

- *An in-place, coherently joint team, experienced in*:
  - Joint operations & doctrine
  - Deliberate and Crisis Action Planning
  - Joint Force command and control functions and processes to employ advanced warfighting concepts in joint fires, joint ISR, etc.
  - Building and exploiting an Operational Net Assessment (ONA)
  - Planning and executing Effects Based Operations (EBO)
  - Functional SOPs, TTPs for execution within collaborative environment
  - Ability to exploit collaborative tools/processes in the joint planning and decision-making process
  - Service Doctrine & TTPs
- *With:*
  - In-place systems architecture with collaborative tools and reachback
  - Inherent understanding of RCC/strategic-level policy & perspective
  - Knowledge and understanding of the area of operations, key issues and "players"
  - In-place continuity for seamless planning and execution
    - Pre-crisis through termination

Maintains high state of readiness

What We Owe Combatant Commanders

- ## <u>Doctrine</u>
  - CONOPs for SJFHQ employment in three alternative modes:
    - The core around which a a JTF headquarters is built
    - "Plug" into a service component designated JTF headquarters
    - The core around which a combatant commander, as the JFC for an operation, can build his staff
  - SOPs and TTPs for SJFHQ – individual and collective – operating in a collaborative environment
  - Procedures for employment of enabling concepts,
    - e.g. ONA
  - Procedures for internal and external collaboration,
    - e.g. JIACG, OSD, Joint Staff
  - Individual and collective task lists and standards
- ## <u>Organization</u>
  - Baseline organizational structure
  - Organizational relationships within collaborative environment

What We Owe Combatant Commanders

- **<u>Training</u>**
  - **Training assistance - individual and collective - to achieve IOC**
  - **Proficiency training model – individual and collective - to maintain readiness**
  - **Model to integrate SJFHQ into regional joint exercise program**
- **<u>Materiel</u>**
  - **Documented materiel (hardware & software) requirements for SJFHQ – all modes**
  - **Documented CIE architecture**
- **<u>Leadership</u> development solutions for SJFHQs**
- **<u>Personnel</u> requirements, by position**
- **<u>Facilities</u> requirements**
- **<u>RCC Specific</u> needs addressed**
- **<u>Support Plan</u> for long-term sustainment of SJFHQ weapons system**

Multinational Challenges

- **Interoperability**
- **Language**
- **Culture**
- **Processes**
- **Rules**
- **Security**
- **Laws**
- **Organizational Structures**
- **Command and Control**
- **Unity of Command**
- **Unity of Effort**
- **Rapid HQ establishment**
- **Use of special coalition expertise**

- **These issues exist today**

- **They will exist in the Collaborative Information Environment (CIE) as well**

BUT! SJFHQ, CIE, and use of standard procedures offer possibilities to reduce the impact of these challenges

Summary

- **SJFHQ is <u>Actionable</u> Transformation**

- **Transforming How We will Command and Fight**
  - **- How we Organize, Plan, and Execute**
  - **- What We Emphasize in Joint Operations – (EBO)**
  - **- Achievable Level of Awareness & Understanding – (ONA)**
  - **- Improved Decision Making capability**
  - **- Improved Joint Force Headquarters execution**

- **Training the Way We Will Command the Fight**
  - **- Improved Readiness to Command and Control**

… Changing How We Think

Standing Joint Force Headquarters (SJFHQ)

- Changing How We think
  - Transforming How We'll Command and Fight
    - Training the Way We Will Command the Fight
      - Enabling Decision Superiority and Rapid Execution

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Backup

6/30/2003

JFCOM / SJFHQ Mission

Develop a Standing Joint Force Headquarters model for implementation by regional combatant commanders. Validate and verify DOTMLPF recommendations for common architectures, Joint TTPs, and SOPs required for SJFHQs to execute joint force command and control functions. Support each Combatant Commander in the establishment of a SJFHQ within their region during FY05 to enable more rapid and effective joint operations through enhanced joint command and control processes, joint interoperability, knowledge management, and decision superiority.

Ref: DPG FY04-09, CJCS 2 Nov 01Memo

SJFHQ Positions (Fielded)

Command Group (4)
- **Commander**
- **Chief of Staff**
- **Dep Chief of Staff**
- **Admin/Support Coordinators**
- **SJA, PAO, Surgeon, Chaplain**

Current Thinking

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Knowledge/Info Management (6)
- **Knowledge Management Officer (4)**
- **Joint Network Control Officer**
- **Network Management Specialist**
- **Communication Support**

Information Superiority Team (10)
- **Info Superiority Director**
- **ISR Collection Manager**
- **Intelligence Supervisor**
- **Effects Awareness Analyst**
- **Information Operations Supervisor**
- **IO Planners (2)**
- **ONA Network Supervisor**
- **ONA Network Analyst**
- **ONA Effects Analyst**

Plans Team (22)
- **Plans Director**
- **Intel Planner**
- **ISR Planner**
- **Planners (7)**
- **Effects Assessment Planner (2)**
- **IO Planner**
- **Logistics Coordinator**
- **Strategic Lift Planner**
- **Sustainment Planner**
- **Deployment Planner**
- **Logistics Sustainment Planner**
- **Blue/Red Planners (2)**
- **Political / Military Planner**
- **Ops Law Planner**
- **Force Protection Planner**
- **(TBM/WME)**

Operations Team (16)
- **Operations Director**
- **Current Intel Integrator**
- **Info Superiority Ops**
- **Intelligence, Surveillance and**
- **Reconnaissance (ISR) Ops**
- **Land Ops (2)**
- **Maritime Ops (2)**
- **Aerospace Ops (2)**
- **Special Ops Force (SOF) Ops (2)**
- **Information Operations Officer**
- **Transportation Ops**
- **Logistics Ops**
- **Fires/Target Ops**

Supported by Mission-Tailored Augmentees, Plugs, & Liaisons

SJFHQ Lessons From MC02

- **SJFHQ increases readiness of HQ**
  - **Reduces ad hoc nature of today's JTF ops**
  - **Facilitates more efficient, effective JTF standup**

- **Allows greater utilization of service headquarters**

- **Skilled SJFHQ personnel bring situational awareness and understanding for the RCC and JTF commander**

- **Brings RCC intent, coherent jointness, service core competencies, and regional expertise to JTF HQ**
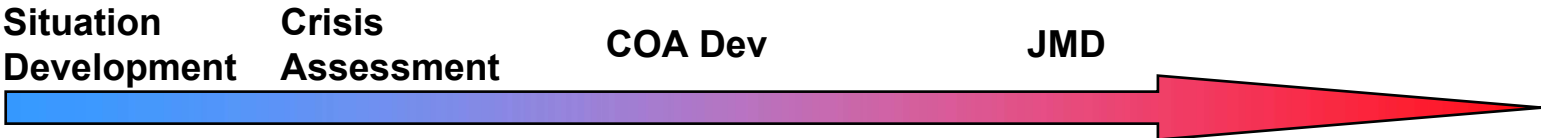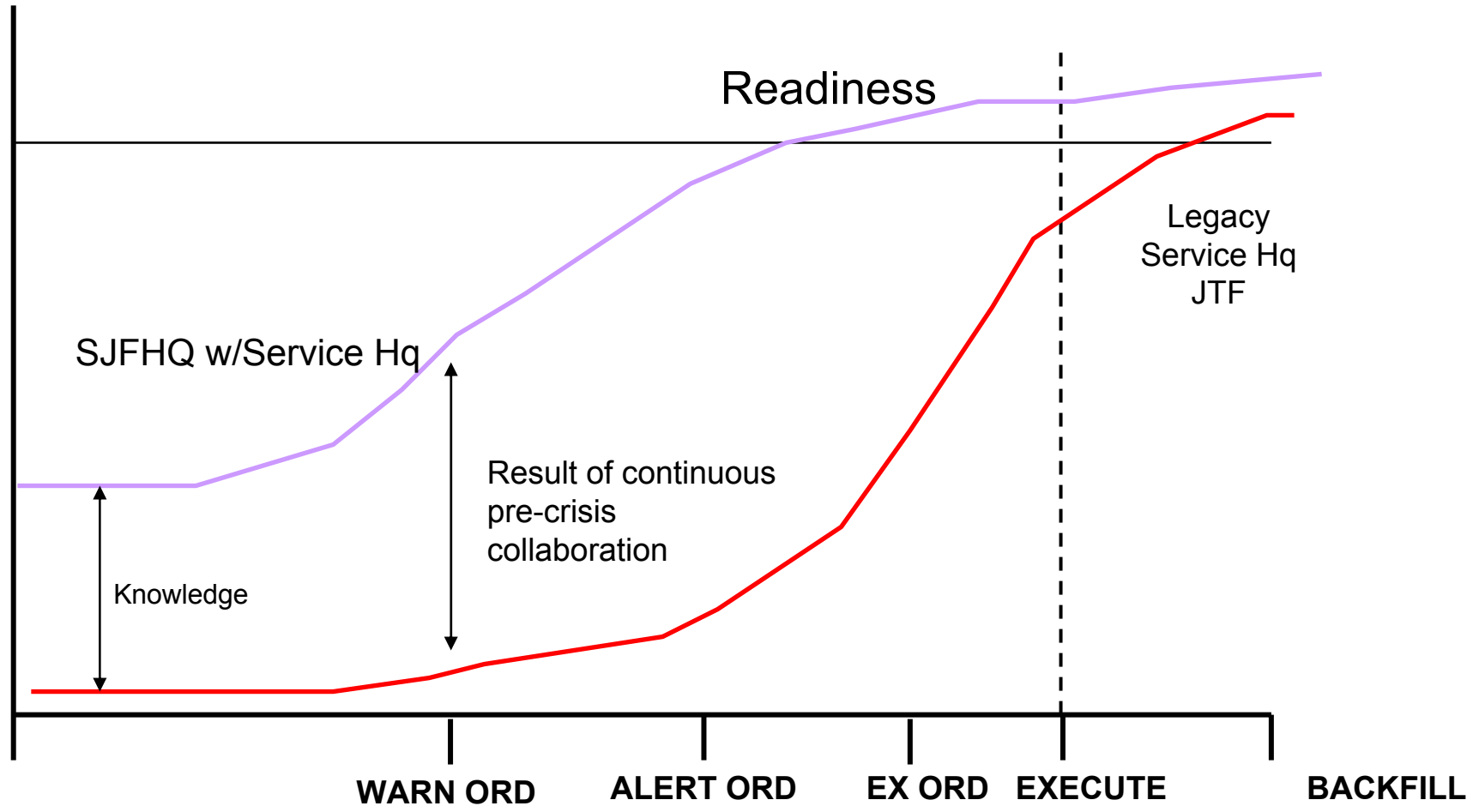
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SJFHQ Lessons From MC02

- **Key enablers are:**
  - **CIE (collaborative information environment)**
  - **ONA (operational net assessment)**
- **Reduces JTF HQ footprint forward**
- **JTF HQ requires more "core competencies" than SJFHQ brings (logistics, comm, intel, PA, med, etc.)**
- **Cross-functional organization works**
  - **baseline for SJFHQ prototyping**

Collaborative Information Environment
(An Inevitable C2 Requirement)

- **Most significant info age impact on Joint C2**
  - **Key driver in transforming Joint C2**
  - **Critical for both planning and execution**
  - **Drives both C2 processes & organizational changes**
  - **Requires skill, thorough training & proficiency**
  - **Technology is available to move out now**
- ***But <u>must</u> have interoperable tools & procedures***
  - **Separate, ad hoc approaches risk effectiveness**
    - **Incompatible standards and procedures are the result**
- **SJFHQ will foster global stds. & procedures in CIE and employment of CIE capabilities**

Readiness

Legacy
Service Hq
JTF

SJFHQ w/Service Hq

Result of continuous
pre-crisis
collaboration

Knowledge

WARN ORD **ALERT ORD** **EX ORD** **EXECUTE** **BACKFILL**

**Situation
Development** **Crisis
Assessment** **COA Dev** **JMD**

Command and Control Shortfalls
(Legacy)

People and Processes

Ad hoc establishment
Lack of readiness - untrained HQ personnel
    Individual
    Collective – JFC/JTF/CTF/CC HQ staff level
Takes too long to stand up
Takes too long to organize
Nonstandard or nonexisting procedures
Too long to "gel" as a team
Too long to learn to use equip, software tools,
    rules, how a headquarters works
Too long to gain situational awareness
Lack of expertise in joint force planning
Too long to begin planning, produce COAs
Lack of doctrinal expertise / skills employing
    warfighting concepts in operations
Insufficient joint/multinational interoperability

Communication Capabilities

Non-standard tools
Incoherent architectures
Legacy technology mixed with new
Modern C4I too complex to employ on
"walk-in" basis
Lack of decision tools for Info Age
Varying standards
Incompatibility
Information stovepipes
Lack of 'business rules"
Lack of database visibility
Non-responsive environment
Limited horiz & vert integration

(From Regional Combatant Command Survey)