

Insights and Best Practices
Focus Paper

**Geographic Combatant
Commander (GCC)
Command and Control
Organizational Options**

Second Edition

**Deployable Training Division
Joint Staff J7**

August 2016

Approved for public release; distribution is unlimited

This is the Second Edition of the Insights and Best Practices Focus Paper on “*Geographic Combatant Commander (GCC) Command and Control Organizational Options.*” It is written by the Deployable Training Division (DTD) of the Joint Staff J7 and released by the J7 Deputy Director for Joint Training.

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Scope:

- 1st- the paper focuses on C2 organizational options and considerations for GCCs.
- 2nd- Functional Combatant Commands (FCCs) C2 options are beyond the scope of this paper. Some observations and discussion may apply to options and decision making for FCC.
- 3rd- National SOF, while a key player in real world operations, is not discussed in detail.
- 4th- The earlier section on global integration and C2 is removed awaiting future insights.

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Terminology and Acronyms: Numerous military acronyms and organizational names are used in this paper. They are defined in the glossary to increase readability for the intended readership. This document assumes the reader has an understanding of the joint command relationship terminology defined in Chapter IV of Joint Pub 1.

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PREFACE

This focus paper addresses a key challenge faced by all of the Combatant Commanders, that of anticipating, determining, and resourcing command and control organizational constructs.

The paper addresses common C2 options and considerations that may assist in the formulation of suitable constructs that accomplish the mission while retaining agility and adaptability to respond to the uncertainties and complexities that characterize today's security environment.

This paper may be beneficial to four main audiences:

- CCMD leadership as they frame problems and consider options.
- CCMD J3s and J5s as they guide the staff in development of options.
- CCMD planners tasked to generate courses of action in planning or in response to crisis.
- Subordinate HQs and mission partners to gain better appreciation of the options.

Four key insights underlie the paper:

- Spend time up-front anticipating and determining the most viable and sustainable C2 options.
- Account for six key considerations - effectiveness, responsiveness, readiness, agility, simplicity, and efficiency in determining the appropriate organizational option and HQ.
- Define roles and authorities of relevant HQs relative to higher HQs and mission partners.
- Remember the larger team and how effective command relationships (particularly the support command relationship) can bring capabilities to bear in support of the supported HQ.

This and other focus papers summarize observations and insights developed by the Joint Staff J7 Deployable Training Division (DTD). The DTD gains insights on operational matters through regular contact and dialogue with combatant and operational level commanders and staffs as they plan, prepare for, and conduct operations and exercises. The DTD observes and compares staff processes among the various joint force headquarters, drafts functionally-based focus papers, refines them through senior flag officer feedback, and then shares them with the operational force, and with joint lessons learned and joint doctrine communities. Two related focus papers to this paper are "*Mission Command and Cross-Domain Synergy*" and "*Forming a JTF HQ.*" All of these unclassified papers are approved for public release and found on the site noted on the inside front cover.

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



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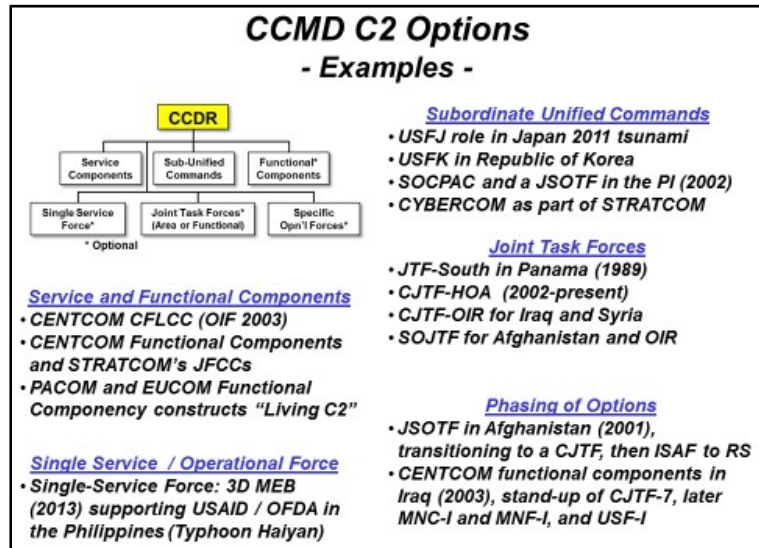
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1.0 EXECUTIVE SUMMARY. Senior leaders are faced with rapidly responding to regional and transregional threats across a dynamic geo-political landscape where the problem and mission partner interests, roles, and approaches are continually evolving. Within this complex landscape and under resource-constrained conditions, commanders and staffs must anticipate and determine effective and sustainable C2 constructs that are value added to the joint forces conducting the mission, leverage other mission partners, and remain agile and adaptable to mission requirements.

The figure depicts several CCMD-level C2 organizational options and examples used to conduct operations. C2 and determination of the most suitable option remain “commander’s business.”

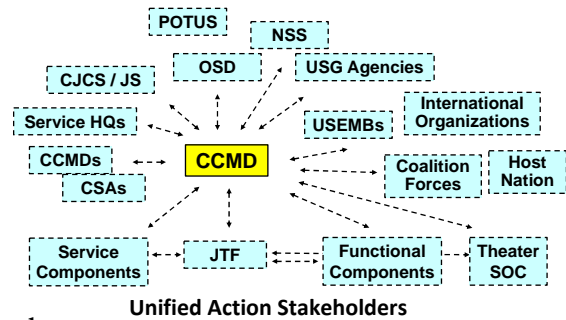
Key points.

- Spend time up-front anticipating and determining viable and sustainable C2 options. Consider all options and their advantages and disadvantages; don’t immediately default to one option. Anticipate C2 up-front to minimize unnecessary subsequent organizational changes, changes that can disrupt burned-in C2 arrangements. However, change C2 if and when necessary. Adapting C2 with the least amount of change permits more corporate-level focus on the enemy, problem, and mission. The staff can help here; think C2 early on during planning and in assessments.
- Apply six key considerations - effectiveness, responsiveness, readiness, agility, simplicity, and efficiency - in determining the appropriate organizational option and HQ.
- Consider if and how an option will add value to the operation; it should be able to set conditions for success by anticipating and supporting the subordinates’ requirements, integrate force capabilities and effects, and provide decision space for the CDR to interact with national decision makers and focus on the broader AOR.
- Remember the larger team and how effective command relationships (including the support command relationship) can bring their capabilities to bear in support of the supported HQ.
- Define the role and authorities of the respective HQ relative to its higher HQ, its adjacent HQs, and its subordinates. Define its role and authorities with relevant USEMBs, with the GCC’s other organizations (i.e., TSOC, Service and Functional organizations), and with other supporting organizations (i.e., CYBERCOM and Combat Support Agencies).
- Avoid the tendency to form large HQs. They are not sustainable. Recognize the CCMD’s role in reducing unnecessary burden on these HQs by minimizing reporting, battle rhythm events, and RFIs. Over-staffed HQs are often hobbled by their sheer size in sharing understanding and purpose, lack a bias for action, have challenges in communications and delegation of authority, and develop extensive and often convoluted staffing in an attempt to ensure all are included in the staffing processes. Guard against this tendency; focus on output and a bias for action, and leverage reach-back to other capabilities versus building large HQs.

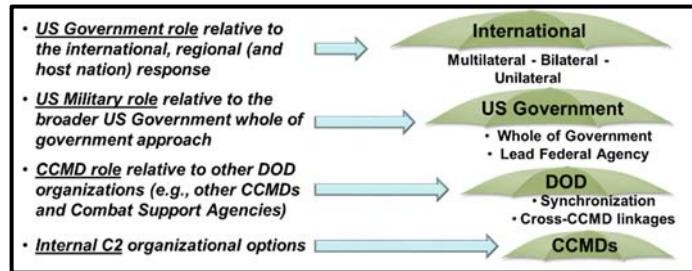


Key challenges:

- **Understanding:** As crises occur, GCCs are faced with the challenges of gaining an appreciation of the situation, informing and being informed by the dynamic political and policy decisions, providing a range of options to national leadership (providing what is deemed “best military advice”), and sharing with subordinates their understanding, visualization of the problem, and operational approach (all key aspects of design). Understanding the situation includes understanding the adversary and the many stakeholders, perspectives, roles, interests and interrelationships (See figures). Understanding has a temporal component; as a crisis continues and our understanding of the problem/requirement deepens there may be a corresponding change in how we view feasible C2 options.



- **Strategic direction and interaction:** Senior leaders continually reinforce the reality and intensity of the strategic demand signal from the POTUS, NSC, SecDef, CJCS, and JS in real world operations that can consume a large part of a GCC’s available bandwidth.



Recognize this in the development of

C2 constructs and empower subordinate commands to conduct operational level mission assignments so that the CDR and staff can have the decision space to successfully inform and be informed by national leadership’s pursuit and implementation of viable options.

- **Determining options:** GCCs are challenged with anticipating and determining a viable C2 structure that accomplishes a specific mission while retaining agility to plan and execute other ongoing and emergent AOR-wide missions. Effectiveness, responsiveness, agility, and simplicity are important considerations. While the GCCs will attempt to determine and develop the likely C2 structure in their theater campaign and contingency planning forums, they must determine (or verify) the desired option during crisis action. They will also have to clearly define HQ roles, authorities, and responsibilities. They must determine when and how much authority to delegate to subordinate commanders, direct specific command relationships, assess risk, and prioritize efforts and support across the AOR. They also make other key decisions beyond the scope of this paper as part of design and planning including determining the operational approach, required forces and operational areas, adapting their HQ organization and processes (e.g., battle rhythm), and planning for assessment. [See *Design and Planning Focus Paper*]
- **Retaining a Theater-Strategic focus:** A crisis can tend to draw much of a GCC’s attention in the early stages away from its broader AOR responsibilities. The CCMD HQ and its Components should be able to accommodate this early focus on the crisis while remaining attentive to continuing AOR-wide mission sets. Any C2 organizational option must allow for this initial natural tendency in focusing on the crisis while supporting a longer term, conditions-based return to steady-state AOR-wide operations.

Overarching insights:

- **C2:** The adage “Get your C2 right up-front” remains valid, however we find that C2 and COMRELS often evolve. A key consideration is getting *initial* C2 right to allow for flexibility and adaptability. In determining C2 understand the continual evolving nature of:
 - The USG role relative to the international (and as appropriate - host nation) response.
 - The US military role (and GCC mission) relative to the USG whole of government approach.
 - The GCC role relative to other DOD organizations (e.g., other CCMDs and CSAs)
 - Ongoing and anticipated AOR-wide missions and resources.
- **The CCMD role:** The CCMD may retain necessary authorities and functions such as target development or validation authorities based on the mission and potential initial capability limitations of subordinate HQs due to manning or experience. This is a common practice but often overlooked during crisis. Codify specifics in CCMD establishing directives/orders.
- **Plan for C2:** Anticipate transitions and associated C2 constructs to retain agility and avoid “shooting behind the duck” in the C2 construct. Consider all C2 options as part of COA development, analysis, and recommendation. Ensure Operational Planning Teams (OPTs) address this during both deliberate and crisis action planning. The C2 construct should also be periodically reviewed during both execution and transition planning.
- **Command Relationships:** Time spent up-front determining the most appropriate COMRELS that clearly lay out the roles and authorities of the various HQs will pay dividends during execution and transition to subsequent phases. Establishing clear command relationships at successive echelons help ensure synergy and achieve unity of effort. Establishing directives should provide further delineation of OPCON, TACON, and Support Command relationship specific authorities and limitations. [*See Mission Command focus paper*]
- **Global Integration.** Any C2 option must account for the transregional and multi-domain nature of operations. Today’s “battle space” is larger than any single AOR. Transregional challenges span GCC regional boundaries. The traditionally solid black lines that define the AORs are much more dotted than solid. The SecDef supported by the CJCS and the joint staff is integrating multiple CCMD efforts addressing these challenges. We find key enablers to global integration include some form of global COP and ability to provide a global risk assessment, a dynamic prioritization and allocation process (incorporating some of our current GFM process), and a collaboration means for rapid sharing of awareness (such as SVTCs).
- **Interagency and Multinational implications:** We’ve seen the value and challenges of a whole-of-government(s) approach in advancing national interests as the military works by, with, and through many mission partners and stakeholders. Our joint force routinely operates in support of U.S. Ambassadors and Lead Federal Agencies. We recognize the power of multinational operations. However, we have also seen the challenges of coordination, synchronization, and information sharing with our interagency and multinational partners. Any C2 option needs to be able to operate within this construct. Direct and resource the mission network (e.g. BICES).
- **Training and Exercise Implications:** This all reinforces the need for exercise programs which:
 - Replicate the complexity and ambiguity of the transregional and multi-domain environment.
 - Operate within resource constraints.
 - Stress interaction with SecDef, CJCS, and the JS.
 - Demand agility, adaptability and coordination with mission partners.
 - Provide feedback on efficiency and effectiveness of potential C2 options.
 - Exercise and assess the readiness of the prospective headquarters to perform missions.

2.0 PLANNING CONSIDERATIONS. The examples noted in the executive summary highlight the need to have some form of considerations to help anticipate and examine C2 challenges and inform course of action development, analysis, and decisions regarding C2 options and degree of empowerment to the respective HQs. GCCs and their staff note the need for this same type of construct to anticipate and think through other transitions such as between phases, military HQs, with USG lead federal agencies, and between US or international HQ and the host nation. We've seen confusion in understanding roles and responsibilities of the various HQs when an anticipatory mindset focused on transitions and C2 is absent. Commander involvement coupled with component input pays off.

The GCCs all share the observation that determination of the C2 construct is not a singular activity, but rather just one of several key design and planning decisions. These include (in our words): understanding the environment, framing the problem, providing a range of options to national leadership, developing a strategy to support the plan of action desired by the National Command Authority, determining an operational approach, defining the mission, gaining the necessary forces, assessing the C4I implications, and then determining the optimal C2 option through which to employ the forces. [See Design paper]

Joint Publication 1 addresses joint command and control principles stating: *“Component and supporting commands’ organizations and capabilities must be integrated into a joint organization that enables effective and efficient joint C2. The C2 structure is centered on the JFC’s mission and CONOPS; available forces and capabilities; and joint force staff composition, capabilities, location, and facilities. The JFC should be guided in this effort by the following principles - simplicity, span of control, unit integrity, and interoperability.”* These C2 principles provide a rational set of guiding thoughts that many GCCs incorporate into their planning.

Screening Criteria
• Feasible (can accomplish the mission within the established time, space, and resource limitations)
• Acceptable (must balance cost and risk with gained advantage)
• Suitable (can accomplish the mission within the commander's intent and planning guidance)

We've seen several considerations used by GCCs in combination with the noted C2 principles as they determine a viable C2 approach in response to a crisis. These are based on their responsibility to provide national leadership a range of viable military options, their theater-strategic role, and multiple ongoing mission requirements in the AOR. Within the traditional COA validity screening criteria (feasible, acceptable, suitable, and distinguishable) applicable considerations have proven to be effectiveness, responsiveness, readiness, agility, simplicity, and efficiency of the relevant HQs. See figure.

Considerations
Effectiveness: Does the option enable accomplishment of the mission? Can it set conditions and provide value to subordinates?
Responsiveness: Is the option able to be executed within the mission time constraints?
Readiness: Does the option account for the readiness, capability, and capacity of the designated HQ to conduct the mission?
Agility: Does the option enable flexibility and agility, for the Combatant Command, for potential mission changes, and for the joint forces?
Simplicity: Does the option allow for ease in understanding the roles of HQs and relationships among mission partners?
Efficiency: Does the option allow for efficiency in terms of force structure and HQ manning in today's resource-constrained world?

These considerations are not independent of each other.

Satisfying one consideration may require a tradeoff with another consideration. However, we believe they collectively portray important considerations that may be used to analyze and decide on the most appropriate and resilient option.

- **Effectiveness:** Does the option enable accomplishment of the mission? Can it provide value to subordinates? This may favor standing HQs with mature intelligence, planning, and operations directorates.
- **Responsiveness:** Is the option able to be executed within the mission time constraints? This consideration also tends to favor the use of standing organizations – such as the Service and Functional component HQs, single-Service force, or the TSOC options that reside in Theater and can rapidly assume command and control of response forces.
- **Readiness:** Does the option account for the readiness, capability, and capacity of the designated HQ to conduct the mission? The designated HQ must have the ability to assume the responsibilities inherent in the level of C2 they are assigned. Readiness includes organize, man, train, and equip requirements. Capacity is a function of experience, capability, endurance of the HQ, span of control, and understanding of supporting enablers such as special operations or cyber mission forces. These all have implications on the HQ’s ability to execute the potential scope of the mission set.
- **Agility:** Does the option enable flexibility and agility for the Combatant Command, for potential mission changes, and for the joint forces? This includes supporting national level “optionality” (providing a range of options), GCC theater-strategic stance and flexibility to meet current and emergent AOR-wide challenges, and operational-level flexibility for current and future operations (i.e., branch and sequels) in the operational area.
- **Simplicity:** Does the option allow for ease in understanding the roles of HQs and relationships among mission partners? This is a very important consideration in today’s complex and uncertain environment. GCCs note the benefit of a simple C2 construct coupled with clear support command relationships and theater-wide priorities. Several note the value of contingency planning, tabletop exercises, and rehearsal of concept (ROC) drills before a crisis to think through potential options and increase understanding of roles and responsibilities.
- **Efficiency:** Does the option allow for efficiency in terms of force structure and HQ manning in today’s resource-constrained world? This is increasingly becoming more important as we posture across the world to defend national interests.

“At the end of the day HHQ must provide value added to its subordinates, in things like intelligence analysis, ISR, fires, key leader engagement, and synchronization.”
Senior Flag Officer

Insights:

- C2 is an important up-front decision made by a GCC as part of setting conditions and retaining agility. Consider all C2 options within a broader interagency, multinational, and DOD aspect.
- C2 should be one of the key distinguishing components in the courses of action developed by GCC planners. This applies to both deliberate and crisis action planning, and to branch and sequel planning during execution.
- Anticipate C2 constructs and associated transitions to avoid “shooting behind the duck.”
- C2 is commander’s business. Consider assigning an individual the duty for anticipation in this regard; some commanders consider this so important that they focus a flag officer on it.
- Modify doctrinal command relationships where necessary. If a subordinate commander requires authority to reorganize forces, but lacks the capability to execute the full range of OPCON responsibilities, an option could be to assign that commander TACON of subordinate forces plus the selective authority to reorganize them.
- Codify COMRELS in instructions, orders, or establishing directives. AFRICOM, PACOM, and CENTCOM use these to good effect.

3.0 SERVICE AND FUNCTIONAL COMPONENT OPTIONS.

CCMDs may conduct operations through their Service component commanders, and/or functional component commanders if and when established.

Theater Service Components are permanent organizations with responsibility for Service-specific functions including administration, personnel support, training, logistics, and Service intelligence operations. Service component commanders normally retain their Service component responsibilities and authorities, concurrent with additional responsibilities and authorities they may assume as a result of GCC C2 requirements. Conducting operations through Service components has certain advantages, which include clear and simple command lines. This arrangement is appropriate when stability, continuity, economy, ease of long-range planning, and scope of operations dictate organizational integrity of Service components.

Functional Components are normally established to gain unity of effort within a domain. Not all GCCs have standing Functional Components. Joint doctrine notes that *“a CCDR can establish functional component commands to conduct operations when forces from two or more Services must operate in the same physical domain or accomplish a distinct aspect of the assigned mission. These conditions apply when the scope of operations requires that the similar capabilities and functions of forces from more than one Service be directed toward closely related objectives and unity of command is a primary consideration. For example, functionally oriented components are useful when the scope of operations is large and the CCDR’s attention must be divided between major operations or phases of operations that are functionally dominated.”* An established GCC functional component commander will normally retain Service Component Title 10 responsibilities. This can be a significant challenge if not planned for and exercised.

Some GCCs are moving toward a permanent functional component C2 construct (see rationale in the text box). This is a significant paradigm shift away from an almost default solution set of establishing a JTF HQ to respond to crises.

Key advantages of the functional component model are simplicity and responsiveness due to their existing organizational structures, developed AOR understanding and relationships, and relationships with the GCC, staff, and regional partners. Additionally, this model enables the GCC to retain a high degree of AOR-wide agility to rapidly shift focus and supporting capabilities from one mission set to another. However, most Service Components are minimally manned to focus on Service Title 10 activities; they can rapidly become stretched if tasked with C2 for a problem set of long duration.

Examples

- Service Component: USMARFORPAC (2013) Empowered as a supported commander for FHA supporting Philippines after typhoon Haiyan.
- Functional Component: USCENTCOM CFLCC (OIF 2003). Supported the attack north into Iraq. Was challenged with maintaining Service component AOR-wide Title 10 responsibilities cross the AOR.
- Theater JFACCs and USSTRATCOM’s JFCCs

A GCC Senior Leader’s Perspective

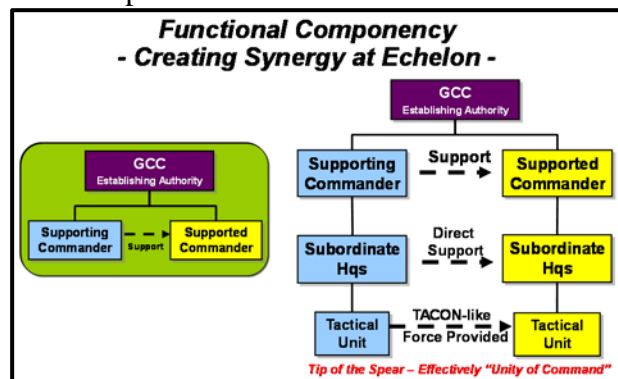
- “Need to be able to command and control multiple concurrent contingencies throughout the AOR in peace, crisis, and war with a reduction in GCC and Component HQ strength, small number of available mission ready JTF HQs, and limited force structure.
- Need to be able to rapidly transition from peace to crisis to war without reliance on moving bodies or relying on individual augmentation or forming of HQ.
- This may drive a move away from discrete JTF HQ-centered C2 solution sets toward a permanent Functional Component C2 construct driven by limited resources and necessary efficiencies.” [Note - one perspective]

When using this option we find the GCC must ensure two key actions:

Priorities of effort. GCC sharing of understanding, intent, risk, and priorities of effort across AOR-wide mission sets can assist the components to best internally prioritize and allocate their unique capabilities in support of the GCC's intent. The key here is the recognition that a subordinate's priorities of effort may not be identical to the GCC's. For example, a SOF component may better focus on certain tasks based on its capabilities while the maritime component may differently prioritize and allocate its forces against other, more maritime-relevant GCC priorities. We have seen a best practice of horizontal collaboration among components to best develop individual component prioritization of effort and force allocation to meet each other's requirements rather than waiting for detailed direction and/or approval from the GCC. This internal "self-regulation" (as one GCC termed it) retains a bias for action and harmony among components to operate at the speed of the problem.

Ensuring synergy at lower echelons is the other key requirement within the functional model (see figure). Absent attachment of forces and delegation of OPCON or TACON (such as with a JTF) some may argue that the functional component construct doesn't allow for synergy of tactical level actions. However many believe it can achieve this level of synergy given:

- GCC assurance / direction to ensure the various supported commanders (and their subordinates) can count on assured access to allocated supporting capabilities.
- Delineation of subordinate operational and tactical level "supported commanders" by the respective Theater-level functional component commander.
- Likewise delineation of operational and tactical "supporting commanders" to interact with their counterpart at the operational and tactical level in a "direct support" like relationship.
- Increased awareness by operational and tactical HQ on potential enabling joint capabilities that can help with mission accomplishment. This requires joint training, not just Service training.
- Horizontal integration at all levels to increase synergy (requires liaison at echelon).



Insights:

- Consider the Service or Functional Competency C2 options (in conjunction with traditional supported/ing command relationships with other components) due to their potential for efficiency, simplicity, and responsiveness, especially in today's environment of limited resources.
- Provide clear GCC-level intent and priorities of effort to empower decentralized action. One GCC used the concept of a Supported Commander Action Message (SCAM) that outlines specific responsibilities and deliverables for the supporting players based on the GCC's strategic direction. Components are empowered to make operational decisions.
- Service Component HQs may face capacity challenges to perform functional component AOR-wide operational C2 roles while concurrently fulfilling their Title 10 responsibilities. Mitigate by steady-state focus on HQ organization, planning and preparation, and training and exercises.
- Leverage other units' capabilities and expertise to stay lean.
- Assess and mitigate risk of selecting a Service or Functional Component for C2 of one specific mission based on the likelihood of disrupting Service-specific and operational responsibilities.

4.0 SUBORDINATE UNIFIED COMMAND OPTION.

A subordinate unified command (also called a subunified command) provides an established joint organization subordinate to the GCC by which to employ forces. GCCs may establish subunified commands to conduct operations on a continuing basis when authorized by SecDef through the CJCS. A subunified command may be established on a geographical area (e.g., United States Forces Korea – USFK and United States Forces Japan - USFJ) or a functional basis (e.g., the Theater Special Operations Commands (TSOCs) and USCYBERCOM). Commanders of subunified commands exercise OPCON of assigned commands and forces and normally over attached forces within the assigned joint operations area or functional area. [See Joint Publication 3-0]

Established subunified commands provide effective options for exercise of C2. They have established roles, relationships, and understand their respective basis of establishment (e.g., ROK, Japan, special operations, and cyberspace using the examples above). They are relatively permanent organizations. However their C2 capability may be limited to their defined mission set (for example – USFJ is not structured nor manned to C2 full spectrum operations)

We have not observed subunified commands established in response to crisis (recalling the earlier description “established to conduct operations on a continuing basis”). However, while not officially designated, many would note that USF-I was and USFOR-A is very similar to subunified commands. That said, even both of these took years to mature. Both were established to conduct operations on a relatively continuing basis in a geographic area. In both cases, the GCC had to clearly delineate authorities, particularly regarding Service-specific matters. Case in point, delineating Service Component Title 10 responsibilities relative to a USFOR-A like entity in Afghanistan remains a continuing area of potential confusion.

A TSOC is a Functional Subunified Command. It is a proven organizational option through which a GCC can employ forces. The TSOC is the primary theater SOF organization capable of conducting broad continuous full spectrum special operations. It is the primary mechanism through which a GCC may exercise C2 over SOF. SOF are rapidly deployable, have operational reach, and do not constitute irreversible policy commitments. They often have presence throughout the AOR, have well-established relationships with the GCC, US military and interagency mission partners, and the various regional military forces in the AOR. However, the TSOC HQ has relatively limited capacity to direct large scale conventional operations. (For more information, see USSOCOM’s publicized Global SOF network strategy)

Insights:

- Subunified commands exemplify considerations of simplicity and responsiveness to conduct operations within their assigned and relatively permanent mission sets.
- Consider the potential significant capacity shortfalls in directing a non-warfighting focused subunified command to respond to a crisis.
- Recognize and leverage the proven capability of the TSOC as a viable C2 option.

Examples

- Geographic subunified command: USFJ performing its political-military role supporting the 2011 tsunami and nuclear relief efforts in Japan. USFJ had built long term trust and relationships with government of Japan.
- Functional subunified command: The employment of SOCPAC and a JSOTF in the Philippines in 2002. SOF well-established relationships with the GCC, country team, and the HN partners enabled rapid and effective response.

5.0 SINGLE SERVICE FORCE AND SPECIFIC OPERATIONAL FORCES OPTIONS.

Many small to medium crises can be resolved through direct employment of a single-Service force HQ (or specific operational force) directly subordinate (normally in an OPCON command relationship) to the GCC.

The GCC commander may choose to exercise command authority directly to the commander(s) of a single-Service force (e.g., task force, task group, or MAGTF) or specific operational force (e.g., SOF for a special operations core operation), who, because of the mission assigned and the urgency of the situation, must remain immediately responsive to the CCDR. *(The commander will normally assign missions requiring a single-Service force to a Service component commander, however the GCC may opt in this option to directly command and control these force due to potential urgency of the situation.)*

We have observed merit in both of these options. Subordinate HQs organized under these options are normally designated as a Supported Command and therefore can leverage the capabilities of the broader set of mission partners without the need to be designated a joint headquarters with its associated forming challenges. Supporting Commanders can mitigate potential lack of joint expertise in the designated Service or operational force HQ by deploying liaison elements to assist the Service or SOF HQ to better understand and access their respective capabilities. The GCC HQ may likely augment the HQ with subject matter expertise and capabilities (e.g., planners, public affairs, logistics, and communications, and intelligence).

Insights:

- The subordinate HQ may not be experienced in leveraging capabilities of the full array of mission partners. This may require significant augmentation or focused support by the GCC.
- Augment the HQ with subject matter expertise and liaison elements to enhance capabilities.
- Balance benefit of exercising command authority directly through these types of HQs with the associated burden and limiting of flexibility for the GCC HQ.
- Think through the degree of authority and control that the GCC will retain over a specific crisis response versus how much to delegate to these subordinate HQ.
- Service-specific Title 10 functions remain Theater Service Component responsibilities.

6.0 JTF OPTION.

A major benefit of the JTF option is its likely single mission focus and ability to closely integrate forces in the objective area. A JTF is often delegated significant authority to execute the mission, often within a dynamic and challenging political environment. The JTF commander is normally designated as the supported commander within an assigned CJOA. The JTF option provides the GCC freedom to maintain an AOR-wide focus through deliberate delegation of authority to the JTF commander while continuing emphasis on sharing a common understanding of the situation and problem.

A JTF (which is often a coalition HQ) may be established on a geographical area or functional basis. When DOD Title 10 forces and National Guard operating under Title 32 or State Active Duty are employed simultaneously in support of civil authorities within the United States, a dual-status commander is the usual C2 arrangement.

Example

- Single-Service Force: 3rd MEB (2013) supporting USAID/OFDA in assisting the Government of the Philippines after Typhoon Haiyan. Was subordinate to III MEF and USMARFORPAC. Later transitioned to JTF 505 with III MEF as the core.

Examples

- JTF-South in Operation JUST CAUSE (Panama 1989) Core of JTF HQ was XVIII Airborne Corps operating directly under USSOUTHCOM. Success of mission was facilitated by carefully defined objectives, meticulous planning, and focused training.
- CJTF-OIR (2014-present) Responsible for C-ISIL mission set.

When direct participation by departments other than DOD is significant, the establishing authority may designate the JTF as a joint interagency task force (JIATF). This might typically occur when the other interagency partners have primacy and legal authority and the joint interagency task force provides supporting capabilities, such as for disaster relief and humanitarian assistance. This designation does not infer any form of DOD authority over those other departments but rather emphasizes the military role as part of a whole of government approach. Some long standing JIATFs such as JIATF-South have MOAs or other documents agreed upon by the relevant agencies that define the roles, responsibilities, and relationships of their members. These types of JIATFs normally take years to develop, and have clearly defined authorities and interagency staffing.

There are several sourcing options for a JTF HQ. A GCC Service Component, Service HQ (e.g., Army corps, numbered air force, numbered fleet, Marine Expeditionary Force), and designated SOF HQs including a TSOC can form the core of a JTF HQ. CCDRs and force providers may also opt to staff the HQ through joint individual augmentees. CCDRs are responsible for designating and verifying the readiness of designated HQs to establish, organize, and operate as a JTF HQ.

Many commands opt to stand up a JTF from either in-theater forces or from CONUS in response to a crisis. JTF HQ may have significant forming challenges, especially in a no-notice crisis response scenario. Newly forming JTF HQ may not have the same degree of AOR understanding and developed relationships as the Theater Service and Functional Component Commands (especially if they are sourced from out of theater). Some may be further challenged with understanding the dynamic strategic environment addressed earlier as they form, plan, and conduct operations. They may also have manning, equipping, and training challenges which could delay their forming and C2 capability. They will also likely be challenged with receiving and commanding subordinate forces, and understanding and leveraging supporting force capabilities – all while forming.

Insights:

- Consider use of the JTF / CJTF option due to its single mission focus and ability to closely integrate forces to accomplish the mission.
- Balance the benefits of the JTF option against three potential challenges:
 - Time and resources required to form, receive personnel, and achieve operational capacity.
 - Limits on the GCC agility to rapidly shift forces to other emergent challenges in the AOR.
 - Availability of personnel and other resources to form an additional HQ
- Treat the JTF as a new entity in terms of authorities, responsibilities, requirements and capabilities. It is not the HQ from which its commander and core staff were derived.
- Mitigate forming challenges through preparations across the man, train, and equip spectrum.
 - Develop JTF battle staff SOPs with specified billets, roles, responsibilities, and procedures to fall in on if established. This will assist and shorten the HQ stand up if established.
 - Tailor mission-focused training and exercise programs.
 - Leverage the JS J7 training and coaching capability, specifically the Deployable Training Division (authors of this paper). See also the “*Forming a JTF HQ*” focus paper by DTD.
 - Leverage functional and regional subject matter expertise augmentation e.g., JECC and GCC personnel (USPACOM has stood up a Deployable JTF HQ Augmentation Cell (DJTFAC) of GCC HQ-sourced battle rostered personnel).

7.0 PHASING OF OPTIONS.

Sometimes, despite best efforts at problem framing, design, and understanding the problem, the best C2 option may not be immediately obvious or feasible for a variety of factors. Thus we frequently see a

phasing of options. GCCs often opt to use an existing HQ to direct initial operations as a "first response" combined with concurrent alert and stand-up of a replacement HQ (e.g., JTF, component HQ, or GCC Forward HQ) in the event that the required scope of response grows over time. This is a typical scenario for no-warning, natural or man-made disaster. Phasing allows the follow-on HQ time to form while leveraging the initial HQ's immediate response capabilities, understanding of the AOR, and developed relationships.

The stand-up and preparation of the follow-on HQ can also be deliberately shaped by feedback from the ongoing operation and continuing GCC design and planning results. This "phased" approach to options allows the initial crisis response HQ to focus on near term actions while the follow-on HQ focuses on sequel / next phase requirements and planning.

Insights:

- Consider when initial speed of response is important and you expect a long duration mission.
- Delineate planning focus of the different HQs. Anticipate and plan for transition.
- Consider tasking initially selected HQs to provide key personnel augmentation to subsequent HQs. This could include deployment of a GCC Forward HQ where necessary.

8.0 MULTINATIONAL AND INTERAGENCY CONSIDERATIONS.

Any organizational option must readily plug into the broader interagency and multinational approach. As noted in PDD-1, the National Security Council (NSC) is the principal means for coordinating executive departments and agencies in the development and implementation of national security policy. In many cases a Lead Federal Agency may be designated (e.g., DOS, USAID/OFDA, DHS/FEMA, DOJ/FBI); in other cases the POTUS may opt to retain coordination responsibilities at the National Security Staff and National Security Council level due to the complexity or dynamic nature of the situation.

The GCC is responsible for setting the conditions for success by their component and subordinate commands in gaining unity of effort at the operational level. This includes leveraging the GCC's established networks and relationships on behalf of their components and subordinates. GCCs ensure there is vertical synchronization of interorganizational coordination between the GCC and their component and subordinates, as well as horizontal synchronization among the components and subordinates. This may warrant increased attention.

The designated operational-level commander is responsible for necessary coordination and cooperation with the relevant interagency and multinational mission partners. This requires expertise and building of relationships, coupled with developed procedures to ensure inclusion in each of the partners' operational level decision making.

Insights:

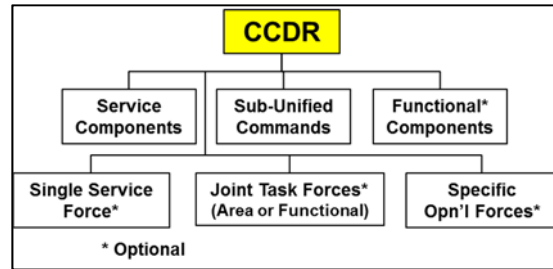
- Understand CCMD, JS, and OSD respective roles and interests for NSS/NSC interaction.
- Be prepared to take initiative to gain unity of effort at theater strategic and operational levels.
- Clarify authorities and responsibilities for coordination with interorganizational partners.
- Ensure respective HQs have the authority, expertise, capability, and capacity to interact at the appropriate levels with DOD, interagency and multinational partners.

Example

- Initial use in 2003 of CENTCOM functional components in Iraq followed by stand-up of C.JTF-7 and later MNC-I and MNF-I.

9.0 CONCLUSION.

Summary: C2 is clearly an important up-front focus area of GCCs as part of setting conditions for operations. We continually see the importance of critical analysis and decisions on C2 organizational options and subsequent assessment to ensure continued effectiveness. The C2 organizational options introduced in joint doctrine and discussed here should be one of the primary distinguishing elements of the courses of action developed by GCC planners for decision.



The considerations introduced in this paper are intended to assist a GCC staff in their analysis of the many different C2 organizational options through which a GCC may employ forces as they support broader USG and DOD efforts. These are not the only considerations, but may assist in arriving at the option that best enables mission success.

Considerations
Effectiveness: Does the option enable accomplishment of the mission? Can it set conditions and provide value to subordinates?
Responsiveness: Is the option able to be executed within the mission time constraints?
Readiness: Does the option account for the readiness, capability, and capacity of the designated HQ to conduct the mission?
Agility: Does the option enable flexibility and agility, for the Combatant Command, for potential mission changes, and for the joint forces?
Simplicity: Does the option allow for ease in understanding the roles of HQs and relationships among mission partners?
Efficiency: Does the option allow for efficiency in terms of force structure and HQ manning in today's resource-constrained world?

Insights:

- Spend time up-front anticipating and determining the most viable and sustainable C2 options.
- Apply six key considerations - effectiveness, responsiveness, readiness, agility, simplicity, and efficiency in determining the appropriate organizational option and HQ.
- Define roles and authorities of relevant HQs relative to higher HQs and mission partners.
- Anticipate transitions and associated C2 constructs to avoid “shooting behind the duck” in development of C2.

Training and Exercise Implications: A quality training and exercise program will provide quality feedback on GCC OPLANs and CONPLANs, and can help increase both readiness and capacity of the relevant joint and service HQs for the C2 options noted in this paper. Exercise objectives should directly support both Theater Campaign Plan requirements and specific HQ readiness requirements. They should also stress the NCR-driven dialog demands on the GCC.

Considerations:

- Analyze cost/benefit to derive a recommended exercise program that achieves the greatest operational and strategic risk reduction within budget.
- Ensure J7 works with other J-Dirs to craft exercises that directly correlate to TCP and readiness requirements. Directly link exercise and training objectives to real world readiness, both of US forces and regional partners (e.g., the building partner capacity aspect).
- Use exercises to assess / validate planned C2 organizational options, challenge planning assumptions, and identify potential required transitions to other C2 constructs. Consider global integration aspects in exercises.
- Use exercises to increase readiness and assess capabilities of the relevant operational headquarters, both joint and service HQ, to execute or support the mission.
- Leverage senior leader seminars and tabletop exercises to enrich understanding and identify challenges for subsequent analysis in exercises and incorporation into plan revisions.

Glossary

Abbreviations and Acronyms

AOR – Area of Responsibility	MEF – Marine Expeditionary Force
C2 – Command and Control	MN – Multinational
CCMD – Combatant Command	MNC-I – Multinational Corps – Iraq
COA – Course of Action	MNF-I – Multinational Force – Iraq
COMREL – Command Relationship	NCR – National Capitol Region
CONOPS – Concept of Operations	NSC – National Security Council
CONPLAN – Concept of Operation Plan	NSS – National Security Staff
CSA – Combat Support Activity	OFDA – Office of Foreign Disaster Assistance
DHS – Department of Homeland Security	OIR – Operation Inherent Resolve
DJTAFAC – Deployable JTF Augmentation Cell	OPCON – Operational Control
DOJ – Department of Justice	OPLAN – Operations Plan
DOS – Department of State	OPT – Operational Planning Team
DSCA – Defense Support of Civil Authority	OSD – Office of the Secretary of Defense
FBI – Federal Bureau of Investigation	ROK – Republic of Korea
FCC – Functional Combatant Commander	RSM – Resolute Support mission
FDR – Foreign Disaster Relief	SO – Special Operations
FHA – Foreign Humanitarian Assistance	SOCENT – Special Operations Command Central
FEMA – Federal Emergency Management Agency	SOCAPAC – Special Operations Command Pacific
GCC – Geographic Combatant Commander	SOF – Special Operations Forces
HQ – Headquarters	SOJTF – Special Operations JTF
IA – Interagency	TCP – Theater Campaign Plan
IJC – International Security Assistance Force Joint Command	TSOC – Theater Special Operations Command
ISAF – International Security Assistance Force	UCP – Unified Command Plan
J-Dir – Joint Staff Directorate	UNSCR – United Nations Security Council Resolution(s)
JFACC – Joint Force Air Component Commander	USAID – United States Agency for International Development
JFCC – Joint Functional Component Command	USCYBERCOM – United States Cyber Command
JLLIS – Joint Lessons Learned Information System	USF-I – United States Forces – Iraq
JS – Joint Staff	USFJ – United States Forces Japan
JSOTF – Joint Special Operations Task Force	USFK – United States Forces Korea
JTF – Joint Task Force	USFOR-A – United States Forces Afghanistan
LFA – Lead Federal Agency	USSTRATCOM – United States Strategic Command
MAGTF – Marine Air Ground Task Force	
MARFORPAC – Marine Corps Forces Pacific	
MEB – Marine Expeditionary Brigade	

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