

## Chapter IV

# Considerations for Forming a JFLC Command

### **ESTABLISHING AUTHORITY**

IV-1. A JFC has the authority to organize forces to best accomplish the assigned mission based on the CONOPS. The JFC establishes subordinate commands, assigns responsibilities, establishes or delegates appropriate command and support relationships, and establishes coordinating instructions for the component commanders. Sound organization provides for unity of effort, centralized planning, and decentralized execution. Unity of effort is necessary for effectiveness and efficiency. Centralized planning is essential for controlling and coordinating the efforts of the forces. When organizing joint forces with multinational forces, simplicity and clarity are critical.

IV-2. JP 3-0 states that “functional commands are established to provide centralized direction and control of certain functions and types of operations”. The JFC can establish functional component commands and define the authority and responsibilities of the functional component commanders based upon the CONOPS and may alter this authority during the course of an operation. Normally, this authority does not include forming subordinate functional commands or reorganizing forces that have been assigned or made available.

IV-3. The designation of a JFLCC may occur when major land forces of more than one Service component participate in a land operation, and the JFC ascertains that doing this will achieve unity of command and effort among land forces.

### **DEFINING THE AREA OF OPERATIONS**

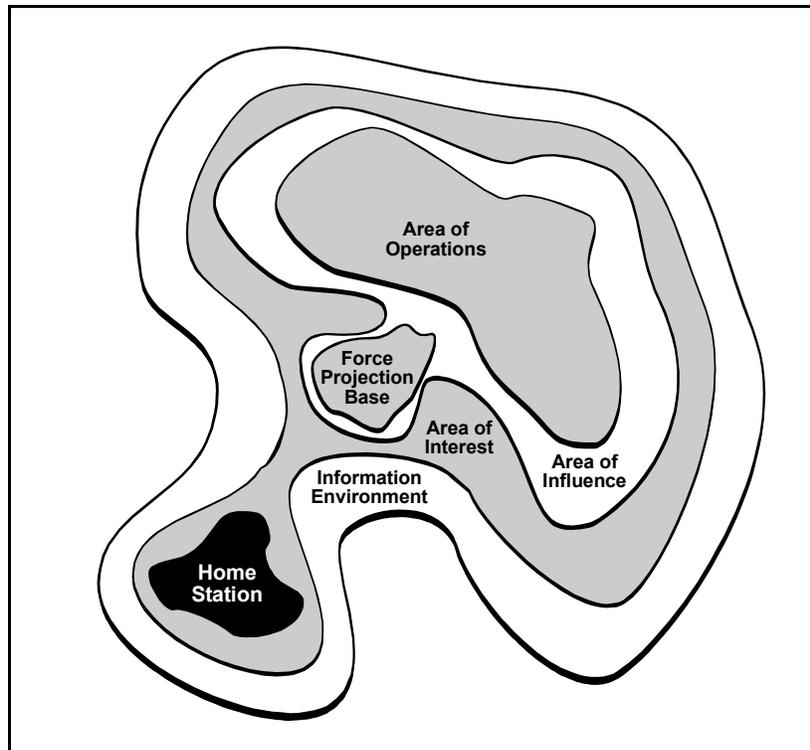
IV-4. An AO is an operational area defined for the JFLCC by the JFC. The AO is most likely outside an AOA. See JPs 3-0 and 3-02 for additional guidance on AOAs.



IV-5. AOs do not typically encompass the entire JOA. However, the AO should be large enough for the JFLCC to accomplish his mission and protect the force. He establishes an operational framework for the AO that assigns battlespace responsibilities to subordinate land commanders. Battlespace is the environment, factors, and conditions that must be understood to successfully apply combat power, protect the force, or complete the mission. Within the AO, battlespace includes—

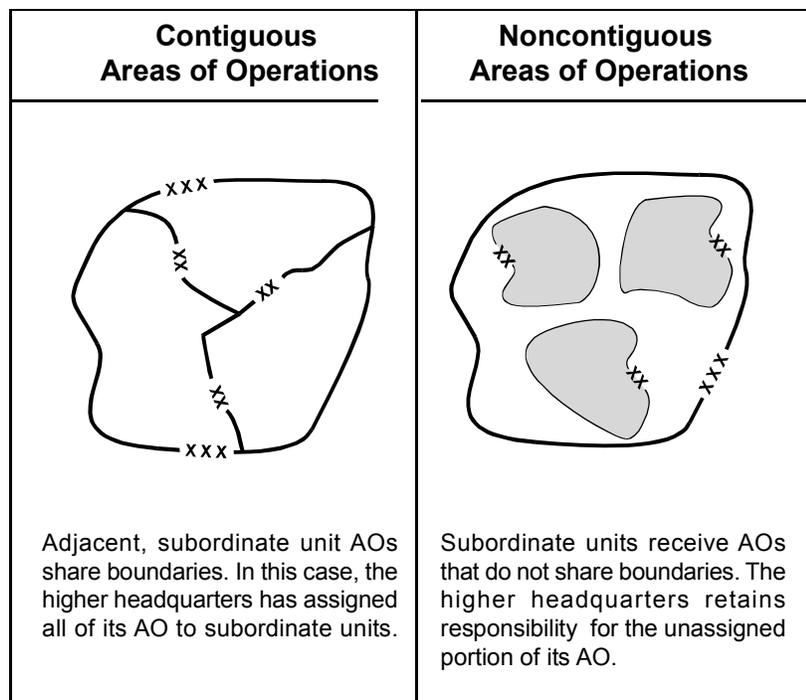
- Land.
- Air.
- Sea.
- Space.
- Adversary.
- Friendly forces.
- Facilities.
- Weather.
- Terrain.
- Areas of interest (AOI).
- Portion of the information environment that affects the operation.
- Intermediate support bases (ISBs) or other force projection bases.
- Unit home stations.

IV-6. This battlespace geometry should maximize the operational capabilities of all subordinate elements. Figure IV-1 depicts this framework. When considering geometry, the MARFOR has a requirement for more battlespace than would be expected for the land force involved. This is due to the fixed-wing aviation assets that are organic to the Marine Air Ground Task Force (MAGTF).



**Figure IV-1. Battlespace Geometry**

IV-7. The JFLCC may subdivide some or all of the assigned AOs by assigning subordinate unit AOs. These subordinate unit AOs may be contiguous or noncontiguous. When JFLC command forces are contiguous, a shared boundary separates the tactical units. In a noncontiguous environment, the tactical units of the land force do not share a common boundary. Operation JUST CAUSE is an excellent example of an operation with noncontiguous AO. The intervening area between forces remains the responsibility of the JFLCC. Figure IV-2 illustrates contiguous and noncontiguous AOs.



**Figure IV-2. Contiguous and Noncontiguous AOs**

**ORGANIZING**

IV-8. Several options are available for organizing a joint land force. The manner in which JFCs organize their forces directly affects the responsiveness and versatility of joint force operations. As such, joint force organizational design is heavily influenced by METT-T factors. JFCs organize all forces assigned to accomplish the mission based on the JFC’s vision and CONOPS. As previously mentioned unity of effort, centralized planning, and decentralized execution are key considerations. JFCs may elect to centralize selected functions within the joint force but should strive to avoid reducing the versatility, responsiveness, and initiative of subordinate forces. JFCs can conduct operations through sub-unified commands, JTFs, Service components, functional components, or a combination of Service and functional components.

IV-9. There are four primary options available to the JFC for organizing land forces from two or more components. The four options are—

- Functional JTF.
- One Service component TACON to another.
- Maintain Service component.
- Formation of a JFLC command.

IV-10. Each option has advantages and disadvantages which the JFC and staff must consider prior to a decision to organize under a particular option. The following advantages and disadvantages are not all-inclusive but highlight some of the more important issues.

#### **FUNCTIONAL JTF**

IV-11. The advantages are—

- Unity of command and effort.
- Joint staff.
- Authority of a JFC including the authority to organize subordinate functional components.

IV-12. The disadvantages are—

- Separate JTF commander/staff required.
- Lead time required to establish headquarters before execution.

#### **ONE SERVICE COMPONENT TACON TO ANOTHER**

IV-13. The advantages are—

- Simplified C<sup>2</sup>.
- Efficient staff action

IV-14. The disadvantages are—

- Staff not integrated (LNO only).
- Potential for ineffective use of assigned forces.

#### **MAINTAIN SERVICE COMPONENT ORGANIZATION**

IV-15. The advantages are—

- Requires no change in structure.
- JFC directly integrates land control operations with other operations.

IV-16. The disadvantages are—

- JFC must focus on the land battle.
- Potential for JFC to lose focus on the operational-to-strategic interface.
- No single focus for land forces.
- No effective relationship between land forces and joint force component.

### **JFLC COMMAND STRUCTURE**

IV-17. The advantages are—

- Unity of effort.
- Integrated staff.
- Single voice for land forces (consolidated picture of land force capabilities to the JFC, staff, and boards).
- Single battle concept and focus of effort for land operations (an aspect of the plan rather than a function of coordination either horizontally or vertically).
- Synchronized/integrated land force planning and execution (prioritization therefore deconfliction of competing land force requirements).

IV-18. The disadvantages are—

- JFLCC generally retains Service component responsibilities to the JFC (requires split focus of the staff).
- Challenge of integrating staffs.
- Lead time required to establish headquarters before execution.
- Sourcing the staffs.

### **EMPLOYING**

IV-19. Considerations for employing a JFLCC are summarized as follows:

- Mission. The mission requires the unique capabilities and functions of more than one Service be directed toward closely related land objectives where unity of effort is a primary concern. Land forces are competing for limited joint force assets. The JFLCC contributes to the prioritization and control of joint force assets, as the situation requires.

- Scope. When the scope of land operations is large, the JFC needs to divide attention between major operations or phases of operations that are functionally dominated and synchronize those operations. It may be useful, therefore, to establish functionally oriented commanders responsible for the major operations.
  - Scope of forces. A JFLCC may be established anytime that the land forces of two Services are employed. A JFLCC is normally established for major theater operations where multiple corps/MEFs are employed. In some situations involving smaller forces that require Army/Marine Corps integration, the interrelationship is covered by the information provided in ALSA publication *Army and Marine Corps Integration in Joint Operations (AMCI)*, FM 90-31, MCRP 3-3.8, May 1996.
  - Scope of the AOs. Geographically concentrated land control operations may require direction by a JFLCC. Dispersed objectives, different lines of operation, and support might better be addressed by other organizational options.
- Level of operations. When the scope of the operation requires an operational level command to directly link land control operations to campaign or strategic objectives, a JFLCC can provide the linkage.
- Planning. The formation of a JFLCC integrates planning, beneath the level of the JFC, for land control operations. While this integrated planning is focused on employment, the JFLCC may also integrate planning of deployment, transition, and redeployment.
- Duration. Duration of operations must be long enough to warrant the establishment of a single land force commander. The duration of operations must be worth the costs in terms of lead time, personnel and staff training, C<sup>4</sup> architecture, and impact on flexibility.
- Experience. Formation of a JFLCC may enhance the detailed planning, coordination, and execution of operations required by the joint force headquarters.
- Span of control. The multiple complex tasks confronting the JFC may exceed the JFC's span of control. Having a JFLCC allows resolution of joint issues at the functional component level. The JFC has other responsibilities in the joint operating area that may require greater focus.
- Multinational operations. In multinational operations, land forces may be provided by a variety of national components. When proper

authority grants organizing subordinate multinational units, the formation of a multinational force land component commander is subject to the same considerations as in US Joint Force operations.

## **TIMING**

IV-20. The timing of the decision to designate a JFLCC is determined by the JFC. A JFC establishes a JTF to provide the requisite C<sup>2</sup> of the operation, or he may elect to have the components report directly to the combatant commander. Components, such as JFLCC, should be designated as early as possible. The decision to establish and designate a JFLCC ideally is during concept development of the campaign plan.

IV-21. Subordinate commanders should report to the JFLCC for planning during concept development. Subordinate commanders report to the JFLCC in sufficient time for employment operations and when the C<sup>2</sup> structure is established.

## **FORMING THE STAFF**

IV-22. Once the JFC has decided to designate a JFLCC, the JFLC command headquarters is organized according to the mission and forces assigned. Normally, it is built around an existing Army or Marine headquarters staff. The core staff needs to be augmented with Army and Marine staff as soon as practical.

IV-23. Appendix F depicts a notional JFLC command staff organization. However, the organization of the Service component core staff that forms the nucleus of the command headquarters may take precedence. The standard operating procedures (SOP) for the predominant Service normally forms the baseline for the JFLC command SOP. However, supplemental SOPs are required to conduct operations with Service-unique capabilities. The training and exercising of the JFLCC staff before the conduct of operations is critical to the overall success of the mission.

## **FORMING THE COMMAND ELEMENT**

IV-24. There are two basic options for forming the JFLC command headquarters under the joint force or JTF.

IV-25. Option A is an example of how to form the JFLC command headquarters as a separate entity from either component. This option provides

the JFLCC the requisite C<sup>2</sup> resources to focus on the land operations without the direct responsibilities associated with logistical and administrative support. The JFLC command has a separate ARFOR and MARFOR commander and headquarters responsible for the C<sup>2</sup> of their respective services. Within the JFLC command headquarters, the billets of deputy commander/chief of staff and key members of the staff (J-1 through J-6) should be fully integrated with Army and USMC representation (See Figure IV-3).

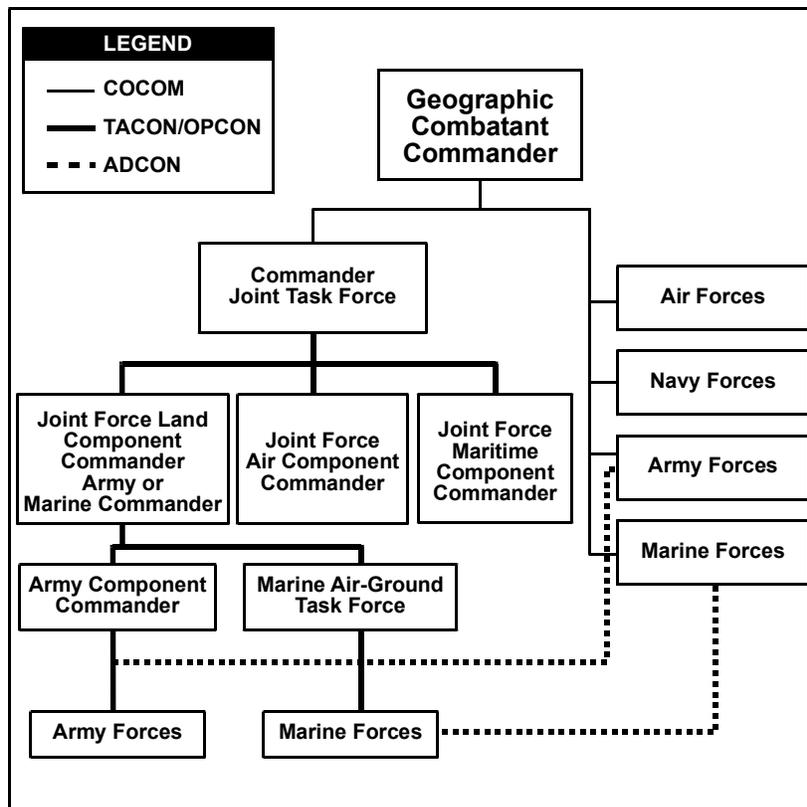


Figure IV-3. Separate JFLC Command Headquarters (Option A)

IV-26. Option B is an example of how to form the JFLC command by designating either of the JFC's Service component commanders (ARFOR or MARFOR) as the JFLCC. The JFLC command headquarters must continue to perform the Service component functions. This option also requires the other Service to be fully integrated across all staff sections. The Service designated as the JFLCC provides the core elements of the staff to assist in planning, coordinating, and executing JFLC command operations. While this option requires fewer personnel, it has the potential to overtask the JFLC command staff during the performance of their dual roles. It may be advantageous for the Service component commander to delegate as many of the Service component related duties as practical to a subordinate Service force headquarters. (See Figures IV-4 and IV-5.)

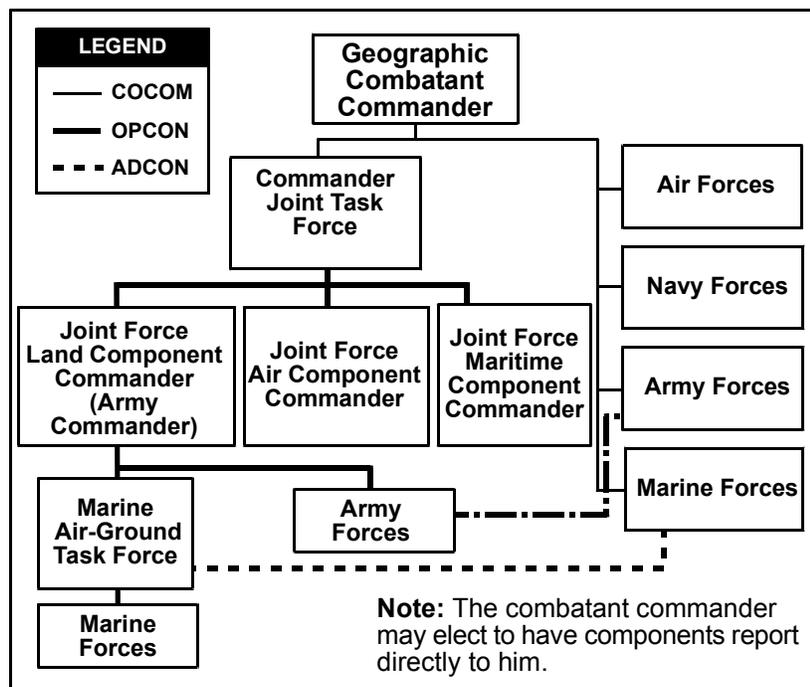


Figure IV-4. Army Commander Designated as JFLCC (Option B)

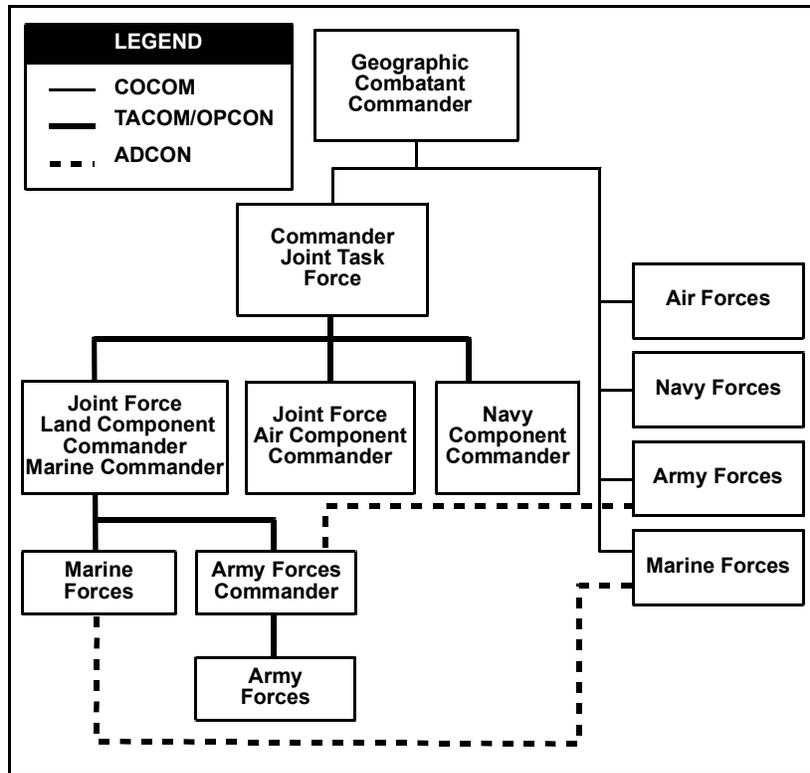


Figure IV-5. Marine Commander Designated as JFLCC (Option B)

**SOURCING THE FORCES**

IV-27. The forces assigned to the JFLCC are identified during the deliberate planning process. Forces are apportioned to the combatant commander in the *Forces for Unified Commands* memorandum and the UCP, and, for deliberate planning purposes, are designated in the Joint Strategic Capabilities Plan. In addition, forces are allocated to combatant commanders in response to crises.

IV-28. As the JFC develops his CONOPS, the Service and functional components conduct parallel planning. During this process, the JFC tasks the functional and Service components to provide estimates of forces required. Since the JFLCC employs Army, Marine, and, possibly, multinational land forces, he should provide his force estimate in terms of capabilities

(i.e., maneuver force equivalents) required rather than specific forces (i.e., 1st Cavalry Division).

IV-29. Upon receipt of the JFLCC's requirements, the JFC works with the Service components to source the actual forces needed by the JFLCC. The Service components designate specific units to report to the JFC who assigns them to the JFLCC.

IV-30. Once the forces are designated, the JFC plans and conducts the strategic deployment of forces. While the JFLCC, like other functional components, provides recommended phasing of forces to the JFC, he will not control the land force portion of the TPFDD. Based on the Service and functional component recommendations, the JFC develops the integrated TPFDD and assigns the required delivery dates.

### **LIAISON, BOARD, AND CELL REQUIREMENTS**

IV-31. Liaison teams or individuals should be dispatched from higher to lower, lower to higher, laterally, or any combination of these. The teams generally represent the interests of the sending commander to the gaining commander. However, they also promote understanding of the commander's intent at both the sending and gaining headquarters.

IV-32. The JFLCC liaison requirements include, as a minimum, liaison with other components of the joint force, the joint force headquarters, and major subordinate commands. The commander may require additional liaison with multinational land forces not assigned to the command.